

Republic of Rwanda



Ministry of Infrastructure

# URBANIZATION AND RURAL SETTLEMENT SECTOR

## **STRATEGIC PLAN 2012/13-17/18**

Updated version 17.12.2013

## **Urbanization and Rural Settlement Sector Strategic Plan (2012 – 2017)**

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## *List of Abbreviations*

AAP's	Area Action Plans
AFD	Agence Francaise de Developpement
BRD	Banque Rwandaise de Development
BTC	Belgian Technical Cooperation
DHS	Demographic Household Survey
DIP	Decentralization Implementation Programme
CAD	Computer Aided Design
CBO's	Community Based Organizations
CDF	Common Development Fund
CO2	Carbon dioxide
COK	City of Kigali
COMESA	Common Market for Eastern and Southern Africa
DFID	Department for International Development
DDP's District	Development Plans
EAC	East African Community
EARP	Electricity Access Rollout Program
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Integrated Household living Conditions Survey
ESRI	Environment System Research Institute
EWB	Engineers without Borders
EWSA	Energy Water and Sanitation
FBO's	Faith Based Organizations
GDP	Gross Domestic Product
GGGI	Global Green Growth Institute
GIS	Geographic Information System
GIZ	Gesellschaft für Internationale Zusammenarbeit
GmbH	Ltd / Company with limited liability (Gesellschaft mit Beschränkter Haftung)
HIV	Human Immunodeficiency Virus
ICF	Investment Climate Facility
ICT	Information Communication and Technology
IDP	Integrated Development Program
IFC	Investment Facility Corporation, World Bank
INES	Institute of Higher Education, Musanze

IT	Information Technology
JICA	Japan International Cooperation Agency
KfW	German Financial Cooperation (Entwicklungsbank)
KIST	Kigali Institute for Science and Technology
LAIS	Land Administration Information System
LDP's	Local Development Plans
LTR	Land Tenure Regularization
LUDP's	Local Urban Development Plans
MDGs	Millennium Development Goals
M & E	Monitoring and Evaluation
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINEAC	Ministry of East African Community
MINECOFIN	Ministry of Finance and Economic Planning
MININFRA	Ministry of Infrastructure
MINIRENA	Ministry of Natural Resources (Land, Forests, Environment and Mining)
MIS	Management Information System
MTEF	Medium-Term Expenditure Framework
MW	Mega watt
NCI	National Construction Industry
NGOs	Non-Governmental Organizations
NGP's	Non-Governmental Programs
NUR	National University of Rwanda
ONATRACOM	Office National de Transport Commun
OSC	One Stop Centre
PM	Prime Minister
PPP	Public Private Partnership
PSF	Private Sector Federation
PV	Photovoltaic
RALGA	Rwanda Association of Local Government Authority
RCAA	Rwanda Civil Aviation Authority
RDB	Rwanda Development Board
RDSF	Rural Development Support Fund
REMA	Rwanda Environment Management Authority
RIAM	Rwanda Institute of Administration Management

RHA	Rwanda Housing Authority
RMF	Road Maintenance Fund
RNRA	Rwanda Natural Resources Authority
RSSB	Rwanda Social Security Board
RSTF	Rural Settlements Task Force
RTDA	Rwanda Transport Development Agency
RURA	Rwanda Utilities Regulatory Agency
RWF	Rwandan Francs
SIDA	Swedish International Development Agency
SWG	Sector Working Group
UNDP	United Nations for Development Program
USAID	United States Agency for International Development



## *Foreword by the Minister of Local Government and the Minister of Infrastructure*

In the process of preparing its second Economic Development and Poverty Reduction Strategy (EDPRS 2) to guide Rwanda's medium-term development aspirations over the period 2013/14 to 2017/18, every sector was requested to develop its Sector Strategy document which would guide the EDPRS 2.

The overall objective of EDPRS 2 is to increase the quality of life of all Rwandans through rapid and sustainable economic growth and accelerated poverty reduction. In this process, the Sector and District strategies will help mainstream key cross-cutting issues and will contribute to the achievement of the four thematic areas.

The Urbanization and Rural Settlement Sector is new to our political and strategic environment. With its creation, the importance of issues related to the built environment and its rapid changes is acknowledged.

Meanwhile, urbanization in urban as well as in rural areas is an occurring fact in Rwanda, and a challenge. Jointly, the Ministry of Infrastructure and the Ministry of Local Government take up the challenge and support efforts directed toward the management of development while completing policies and regulations within the framework of decentralization and urban and settlement development. Many aspects are related to this, ranging from good forecasting and good planning, over efficient coordination of interventions including infrastructure development, to an excellent delivery of services in line with social, environmental, and economic concerns.

This Sector Strategy shows our commitment to good development management, which is inclusive of all citizens, and their concerns, and which is also aligned with a broad vision of regional integration and economic growth.

**James Musoni**  
Minister of Local Government

**Prof. Silas Lwakabamba**  
Minister of Infrastructure



## *Executive Summary*

The development of cities in Rwanda is very recent, and the rate of urbanization stands at about 18%. Although, this rate is among the lowest in the world, the annual growth rate of the urban population of 4.5% far exceeds the worldwide average of 1.8%. Almost half of the urban dwellers are concentrated in the City of Kigali, with about one million inhabitants. This monocephalic (sometimes called “megacity”) situation highlights the imbalance between urban centers, towns and rural settlements within Rwanda.

Challenges caused by rapid and unbalanced urbanization combined with scarcity of land are: the proliferation of unplanned urban growth, insufficient and unjustly distributed or inadequate housing and services for many residents, social instability, environmental degradation, and unsustainable, unhealthy cities.

In parallel to these growing challenges and limited resources, Rwanda has become a sub Saharan centre of urban leadership in the last decade. After independence and until 2004, urban planning did not receive much attention – a fact that resulted in a rapid rise of unplanned settlements. Since 2004, Rwandan leadership has recognized the importance of urban planning in Rwanda, as demonstrated by its commitment to the extensive urban planning portfolio for Kigali, and across the country (including national land use plan, district plans, and plans for special projects such as the new airport, lake fronts, and tourism zones). Kigali has gained notoriety for its attention to the “clean and green”; secure urban landscape, its emerging urban skyline, and its protection of environmental assets such as steep slopes and wetlands.

Key demonstrations and pilot projects have managed to influence and shape the sustainable urbanism agenda with limited available resources.

With the forecast population growth, demand for accompanying economic growth, climate change and environmental stresses, and long term opportunities for Rwanda to reinforce its leadership of urbanisation in sub Saharan Africa, Rwanda wants to exert renewed energy towards the urban agenda. Thus, the Government of Rwanda has established a new Urban and Rural Settlement Sector to focus concerted and coordinated attention to this crucial problem; and hence this Urbanization and Rural Settlement Sector Plan.

The newly created sector joins the two lead Ministries, Ministry of Local Government and Ministry of Infrastructure. The two with joint force will in line with the decentralization strategy focus on the management of urban and settlement development and growth.

The mission statement, in coherence with the long term socio-economic development goals of the country reads: *Rwanda’s human settlements and urbanization are sustainably managed and promoted, supporting economic development and benefiting all strata of population.*

The following two high level objectives are pursued:

- 1) To develop the basis for good urban and rural settlements development management cross-cutting all development sectors and following clear guidelines and procedures at all levels of governance.
- 2) To prioritize a hierarchical network of urban and urbanizing centres providing services and attract economic activities countrywide, and to support the development of secondary cities as well as the capital, Kigali.

To achieve the high level objectives, seven sector priorities have been identified:

Priority 1: Improve the urban and rural settlement development planning and management system;

Priority 2: Develop secondary cities as poles of growth;

Priority 3: Develop urban and rural settlements around economic activities;

Priority 4: Provide financing and supply options for affordable housing;

Priority 5: Enable and stimulate collaboration with private sector;

Priority 6: Promote institutional and human capacity building in urbanization and rural settlement sector; and

Priority 7: Support RHA's efficient administration of government assets and management of government projects.

This document, after assessing the existing conditions, framework and key stakeholders, outlines the strategy of how to follow the identified priorities, and demonstrates the relationship to the priority areas of the second Economic Development and Poverty Reduction Strategy (EDPRS 2). The annex provides the indicators proposed to monitor development within the coming 5 years for the EDPRS 2 period.

# I Introduction

## 1.1 Context and purpose of the sector strategic plan

### 1.1.1 Context

More than half of the world's population is living in towns and cities. The world is undergoing the largest wave of urban growth in history<sup>1</sup>. Urban growth is mainly concentrated in Africa and Asia, and most of the new growth occurs in smaller towns and cities. Those have fewer resources to respond to the magnitude of the change<sup>2</sup>.

“In principle, cities offer a more favourable setting for the resolution of social and environmental problems than rural areas. Cities generate jobs and income. With good governance, they can deliver education, health care and other services more efficiently than less densely settled areas simply because of their advantages of scale and proximity. Cities also present opportunities for social mobilization and women's empowerment. And the density of urban life can relieve pressure on natural habitats and areas of biodiversity.”<sup>3</sup>

Poverty is growing faster in urban than in rural areas, and **urbanization increasingly concentrates poverty; but it also provides possibilities for escaping it**. Those changes need resources and good management to cope with producing positive rather than negative outcomes of urbanization. **Urbanization is an on-going fact in Rwanda**, which is **a challenge** for a small and densely populated country, as well as for the local authorities who are by law in charge of managing this development. But the careful *management* of this accelerated urbanization is crucial to achieve high quality urbanization that attracts people without having to force them to resettle.

The development of cities in Rwanda is very recent, and the rate of urbanization stands at about 18%. Although, this rate is among the lowest in the world, the annual growth rate of the urban population of 4.5% far exceeds the worldwide average of 1.8%. Almost half of the urban dwellers are concentrated in the City of Kigali, with about one million inhabitants. This monocephalic situation highlights the imbalance between urban centers within Rwanda.

Challenges caused by rapid and unbalanced urbanization combined with scarcity of land are: the proliferation of unplanned urban growth, insufficient and unjustly distributed or inadequate housing and services for many residents, social instability, environmental degradation, and unsustainable, unhealthy cities.

After independence and until 2004, urban planning did not receive much prior attention – a fact which resulted in a rapid rise of unplanned settlements. Low income levels, insufficient operational capacity of local governments, hierarchical top-down approaches, line management structure across ministries, and non-inclusiveness in planning procedures, among other factors, contributed to the expansion of unplanned, health-endangering residential areas in urban centers, bad management of land, and degradation of the environment. The potential of good development management contributing towards socio-economic development was overlooked.

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<sup>1</sup> Retrieved on 4.4.13: <http://www.unfpa.org/pds/urbanization.htm>

<sup>2</sup> *ibid*

<sup>3</sup> *ibid*

Typical urban policies/actions carried out in the early post-independence period between 1962 and 2000, were limited to the construction of housing in umudugudu, housing for state employees in administrative centres, creation of housing cooperatives, provision of real estate loans for the construction of individual houses.

In the 2000's, urban policies shifted to focus on beautification and greening, security, waste removal and prohibition of plastic, road construction and paving, street lighting, drainage channel construction and modern housing development. By the late 2000 decade, urban emphasis was on major downtown commercial development, and in secondary cities the emphasis was on deconstruction and redevelopment of historical properties. However, all of these initiatives benefitted only a small portion of the population (MININFRA, 2008).

In parallel, leadership has recognized the importance of future oriented urban planning in Rwanda, as demonstrated by its commitment to an extensive urban planning portfolio at the national level (NLUDP), for Kigali (much of it internationally award-winning for sustainable urbanism leadership<sup>4</sup>), and across the country (including district plans and special projects such as the new airport, lake fronts, and other special sites). Secondary city and improved national level planning in this sector strategy are part of this leadership initiative.

At a national level, policies are being integrated and the Rwandan Government formulated policies, laws and regulations that form a basis for the management of urban and human settlements.

In order to streamline all actions, the Government of Rwanda created an implementing agency called Rwanda Housing Authority (RHA) in 2010. RHA is mandated to implement the policies related to urban management, planning and construction, and is responsible for the monitoring of development progress.

Other agencies that continue to be crucial partners in urbanization sector include the RNRA (National Land Center and Natural Resources Authority), REMA, the Rwanda Development Board, the Rwanda Development Bank, EWSA, and RTDA. Each one of these agencies has been the culprit of an un-integrated urban project. As noted below, there is much work to do to manage integration and the need for further concerted cooperation is mandatory among these agencies to avoid the real opportunity costs of lack of coordination and competition for resources.

## 1.1.2 Purpose

The Urbanization and Rural Settlement Sector encompasses social, economic and environmental activities. It has relevance to both, urban and rural areas. According to policies of Rwanda, access to a decent housing and favorable living conditions is a fundamental right for all citizens. This is in line with the Habitat–Declaration agreed upon in 1996 in Istanbul, which admits that housing is a fundamental right for every citizen.

The management of ongoing urbanization requires the establishment of procedures and tools for development planning, zoning and urban renewal, with the provision of adequate infrastructure facilities. Planned and well-managed urbanization is an opportunity and driving

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<sup>4</sup> Kigali Conceptual Master Plan: 2008 American Planning Association Daniel Burnham Award for Best Comprehensive Plan; 2010 American Society of Landscape Architecture Award of Excellence, Analysis and Planning Division; several awards from American institute of Architects

Kigali Sub Area Plans: 2011 American Planning Association Pierre L'Enfant Award for Best International Project  
Kigali Master Plan 2013: Singapore Institute of Planning, Best Planning Project

force for development. It is accompanied by the development of the commercial, service and industrial sectors thus contributing to the GDP and enhancing the standard of living.

The sector aims at improving public services, the quality of public infrastructure, as well as contributing to economic development and poverty reduction in the country. Activities in the Urbanization and Human Settlement Sector are aligned with the objectives and development strategies outlined in the Strategic Framework Vision 2020, the EDPRS 2013-2018, the National Urban Housing Policy, the National Human Settlement Policy, the Law Governing Urban Planning and Building and the Decentralization Policy and subsequent laws.

## 1.2 Process

The strategy was developed in several formal and informal discussions, especially between the MININFRA and RHA. There was temporary input through a consultant who was assessing the existing conditions of the sector. An intense strategy development followed during the preparations of action plan, budget and EDPRS2, and the sector strategy was simultaneously kept being updated, and conforms to the other planning discussions. It was developed looking at all levels of governance – National and decentralized, and including all policy documents relevant to the sector including the documents relating to decentralization. Besides the main agency RHA, the predominant stakeholders in discussions and consultations were MINECOFIN, MINALOC, Rural Settlements Task Force, District One Stop Centers, MINIRENA, President’s Office, Prime Minister’s Office and MINAGRI, and City of Kigali.

## 1.3 Definitions of Urban and Rural Areas in Rwanda

The definition of “urban” is not coherent in Rwanda’s legislation framework. The issue is important since the main indicator is to reach 35% of urban population by 2020.

Several definitions of urban area are used, which are not completely compatible with each other. The National Land Use Master Plan states that there are “*at least three approaches to defining an urban area*”, namely in terms of

- the built-up area
- the functional area, which comprises all areas for which public services and facilities are provided
- density (population density or built-up area).

The National Land Use Master Plan defines an urban area as a built-up agglomeration with an area of more than 20 km<sup>2</sup>, and a population of more than 10,000 permanent residents, which results in a population density higher than 500 p/km<sup>2</sup>. In the plan, 33 District Centers Urban Development Areas were demarcated, including the consolidated urban areas and land reserved for future development.

Other legislations use the following definitions for urban, rural or settlement areas: The Ministerial Order 001/07.05 of May 19, 2009 on the implementation of the national programme of regrouped settlement defines settlement as: “a mode of human populating into groups of dwellings. This populating mode is distinguished by the measurement and physical aspect of the inhabited area and especially by the activities of the population. Therefore, there exist two kinds of settlement: rural and urban settlement”.

The Law 20/2011 of 21/06/2011 Governing Human Habitation in Rwanda defines rural as “an area which is mainly characterized by agricultural and livestock activities. It is also characterized by a small number of medium-height buildings within a cluster of dwellings”.

The Law n 24/2012 of 15/06/2012 relating to the planning of land use and development in Rwanda defines urban as “the part of a District designated for urban development activities.”

RHA is revising the urban boundaries delineated by the National Land Use Development Master Plan and has prepared new maps for those districts where the urban area has significantly been enlarged by definition. This had to be completed prior to the elaboration of the Presidential Decree Determining Districts Urban Area Boundaries in Rwanda, and to the conduct of 2012 Rwanda Population & Housing Census” (RHA, 2012). According to P. Somma (2013), “the criteria for the proposed new demarcations are not completely clear. In particular it should be explicitly explained why the urban planning tools that have ignored the prescriptions of the National Land Use Development Master Plan are now considered as a term of reference for the identification of the urban boundaries. The main criterion adopted by RHA is to guarantee that all districts have an urban area of 4.500 hectares, despite there is large consensus on the fact the ‘essence of urban is not size, but the inevitable existence of processes and interactions that demand collective action and planning.’ (USAID report Make cities work, 2001)”.

The distinction suggested by RHA between peri-urban, urban and rural areas follows:

- a village with rural character lying within a proposed District urban boundary is classified as periurban area;
- a village holding important infrastructures/ built-up area lying within a proposed urban boundary is classified as urban area;
- a village outside the proposed urban boundary is classified as rural area.

## 2 Overview of Sector and Sub-sectors

### 2.1 Policy Context

This chapter provides the policy and regulatory context for the Urbanization and Rural Settlement Sector.

#### 2.1.1 Sustainable Development and MDG's

Sustainable development describes a situation where social, economic and environmental concerns are attended to in equilibrium: *“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs,”* As stated in the report of the Brundtland Commission, *“Our Common Future”*. It has been used during several milestones assessing the state of the environment, and has formed international policy including the Millennium Development Goals.

The Millennium Development Goals (MDG's) were agreed upon by all United Nations member states and by a number of international organizations. They define eight development goals, including targets and their indicators. Their impact evaluation and revision is due in 2015.

MDG 7 strives to secure environmental sustainability. Despite the necessary discussion of the targets and indicators, it sets a minimum of aspects to aim for in terms of environment,



public health and sanitation. Besides MDG 7, other MDG's relate to the adequacy of urban planning, living conditions and human settlement: Goal 1, to eradicate extreme poverty and hunger; Goal 2, to achieve universal primary education; Goal 3, to promote gender equality and empower women; Goal 4, to reduce child mortality and Goal 5, to improve maternal health.

### 2.1.2 Vision 2020

Vision 2020 is a national strategic paper with a number of objectives relevant to the sector. Those are to avoid further uncontrolled growth by a coordinated planning, and to provide access to basic infrastructure services, such as shelter, electricity and drainage.

In the 2012 High-Level Leadership Retreat, the Vision 2020 targets were revised. In terms of urbanization, the target for people living in urban areas was raised to 35% from 30% in the original version (in: The Rwanda Focus, March 12th, 2012), because urbanization can be related to economic growth of a country.

This target, however, needs review, or shall include peri-urban areas. To reach an urbanisation rate of 35% by 2020, this would require a growth rate above 15%<sup>5</sup> of all cities and emerging cities, **including Kigali**, if not including peri-urban areas. The actual average growth rate is 4.5%, with Kigali growing at an annual rate of 9%. The biggest contributor to this growth would be Kigali City, which would be counteracting the objectives of EDPRS2, which aims at the removal of some current urbanization pressure on Kigali.

An urban growth rate of above 10% is not desirable, and manageable in no circumstances. Despite the fact that urban growth can be linked to economic development (being a result of it), the growth of population only, without proper plans and management, would have adverse effects resulting in the degradation of livelihood. However, if we assume an accelerated average annual growth rate of 6% (compared to now 4.5%), we will find a percentage of 17.8% of the population to be urban in 2020.

### 2.1.3 EDPRS

The Economic Development and Poverty Reduction Strategy (EDPRS), valid from 2007 to 2011, included few basic points relevant to development planning and urbanization, however, without a comprehensive concept. The overall objective related to the urban sector was to “develop housing, construction and maintenance of public buildings”. The main objectives hereunder were related to the organization and management of the development of human settlements, the facilitation of access to housing for the general population, the provision of working space to all government institutions, and the control and management of government assets.

It was foreseen to plan 10.000 ha of new neighborhoods, half addressing the low income population. Further, five neighborhoods were planned for upgrading with the provision of potable water and electricity, and with road improvements and waste water management.

The undertaken actions included the design of urban master plans under MININFRA, the promotion of concentrated rural settlements (Imidugudu) under MINALOC, the improvement of unplanned residential areas, the improvement of infrastructure conditions such as liquid and solid waste treatment facilities for urban centres, and the improvement of

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<sup>5</sup> The 2012 population census is not yet published and therefore there are no accurate numbers available on urban population, and the conclusions are based on publicly available estimates.

the road network and conditions. As a measure to address the management of government assets and planning, RHA was founded. RHA also provides technical assistance to local governments executing their duties of service provision and local development.

The EDPRS2 now defines the role of the sector comprehensively. It addresses the necessity of coordination and integration with all other sectors. Explicitly intended is that urbanization is looked at holistically from multiple perspectives, rather than from traditional housing and urban planning perspectives only. “Urbanization and Rural Settlement” is being addressed as a standalone sector in EDPRS2, which was not the case in EDPRS1. As one of five priority areas for economic transformation of the country, Rwanda wants to transform its economic geography by managing urbanization and promoting secondary cities such as Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi. The Urbanization and Rural Settlement Sector must collaborate and be in line with key sectors on economic activities in urban areas, on infrastructure issues, on rural development, and on land and environmental sustainability issues.

## 2.1.4 National Policy

### 2.1.4.1 National Urbanization Policy

The revision of the Urbanization Policy is one of the objectives for the coming period.

A draft document from 2006 exists (Politique Nationale d’Urbanisation, Draft June 2006, Ministry of Infrastructure), and had identified the following policy objectives:

- Management and guidance to the urbanization process of the country
- Policy on land supply and development planning at local level, which reacts to the real demand of the population. This was proposed to go together with the establishment and refinement of suitable mechanisms of land management.
- Response to the needs of the entire population in terms of plot supply and neighborhood infrastructure, to prevent the formation of new spontaneous settlements.
- Plot allocation and development affordable by all categories of beneficiaries, including the population with low and very low income.
- Improvement of the living conditions of the population in existing precarious neighborhoods, and restructuring and equipment of those neighborhoods with basic infrastructure, and secure land tenure status.

### 2.1.4.2 National Urban Housing Policy

A National Urban Housing Policy was adopted in 2008. The policy focuses on the need for integrated housing strategies, which are especially directed towards the poor and vulnerable. It also addresses the lack of comprehensive regulatory framework. In addition to the development of new housing sites, among the objectives are the improvement of existing sites, and infrastructure improvements.

### 2.1.4.3 National Human Settlement Policy

The National Human Settlements Policy (2009) addresses increased land scarcity and the need to optimize productive land use. With this background, the rural population is expected to live in organized clustered settlements, and urbanization rate is meant to accelerate. The policy is expected to free up more land for production, promote rational

land use and facilitate cost effective service delivery to the population, such as infrastructure, education, security and agricultural extension, and waste management.

In 2013, a new draft revised National Human Settlement Policy is being presented, which is a revision of the previous version. The document is still in stakeholder consultation and approval process. It identifies a wider range of main challenges in the sector, and the general direction for responding to the challenges, which this sector strategy aligns to.

The Urbanization Policy and the Human Settlement Policy are proposed to be combined to **Urbanisation and Human Settlement Policy** when reviewing.

#### *2.1.4.4 National Construction Industry Policy*

The National Construction Industry Policy (2010) intends to support the significant role that the construction industry plays in the socio-economic growth of the nation. The objectives particularly relevant to the sector are:

- to promote use of appropriate technologies
- to remove restrictive practices on women's participation in the NCI
- to ensure that the NCI supports sustainable national economic and social development.

#### *2.1.4.5 National Agricultural Policy 2004, and Agricultural Transformation Strategy 2005/2008 (revised 2008)*

The National Agricultural Policy focuses on the transformation of the agricultural sector from a predominantly small-holder subsistence-based to a commercial-oriented sector that emphasizes high-value, non-traditional crops and technology-intensive land use. This transformation is pursued through crop intensification and diversification, land consolidation, and optimal utilization of arable land through irrigation and use of fertilizers. With this strategy, migratory movements to urban areas are expected and agricultural land will be dedicated to development and urbanization.

#### *2.1.4.6 Strategic Plan for Climate Change and Low Carbon Development*

The strategic plan for climate change and low carbon development recognizes the need for a mix of energy resources to develop a green economy. It identifies challenges, including the accelerated urbanisation and unplanned urban growth particularly in Kigali. It recommended that the use of land in urban areas must be efficient and based on high-density development principles, appropriate zoning, and public transport systems, and proper waste management including recycling. Building design principles should decrease the need for energy and treated water. To achieve low carbon emission and climate resilience, Rwanda should adopt energy and water efficiency standards into building codes, establish an integrated multi-mode urban transport system, and utilise waste as a high-value resource. According to the strategic plan, it is necessary to implement those planned long-term measures for sustainable urban development.

#### *2.1.4.7 Rwanda Industrial Policy 2010-2020*

The overall aim of Rwanda's industrial policy (2010) is to add value to primary production to boost exports and create jobs for the growing population. The main strategy is to develop the private sector and improving the operational framework for the business sector. The plan envisions Rwanda as a regional hub for processing given its geographical location within the COMESA and EAC markets. The policy presents a roadmap for the upgrading and modernization of the industrial sector, identifies potential sectors and their geographical

distribution, and identifies geographically proximate groups of interconnected companies in similar sectors.

## 2.1.5 Urban Legal and Regulatory Framework

### 2.1.5.1 Law Governing Urban Planning and Building in Rwanda

In 2012, the Law on the Governance of Urban Planning and Building in Rwanda was adopted. It mainly applies to towns and agglomerations with at least 10,000 inhabitants spread over an area of at least 20 km<sup>2</sup>, with residential, administrative and socio-economic land uses, and to economic zones.

Among base provisions for planning and building, it mentions the different planning documents and levels for Rwanda:

- Master plan for land management and urban planning
- Local land development plan
- Specific land development plan.

The procedures, however, for formulation, approval, revision and publication of plans are not determined therein. There is also no differentiation of planning hierarchies (national, regional, local). There is also no clarification on the type of areas which require master planning and land development planning.

The law mentions a number of procedures which are in need of implementing orders / decrees, which are not prepared or adopted yet, and but which are available as a draft or are currently being drafted.

An important one of them with an anticipated positive impact on development management and public participation procedures is the Prime Minister's Order determining procedures for the formulation, approval, revision and publication of the local land development plan (Art. 47).

### 2.1.5.2 Law governing human habitation in Rwanda

In 2011, the law governing human habitation in Rwanda was gazetted. It governs land occupation and construction on lands reserved for human habitation. It makes way for the establishment of group settlement sites on already occupied land, and requires minimum infrastructure provision.

### 2.1.5.3 Law relating to the planning of land use and development in Rwanda

This law was gazette in 2012 and drafted from the side of MINIRENA. It regards land use plans and contains preparation and adoption processes for District land use plans in particular. The law enforces planning authority for the District Council.

### 2.1.5.4 Rwanda Building Control Regulations

In 2009, MININFRA adopted the Rwanda Building Control Regulations. Therein, general procedures related to construction, permitting, and servicing of buildings and inspection are regulated. In terms of construction materials, the regulations are performance based, and allow for future innovation in construction while regulating minimal requirements of built structures.

This code is under revision for some inconsistencies and incomplete clarity, as well as lacking green building standards.

#### *2.1.5.5 Condominium law*

The Condominium law, adopted in 2010, regulates a form of joint ownership in real estate, where portions of the property are commonly owned and other portions are individually owned. The law reflects recent developments supporting urban growth, densification and global trends, and is in line with Rwandan land reform. The law allows for traditional, as well as more contemporary forms of real estate ownership, and contributes to a plurality of possible ownership forms in the country.

It is expected that Rwandan urban housing typologies will increasingly change, moving away from the sole typology of small single-family one-storey houses. However, the latter are yet expected to remain predominant and culturally anchored in the near future.

#### *2.1.5.6 Law governing land in Rwanda (2013)*

This law repeals the land law from 2005 and determines the management of land in Rwanda, including allocation, acquisition, transfer and use.

It contains extended specifications about freehold titles and government assets can now be managed under freehold title. Modifications further concern the removal of land commissions, Security of tenure through leasing – art 5; Right to Freehold for developed land – Art 6; Categories of land - Art 9-16 changed to Individual land / State land (public and private); Land use – according to planning Art 19; Land allocation and leasing – art 16; Land registration – obligatory – Art 20; Land transfer – art 21 and 22; Land Rights and obligations – Art 34-44; Prescription (ubuzime) – art 45-49; Penalties (repossession and requisition) – art 50-63.

#### *2.1.5.7 Requirements and Procedures for Land Lease*

This law was gazetted in 2008 and subsequent to the original Organic Land Law determines the conditions for leasing land, including registration, transactions, termination, and rights and obligations for the lessee. It will require its updating following the amended Organic Land Law from 2006.

#### *2.1.5.8 Procedures to Obtain a Freehold Land Title*

This law was gazetted in 2009 and spells out the procedures of how to obtain a freehold title for a plot based on the existence of a lease contract, a building permit and an occupation permit. It will require its updating following the amended Organic Land Law from 2006.

#### *2.1.5.9 Law establishing the Rwanda Housing Authority (RHA) and determining its responsibilities, organization and functioning.*

This law created the RHA as described in detail in section 2.3.1.4.

### **2.1.6 Physical Plans and Planning Strategies**

Current planning practice diverts from the terminology used for planning tools according to 2012 Law on the Governance of Urban Planning and Building in Rwanda (Master plan for land management and urban planning, Local land development plan, and Specific land development plan). The following types of plans are currently used or under development in Rwanda.

### *2.1.6.1 National Land Use and Development Master Plan*

In 2011, the National Land Use and Development Master Plan was adopted with a validation period of 5 years, and proposed a planning horizon of 10 years. The plan provides general directives for sustainable land use development and presents guiding principles for the future development of the country in regard to socio-economics, infrastructure, environment and land administration.

This National Land Use Master and Development Plan has relevance to all sectors of the country at all levels of governance, as any other planning must be in line with this national Master Plan, and only plans that conform to the national plan will be approved. It requires linkage of any other planning tools thus ensuring that the plan's directives, guidelines and proposed planning standards become properly implemented. Emphasis must be on harmonized District Development Plans (DDP's), Local Urban Development Plans (LUDP's), and Detailed Physical Plans /Area Action Plans (AAP's) for local implementation.

### *2.1.6.2 Kigali Master Plan*

Kigali Master Plan 2013 recently awarded as Best Planning Project by the Singapore Institute of Planners, is composed by a full set of tools developed to incorporate, harmonise and update all the previous plans and translates the broad long-term strategies into detailed land use and zoning plans to guide the City's urban development.

The Plan also provides guidelines, strategies and schematic designs for Transport (Public transport, NMT, new regional and city links), Infrastructure (Water, Sanitation, Sewage, Power, etc), and is supported by a comprehensive implementation strategy, especially developed to guide the City and other stakeholders in the implementation of the proposed priority actions.

The plan is available online through a web portal from which users can access GIS layers along with the final reports.

The Kigali Master Plan 2013 is based on previously completed conceptual (Kigali Conceptual Master Plan) and Kigali Sub Area planning that also contain relevant theoretical and fundamental sustainability principles.

### *2.1.6.3 Local Land Use Development plans*

Local Land Use Development Plans (also called Local Development Plans) are currently under development for all 30 Districts, under the responsibility of MINIRENA. They will provide guidance to the use of land and key strategic development projects in each district.

### *2.1.6.4 Local Urban Development Plans*

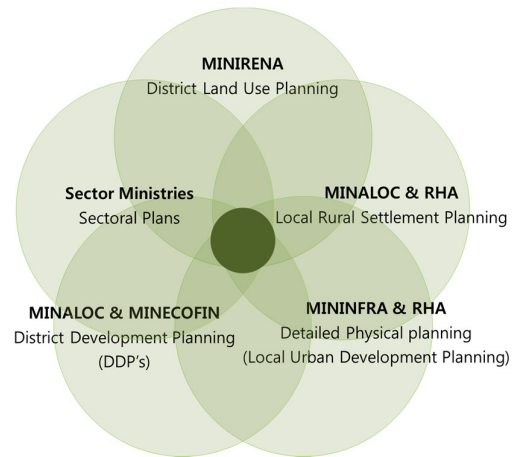
Local Urban Development Plans (LUDP's, also called Masterplans) guide the development of the main urban center or urban priority area in a District. Development management is currently mainly concentrating on those main urban centers, because it is where urbanization pressure in a District is the highest. One planning document exists for each District. The development of LUDP's is contracted by RHA, on behalf of the District authorities.

### *2.1.6.5 Detailed Physical Plans*

Detailed Physical Plans (also called Area Action Plans or Detailed Layout Plans) show details of a chosen site within the area of a Local Urban Development Plan. Commonly, an area of 500 ha is planned. One detailed physical plan is under development for each District. So far,

11 exist and 6 are in the elaboration phase. The development of LUDP's is also contracted by Rwanda Housing Authority on behalf of the District authorities.

Plans for rural settlements are under the same category. They show the intended layout for an Imidugudu. Not many plans have so far been developed for rural settlements, and Umudugudu development was oftentimes undertaken without any physical plans, or without having followed existing plans. Plans for rural settlements, besides the responsibility of the District, temporarily fall under the responsibility of the Rural Settlements Task Force in MINALOC.



**Figure 1. Physical Plans and Planning Strategies**

**2.1.6.6 District Development plans**

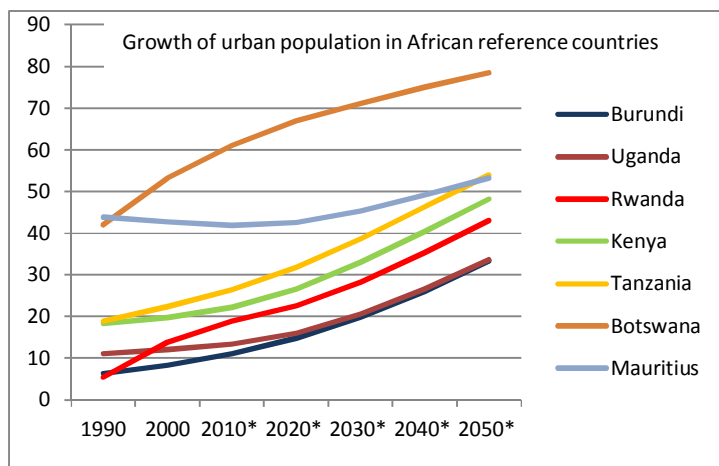
District Development Plans are a tool for economic development planning in the Districts, to be undertaken by each district under the guidance of MINALOC, and with the involvement of MINECOFIN, MINICOM, MINAGRI and all other sectors. They should be in line with the Local Land Use Development plans under MINIRENA, or should ideally be merged, once District authorities are capable to carry out their planning authority. Below summarized in the diagram are types of planning and types of institutions involved in planning. The diagram illustrates the need for review so that development plans would be well harmonized, coordinated, and merged where possible.

**2.2 Sector Status, Achievements and Challenges**

This section provides information regarding the sector, including analysis and evidence from the third household living conditions survey (EICV3) and the fourth Demographic and household living conditions survey (DHS). It further describes the main achievements, and currently faced key challenges.

**2.2.1 Sector Status**

Rwanda has a high population density (406 p/km<sup>2</sup>). The population of Rwanda has grown by more than six times in a period of less than 80 years from 1.60 million in



**Figure 2: Growth of urban population in African reference countries**

1934 to about 11.7 million in 2012 (estimated<sup>6</sup>). The population has grown most in Kigali City, the Northern and Eastern provinces.

Kigali is the major urban center in Rwanda, assimilating most rural-urban migration. It provides about a third of all job opportunities in Rwanda. Kigali consequently faces pressures due to a high concentration of economic activities that draw migrants.

In the past 10 years, Kigali has focused less on these migrants and more on two other aspects of urbanization: a) administrative development which has improved its urban management capacity and b) downtown commercial and mixed use development, which demonstrates capability to incentive urban development; but has been to the detriment of other needs such as housing, basic service provision etc. Kigali needs both the resources and the commitment to a strategy which will balance, and adequately improve its capacity to manage both agendas.

Kigali is adopting a more balanced urban development portfolio, with the goal to include informal settlement upgrading, local infrastructure, and affordable housing. It has achieved considerable improvement to public transport systems, and neighborhood block roads, and is currently working on administrative and management strategies to develop its capacity to oversee housing and infrastructure provision to a broader constituent base.

The national government and the City of Kigali which is challenged by a high housing demand in particular, share the view that housing shall be established by an enabling environment, which attracts investors.

With continued political guidance and reinforcement, the City of Kigali shall embark on the national strategy prioritizing development to more distributed projects and agendas outlined in this Sector Plan and the master plans.

### 2.2.1.1 Data constraints

**Urban data:** The aspect of urbanization has only recently received accelerated attention. Therefore, there is very limited baseline data available which is meaningful to the sector in terms of urban data. The population data from a 2012 census is not yet released by the National Institute of Statistics of Rwanda, but it will contain information organized by urban, semi-urban and rural areas and by District.

Some baselines will have to be surveyed as part of the Monitoring process. The mid-term review of this document shall also update urban baseline data after its release.

**Geo-data:** The Urbanization and Rural Settlement Sector, and the Land and Natural Resources Sector share the overall objective of promoting sustainable land use planning and development. The areas of collaboration require the sharing of any available data on land, human settlement, and immovable property related data/information, including aerial imagery; cadastral data; geological data; land cover and land use data; construction activities data; infrastructure location data; physical development plans; and any other relevant data.

RNRA has developed an extensive set of spatially referenced data while establishing the National Land Use Masterplan, approved by the cabinet on 19.1.2011. RNRA has – in the Land Tenure Regularization (LTR) Project - captured land ownership information and has digitized all approximately 8.5 million **Parcels** of Rwanda. This data is available as a Geodatabases, consolidated in the Land Administration Information System (LAIS). The

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<sup>6</sup> Retrieved on 13.6.13 from [http://www.indexmundi.com/rwanda/demographics\\_profile.html](http://www.indexmundi.com/rwanda/demographics_profile.html)  
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ownership information is available, but not yet linked to the Geo-Datasystem. RNRA acquired high resolution (0.25 m) aerial imagery for the whole country. Even though dating from 2006- 2008, these images are still possibly the best data source for most new planning or mapping projects.

Regarding the specific utilities, there is relatively complete data available on **electricity** supply through GIS data maintained by the Electricity Access Rollout Program (EARP), which is a unit in EWSA. RTDA maintains data on **national roads and class I district roads** and intends the expansion of information. So far, 6,000 km out of 13,000 km of roads have been surveyed. RTDA would also be responsible to maintain information on storm water channels which usually relate to the course of roads. The data on **water** is insufficient, with data mainly existing for Kigali City only, and responsibilities concerning the management of water distribution and planning are unsatisfactory. This especially concerns the planning and construction of rural water supply, which is currently not under the responsibility of EWSA.

More and more projects produce data which is spatially referenced, but not part of an overall coordinated and shared system. Examples are the government asset database currently in the finalization phase, and a revenue generation management system which is an important aspect currently in advancement. The chance to **integrate all similar activities and data into a professionally managed and maintained geodata-system** needs to be used.

**Data sharing:** There is no national data sharing policy specifically for geo-data established yet; however, there is a law on access to information.

### 2.2.1.2 Growth and migratory patterns

There has been a slight proportionate reduction in the rural population coupled with a slight rise in the urban population. The under 5 years of age category has declined as a proportion of the total population, corroborating the evidence from the DHS4 that the birth rate has fallen.

About 19% of the population has migrated within the country in the last five years, which is no significant change compared to the EICV2. The trends across consumption quintiles suggest that the proportion of migrants tends to grow with the level of consumption, with richer individuals moving more often. In the last five years, the proportion of the migrant population opting for the capital city increased from 19 to 27%. Kigali is the main recipient of migrants who state that their main reason for moving was for work (269,000 people). A high level of mobility in search of employment is occurring in general in all districts. The Eastern Province is the main destination for those moving because of land shortages. In Kigali's three districts, in Gicumbi and Rwamagana, the number of arriving work migrants is significantly higher than the number of those leaving for work.

EICV3 shows that the majority of households in Rwanda have relocated, and most of them did so during the last 5 - 10 years. 72% of households state they have lived in a different dwelling prior to moving to the one they currently occupy. This is the case slightly more in urban areas than in rural areas, but in general no consistent patterns can be observed for the different areas or even quintiles. 47% of households that relocated have spent less than five years in their current dwelling, and this high degree of mobility is in part due to the sector's recent activities promoting clustered settlements.

Rwanda is experiencing considerable internal migration, both within and between provinces, and from rural to urban areas. Migration for work reason is accelerating, but it is difficult to assess if and to what extent these movements are stable and how they are conducive to the reduction of poverty and inequalities. Temporary migrants are not particularly surveyed. EICV3 does not provide information about the origin and destination of the migratory movements. Although it is often assumed that most migration is from rural to urban areas, rural-rural, urban-rural and urban-urban migration flows are also important phenomena to take into consideration.

An understanding of the actual patterns in the distribution and concentration of the population is critical in order to reduce the gap between economic planning and spatial planning and in delivering public services and infrastructure to support poverty reduction. The question is not only to provide an estimate on “how urbanized is Rwanda” at the aggregate level, but investigate the actual linkages between the ongoing urbanization, the economic performance of the country and the livelihood of its inhabitants.

Projections predict a continued exponential growth to a size of urban population of about 4.5 million in 2020, from currently about 1.5 million. This required preparedness at all levels of governance, and for the private sector to accommodate this growth.

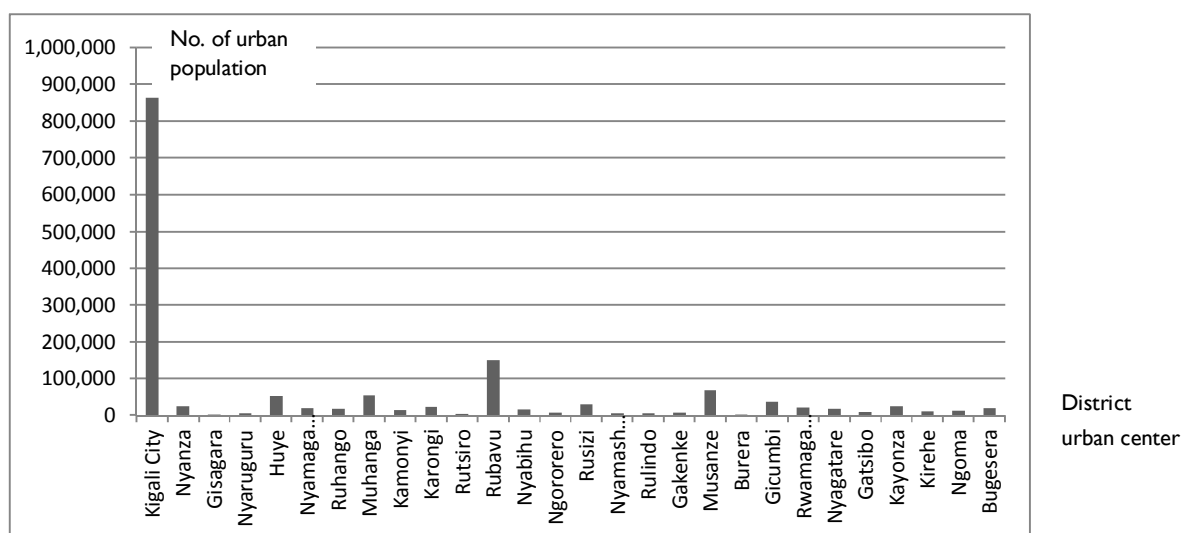
**Table 1. Share of Urban Population in African Reference Countries (%)**

	1990	2000	2010*	2020*	2030*	2040*	2050*
Burundi	6	8	11	15	20	26	33
Uganda	11	12	13	16	21	27	34
Rwanda	5	14	19	23	28	35	43
Kenya	18	20	22	27	33	40	48
Tanzania	19	22	26	32	39	46	54
Botswana	42	53	61	67	71	75	79
Mauritius	44	43	42	43	45	49	53

\* Projections, Source: WUP

### 2.2.1.3 Distribution of Urban Population in Rwanda

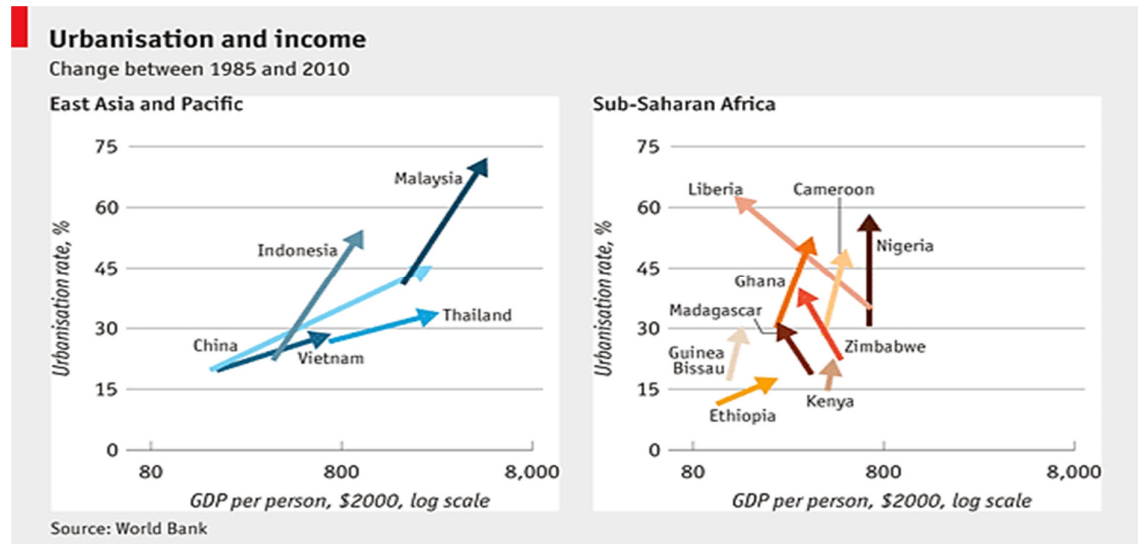
Kigali City host 48% of urban dwellers, and Kigali has a growth rate of 9%, while the average for Rwanda is 4.5%. Illustrated is therewith how crucial Kigali’s contribution to an urbanized Rwanda remains with continued urban population growth, even when looking for de-concentration strategies.



**Figure 3. Urban Population of Each District (Data estimate)**

### 2.2.1.4 Urbanization and GDP

No countries that either achieved high incomes or rapid growth without substantial urbanization, often quite rapid. Economic growth can be related to urbanization. Yet, urbanization and growth do not always go together. In many African countries, an increase in the size of the urban population has not necessarily been associated with growth (World Bank, 2009).



**Figure 4. Urbanization and Income**

According to analysis by P. Somma (2013), urbanization results from migratory movements in response to economic opportunities in urban areas and resulting from the lack of prospects in rural home areas. The mechanism which links economic development and urbanization is the labor market.

Economic development involves a radical shift in the composition of the national output of goods and services, from sectors of relatively low to high productivity. As a result of this change, employment is redistributed between sectors. Since different locations of production sectors redistributes the labor force. According to classical economists, rural inhabitants are drawn to urban areas by high industrial wages and indeed, historically, industrialization has been the engine of urbanization. In this paradigm, urbanization, in its early stage, is the consequence of changes in national output composition away from rural agriculture into urbanized modern manufacturing and service production. The physical concentration of workers appears to be an important initial phase in this process of raising the general level of social productivity; once concentrated in an urban area, the workers and their families themselves contribute to a growing demand of services and produce.

In recent years, some scholars suggested that urbanization may cause economic growth, rather than emerge as a result of the structural changes. The potential role of urbanization as a key engine of African long-term growth has been lately highlighted by international organizations and consulting firms. The World Bank has started a systematic campaign aimed at reshaping the policy debate on the correlation between urbanization and economic growth. This approach and the underlying notion of “urbanization as a national development opportunity” is part of the effort to coordinate “donors” attention in the urban sector and act as a framework for the preparation of subsequent investment projects. Governments are pressed to abandon traditional urban policies, that were mostly focused on attempts to

mitigation the negative effects of rapid urban growth and adopt proactive policies toward urbanization.

What has been detected, however, is rather a coincidence of the two phenomena than a cause-effect relationship. Vietnam's economy, for instance, started accelerating in the last two decades. In parallel, economic growth measured by GDP per capita, was strong over the same period. This coincided with rapid structural transformation from an agriculture-based economy to greater emphasis on industry and export oriented activity. Some economic analysts therefore suggest that urbanization is linked as an indicator of economic transformation and growth in Vietnam.

Although there is limited evidence to support the hypothesis that urbanization in itself is conducive to growth, what is likely is that the urbanization process is occurring at accelerated rate in countries that are undergoing structural economic changes.

Whatever the opinion on the cause-effect relationships between urbanization and economic growth, a consensus exists on the fact that massive redistribution of population and the spatial concentration of people and activities in urban areas generate a set of external effects - positive and negative. On the positive side, urbanization and the resulting concentration of people and activities cause an expansion of the market potential and improve productive yields. Cities serve as transition points between rural, regional, national and international economic activity. They provide markets for rural products and the necessary processing and distribution centers essential for both exported and internally consumed products. Further, cities play an important role in shaping attitudes about the desired quality of life and provide the prism through which world culture and information come to rural areas. In this sense, they can be viewed as secondary multiplier of modernization and innovation.

On the other hand, if not accompanied by a parallel strategy in the transformation of the agricultural sector, there is the risk to initiate a process of filtering from the countryside the most productive, young and skilled workforce and further exacerbate the existing inequality. These interactions between migration, poverty, and changes in income distribution are relevant to policy makers. Migration can improve human capital formation, but rural-urban migration can also contribute to increasing socio-economic gaps between rural and urban areas.

The impact of migration on rural and urban areas is complicated and its assessment requires much richer data than normally available in a census. Information needed includes data on financial and in-kind resources that households invest in migrants moving to urban areas, remittances in cash and in kind, that migrants send from cities to their families and relatives in rural areas, monetary and non-monetary support that migrants provide to other members of the household to enable their migration for studying or working, the level of contribution of those transfers to rural and urban areas.

Apart from the negative impact on the place of origin of migration flows, urbanization can create environmental and social problems in the urban agglomerations that finally become detrimental or even impede development, because the rapid growth generated by urbanization strains the capacity of cities to provide services such as water, energy, education, health care, transportation, sanitation and physical security.

Rapid urbanization does not necessarily produce growth or improved household welfare. In the absence of sound macro-economic policy, sufficient investments in infrastructure, adequate provision of social services and well-functioning institutions, a rapid rural-urban migration can result in sprawling slums and under-employed poor people. High inequality can

inhibit growth, discourage institutional development towards accountable governance and undermine civic and social life.

The sector is aware of the many challenges that a sustainable urbanization strategy has to face, and seeks to address them. Experiences from countries where the impact of migration on both rural and urban areas has been investigated should be taken into consideration. National development plans should move far beyond the need to achieve economic growth and carefully consider more complicated issues of socio-economic development.

### 2.2.1.5 Urban Livelihood

The EICV3 surveys housing characteristics and access to services/facilities housing standards, such as access to electrification, water and improved sanitation, and waste removal services.

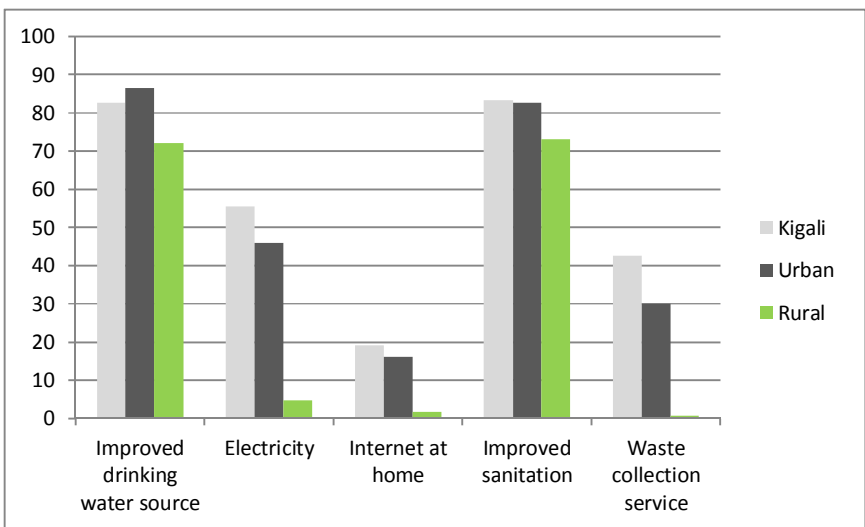
The fourth Demographic and Household Living Conditions Survey DHS4 for comparison, shows that many differences (HIV prevalence and childhood mortality) are determined by socioeconomic condition, and not by the urban-rural divide in itself.

Given the concentration of economic opportunity in urban areas, it is expected that urban households would have much better living standards, levels of nutrition and service provision than rural populations. But the scale and depth of urban poverty in low- and middle income nations hardly suggests that everyone benefits from an urban bias. Their homes and livelihoods are at risk from eviction and higher food prices due to climate change; urbanization trends lead more households to be net food consumers, a fact which has an effect on the urban poor.

### 2.2.1.6 Access to infrastructure services

The EICV3 survey indicates access to different types of infrastructure and looks into access to safe water sources, improved sanitation, waste collection, electricity and internet. One focus of how to improve livelihoods is to provide basic infrastructures to all rural and urban areas. Provision of clean and safe water supply is a high priority as inadequate supply of safe water and sanitation can be linked to water-borne diseases. A governmental priority is also to focus on the development of poles of economic growth countrywide, to enhance socio economic and living conditions.

Currently, access to infrastructure services is lower in rural areas, with some of the services almost absent. The access to infrastructure is usually highest in Kigali. The type of infrastructure which is commonly accessible at a rate of more than 70% is potable water, and improved toilet facilities.



**Figure 5. Access to Infrastructure Services / by households in % (Data retrieved from EICV3)**

### 2.2.1.7 Off farm employment

Off-farm employment opportunities can largely be related to the migratory patterns found.

Compared to their more sedentary counterparts, migrants are younger, have fewer dependents, and live in wealthier households. About 74% of adult migrants are 30 years or under. Half of adult migrants are heads and spouses, a quarter are relatives of the heads of the households they live in; and another quarter is unrelated to the head of the household.

People migrating for other than family reasons are concentrated in the City of Kigali, and are largely working in the service sector, e.g. as maids and cleaners. Others are in the police, military, security workers, cooks and bar workers, street vendors, and construction workers. In the provinces and in Eastern Province especially, the majority of migrants are independent farmers and their families.

Non-farm work has increased in all provinces. Waged jobs predominate in Kigali, while in the rural provinces independent businesses is predominant. Unemployment is overwhelmingly an urban phenomenon. Employment rates are generally higher in rural areas than urban areas, and are lowest of all in Kigali City. The current unemployment rate in Kigali is 13% and 8,8% in all urban areas compared to 1.2% in rural areas.

Between the EICV2 and EICV3 surveys by far the biggest increase in those in the poorest quintile group is among those working in agricultural wage labor; and this is also the quintile group in which the reduction in the proportion of those working in independent agricultural activity is greatest. Households moving into agricultural wage labor appear to be condemned to a situation of severe poverty. The growth in non-agricultural wage activities over this period is greatest in the three lowest quintiles, but clearly these jobs are not allowing households to escape poverty to a significant extent. An important change in three of the rural provinces is the substantial growth in waged agricultural labor. These workers are among the poorest in the country and tend to combine waged farm work with independent farm work. Of the 1.4 million (net) new people working between EICV1 and EICV3, the largest absolute increase in net new jobs are in the agriculture sector (430,000), trade (337,000), and government (127,000). The largest increases are in mining (22% per year), construction (22% per year), and tourism (21% per year). Growth in agriculture is in paid agricultural work, but those working in paid agriculture are amongst the poorest in the country. There might be a relationship between the increase of agricultural wage labor, land consolidation and land dispossession. The impact of the privatization policy on the reduction of poverty is also not clear.

### 2.2.1.8 Land Reform

Rwanda has just undergone a major land reform following the gazetting of the Organic Land Law Determining the Use and Management of Land in Rwanda, in 2005. The law converted the majority of and from state land into privately owned or leased land, a process which was accompanied by a National Land Tenure Regularization program until 2012.

The reform has tremendous impact on urban and settlement development due to a changing land and property market, and not the entire framework is in place yet which would close the legislative gaps.

## 2.2.2 Sector Achievements

The sector has newly been established with the drafting of EDPRS2. However, there were significant achievements made in the areas of urban development, neighborhood development and in the creation of an enabling environment for the management of development during the last 5 years. Also, big achievements can be described in the areas of sustainable and inclusive development. The following section describes major achievements.

### 2.2.2.1 Policy and legal framework

The availability of relevant policy and legal instruments has increased tremendously over the last 5 years. Regulated are planning, building, human settlement, and land related aspects. The reader may refer to the respective Chapter analyzing the legal and regulatory framework in depth.

### 2.2.2.2 Institutional

Probably the most fundamental reform in Rwanda is the RNRA National Land Center's huge land reform/registration project, which has provided for secure tenure, legal land ownership documents, and implemented a country-wide and almost complete land registration in rural and urban areas. This, combined with the new portfolio of land related laws, provided the basis for the land and property market becoming legal and vital.

Building on this, land planning and development management had been devolved to the City of Kigali and the districts, which operationalize planning and land reform by implementing land registration, land allocation, and oversee construction permitting and inspection. Given limited budget lines and capacity, ongoing reforms have sought both external support from donors, but have also used internal innovations, and keep increasing their capacity to handle the responsibility to different degrees.

Much of the Kigali planning is explicitly conscious of the relationship between spatial planning and economic development, as noted below in section 3.1.3, Alignment with EDPRS II). There are many other activities currently underway for other aspects of urbanization, among those:

- Physical integration across the above departments by co-location in the same facility;
- Establishment of the flagship Construction Permit (CP) One Stop Center and district business process reforms;
- Establishment the first Kigali E-governance system, the online CP MIS (integrated with the RNRA National Land Center LAIS and Kigali Master Plan web based GIS; and in the future with E-Payments;
- Provision for extensive M and E capacity with reporting and mapping functions that will link to Capital Improvements Plans, as well as reporting functions linking to municipal tax/financing data sets and strategic development; and
- Property development modeling and municipal financing applications and training.

COK, through integrating its Departments of Planning, Infrastructure, Greening and One Stop Center for Construction Permits, has undertaken a wide array of actions building the institutional and human capacity to manage urbanization integrally. Institutional achievements include the flagship Construction Permit One Stop Center.

The extension to District scale was supported by a World Bank/IFC funded study of Kigali Districts' business processes, with the goal to harmonize and systematize them in preparation for the first Kigali E-governance system: the online CP MIS (funded by IFC/ICF).

The District OSC's were challenged to operate with multiple lines from both the RNRA NLC and the COK CP systems, but this has been made more efficient. The Kigali One Stop Center has evolved to become more efficient while addressing a broader range of functions: it now employs architects and greening experts who review the construction permit applications for aesthetic and functional aspects.

The online CP MIS developed software with both front-end application, and back end management capability. The project included extensive capacity building, customer service training, print and internet based training materials; communications (strategic communications plan, print, radio/TV/internet, a variety of brochures and other communications). It is planned to be integrated with the RNRA National Land Center LAIS, and it is integrated with the Kigali Master Plan web based GIS.

The MIS has systematized and made more transparent the operations of the OSC and includes reporting functions. From its inception in April 2013 through November 2013, Kigali and its districts have approved over 1,000 construction permit (CP) applications within 30 days.

The CP MIS has been designed to link planning and construction with other municipal functions. For example, it can be used to map construction permits to help strategic planning and Infrastructure Department develop Capital Improvements Plans. It also has a reporting function that will produce data on gross floor area developed to feed into municipal tax/financing data sets and strategic development. This is part of an overarching initiative to build city capacity on public/private partnerships and municipal financing. Master Plans

### 2.2.2.3 Urban Master Planning

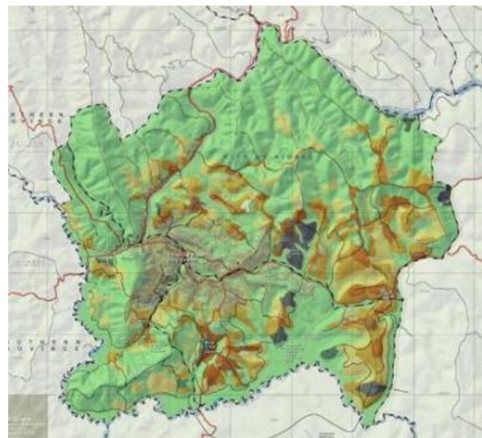
Since about 10 years ago, the importance of urban planning is being recognized. The National Land Use Master Plan and many local physical plans are a proof of this. Each of the 30 Districts prepared a Local Urban Development Plan for its main urban area with the support of RHA and engaged consultants.

The City of Kigali was a significant step to good master planning in Rwanda.

Kigali planning work embodies the urban sustainability principles, and embarks on the path to many of the implementation activities required to bring them to life. In 2005-2007 the Kigali Conceptual Master Plan (KCMP) was done. Highlights of this plans include circular metabolism and life cycle engineering and urban design; terrain based transect planning; planning that protects wetlands, forests and steep slopes; prioritization of compact mixed-use; healthy livable and walkable city principles; and integration of urban planning and economic development.

In addition, conceptual planning was done for Bugesera Airport and district planning in the Kigali metropolitan region.

The Kigali master plans are recognized leading documents in the sphere of urban design in the global south, emphasizing principles of sustainable development and sustainable urbanism. They are internationally recognized examples of Green City principles, including ideas such



**Figure 6: Kigali Conceptual Master Plan 2007**



as “Healthy Cities”, “Liveable Cities”, and integrated circular metabolism that will reduce its carbon footprint, demonstrating how cities in the developing world could potentially leapfrog over northern cities.

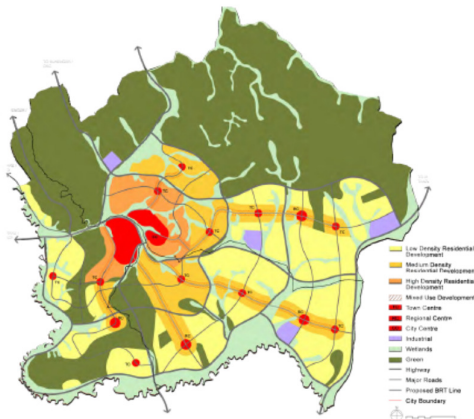
In 2010, the Nyarugenge District Plan, the Central Business District (CBD) Plan, along with the Kinyinya Township Plan, were completed. These plans focused on high-density high-rise urbanization of the Central Business District.

In 2011, Kigali Sub Area Plans for the Kimihurura Urban Center, Kinyinya Town Center, Masaka Sector, and Rebero Conference Center and Neighborhood were completed. They integrate sustainable urbanism, transect and new urbanist design principles, and intensify the connection between urban and economic development through the design of spaces for productivity. (For example, neighborhood blocks and community centers have special places for microenterprise, home based business, production retail and public markets alongside modern commercial buildings. Co-housing models suggest that economic opportunity costs can be reduced by smaller sized dwelling units that rely on community facilities for cooking, childcare, teenage spaces, community washing and celebration space.) They also include work on integrated infrastructure planning of green streets, green infrastructure, green walls and roofs; and won the top American Planning Association Pierre L’Enfant Award for best international project.

In 2012 and 2013, detailed district plans for Gasabo and Kicukiro Districts, along with urban design centers and the Kigali Transportation Master Plan were completed.

Together, these documents form the Kigali Master Plan 2013, which was awarded the Best Planning Project award by the Singapore Institute of Planners.

A new feature is the web based GIS publication that links to the Kigali online Construction Permit MIS, thus building important public access and transparency plus “usability” into the system. This system shall be seen as one important contribution to the anticipated national Geodatabase.



**Figure 7: Kigali Master Plan 2013**

#### 2.2.2.4 Implementation

Through the institutional and planning efforts, as well as strong leadership, Kigali and Rwanda have gained notoriety for their creation of “clean and green” and secure urban landscapes, a new modern urban skyline, E-governance, and protection of environmental assets such as steep slopes and wetlands.

In Kigali, a big portion of resources was used in the development of the commercial central business district, and roads over the last 5 years.



**Figure 8: The Kigali CBD plan shows dense urbanization**

There have also been strategic pilot projects that have managed to demonstrate holistic focus with limited available resources.

One significant and first of its kind low cost housing project in Rwanda was implemented in Batsinda 2008 in the Kigali-Gasabo District. 250 low cost houses were built in a joint effort between Kigali City, RSSB (at the time *Caisse Sociale*) and former Rwanda Housing Bank. The neighborhood concept applied a sustainable green building approach using local construction materials (compressed earth blocks), and renewable energies (biogas, rain water, solar for a pilot house). Plot sizes are reduced to achieve a high density neighborhood responding to the scarcity of land. The residents were provided with loans to buy the houses. The project was preceded by research initiatives and piloting using local materials with the support from the German government, KIST, and EWB.



**Figure 9. The pilot sustainable neighbourhood Batsinda**

A major investment group has signed a letter of agreement to develop 7,000 dwelling units at Kinyinya in Kigali, based on the Kinyinya Town Center Plan completed in 2010. This confirms the value of schematic design as an incentive to development. The investor plans to integrate mining, energy and materials production. Another sustainability arena, Green Infrastructure and drainage, is now a major priority for the GOR and COK.

Several transportation projects have been developed that will support the urbanism agenda, but these will need to be integrated into the urban and rural master plans with strategic focus towards economic and sustainable development. Most notable is the extensive Kigali Public Transport project implemented in 2013 with reorganized bus routes and management.



**Figure 12: Kinyinya Town Center as planned to be developed**

RHA has started the initiative to grade roads to prepare for the development of new residential areas in urban areas of the Districts. This has so far been completed or is ongoing in 15 Districts in total. Kigali City and other Districts have also completed or initiated street addressing implementation projects. MINALOC, through the Rural Settlements Task Force has upgraded one village per Province to become a model village, which provides mixed use opportunities for its population.

#### 2.2.2.5 Green Building

Country-wide, the use of renewable energies and local materials is promoted and implemented. This is the case for private or non-governmental construction initiatives, but also for the Umudugudu improvements headed by the Rural Settlements Task Force in MINALOC.

Rwanda is currently at the stage of drafting a Building Code which includes energy efficient measures for different types of housings and buildings. Big advancements were made in the discussion and application of green building principles and technologies. The technologies are not only an integral part of the government policies and strategic documents. Also the design and implementation of IDP model villages supported by the Rural Settlement Task Force is based on the concepts originally tested in Batsinda and other locations.

With the prompting of Rwandan urban agencies, green construction materials are starting to be developed by both domestic and foreign investors. A number of companies explore establishment of factories and/or production operations in Rwanda that will help achieve the dual goal of economic development through urbanization. For example, Strawtec is building a factory that will utilize straw from farmers' cooperatives compressing it to a construction material. The Swiss NGO SKAT has embarked on an ambitious green materials development project under the guidance of RHA and MININFRA, focusing first on efficient and environmentally sound brick production.

#### 2.2.2.6 Important studies and preparatory works

Starting in 2011, COK and RHA worked together to re-integrate the topic of affordable housing through a series of symposiums, workshops and forums.



A World Bank Qualitative Housing Study (2012) and the EU funded Kigali Housing Market Demand Study (2012) helped better understand the housing market by highlighting the housing demand across all strata.

Additional work by academic and volunteer organizations has produced exemplars of affordable housing and socially sustainable urbanization. Collaborations with KIST architecture and engineering faculty have produced excellent student urban design and architecture projects that have been instrumental in deliberations and awareness for young aspiring urbanists.

The work can be compiled into a training curriculum for rollout at national level.



**Figure 10: University of Arkansas/KIST housing study is an exemplar of urban neighbourhood development linked to economy.**



Since 2011 BRD, RHA and COK are working with Shelter Afrique to develop housing at the Akumunigo Site. Approximately 3,000 units are planned to be developed there and the project has gone through several iterations of design, highlighting the challenges that are faced with affordability.

**Figure 11: Multifamily housing study, Peter Rich Associates.**

## 2.2.3 Sector Challenges

### 2.2.3.1 Housing demand

The continuously growing demand for housing in urban areas, the slow and expensive formal housing supply, and the predominantly informal development of housing, have become a major challenge in Rwandan urbanization.

Low income residents access housing in unplanned areas, which on one hand causes perimeters of sub-urbanized zones with low densities around 70 people/ha, and on the other hand informal neighborhoods in central locations with higher housing densities of 250-300 people/ha. Unplanned development with inadequate infrastructure facilities and services has led to spatial segregation.

The housing demand has not been studied yet country-wide, but a major housing market demand study for the City of Kigali was completed in 2012.

With the study, the demand at every strata became clearly articulated and categorized according to income/ability to pay and framed in a demand/typology/finance matrix. The highest demand is clearly for housing which is affordable for an income group earning less

than 200,000 RWF monthly. This group forms about 54% of Kigali’s population and is not able to access housing mortgage, nor the type of formal housing currently in the market.

The annual housing requirement for Kigali only is estimated at 30,000 units. By demographic growth rate, the annual need for the rest of the urban centres is estimated at 15,000 units. 10 years ago, the public and formal private sectors contributed only 10% in terms of development of plots, restricted to the middle and high incomes categories.

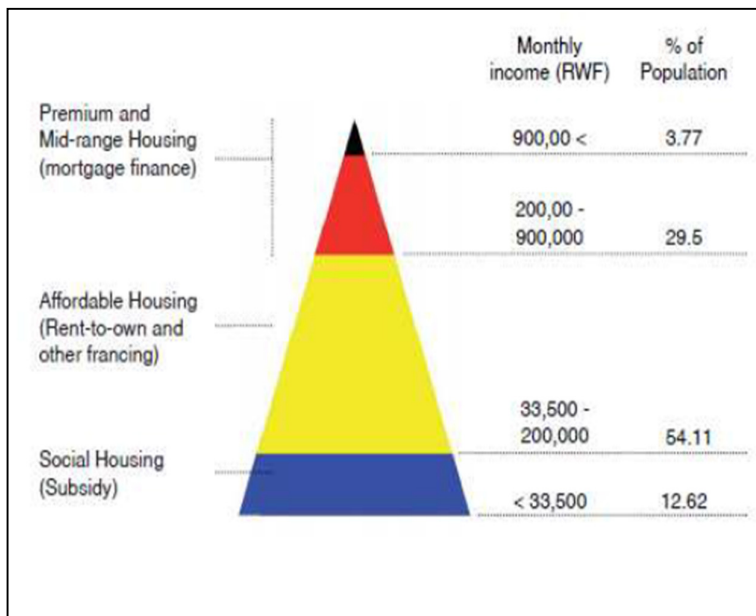
The study did not only analyze the demand across all population strata, but also finance and financing options. It further considered typologies and staging of housing construction and presented relevant global best practices in high density row, clustered, multi family, medium rise, incremental and modular typologies.

Although some successful attempts of housing development have been made in the most recent years, they have barely made reduced the demand, and the formal supply does not address the lower strata.

The reasons for this situation are multiple and complex as detailed in the Kigali Housing Demand Market Study. Prior to this study (and they key reason why it was undertaken, was that the scope of the demand was not understood by government or private sector. What became clear was that housing construction in Kigali was primarily villas and informal settlements (some of them

being middle standing but still subserviced). The study was a significant political step in that it was seriously received by government leaders, and this sector plan is a function of that political will.

The primary underlying reasons for housing undersupply include lack of funds combined with high interest rates, and even more importantly to a lack of a developed institutional infrastructure and enabling environment with which to address this problem.



**Figure 15. The Housing Demand of Kigali, (Planet Consortium, 2012)**

Major elements that need to be developed, are the coordination of efforts, capacity development in property development principles for government partner agencies, provision of additional investor stimulation and finance incentives, strategic land and infrastructure budgeting and planning, construction industry and materials development, and PPP strategies.

A few additional points should be stressed. As shown in the World Bank Kigali Housing Study (2012), there is a significant supply gap in the middle and upper middle income strata and people in these strata are occupying housing that is much cheaper than what they can afford. Supply at this level will free up housing for lower incomes. For this reason, pacing and sequencing of housing development is important, because as long as there are serviced

housing areas, and subserviced housing areas coexisting, any low cost housing development targeting the poor will end up being bought out by the mid and high income groups.

There are several options to solve this problem – firstly, to focus on provision of urban services to all standings at the same time. The second logical but unconventional consequence would be to strongly limit the urban services in new low income housing areas, as long as the transition period extends, while all areas need to receive public infrastructure servicing. Thirdly, would be to require mixed standings in housing projects with contractual prerequisites for rent to own and other purchase schemes. Social, subsidized housing will also require qualifications and political will. This type of housing should not be segregated but should be integrated by mandate with other developments.

A final issue is the cultural dynamic of housing in Rwanda. People all over the world aspire to bigger homes than they can afford. This dynamic is true in Rwanda, where people want to live in single family detached homes, and marriage is closely associated with single family house acquisition. But in a very dense country, with for example in in Kigali 50% of the land being undevelopable wetland or steep slope, higher density housing is mandatory. This will require a cultural shift to a higher density typology of urbanisation. Changing people’s mindsets about what a house is, and delinking it from their personal identity is not a very pleasant cultural vision. Among the youth and young professionals and academia, however, this shift in lifestyle seems already be taking place. It may be advantageous to engage young opinion leaders and professionals to lead the way into new forms of housing, to help citizens see the logic of this housing alternative.



**Figure 16: Rwandans will need to adapt to higher density housing, which will be a cultural shift. Strategies to accomplish this change must be considered.**

#### *2.2.3.2 Planning system*

Aside from developing clear and practical plans, there are many aspects of planning that need attention, but three key issues are highlighted.

As addressed earlier, there is need for review so that development plans would be well harmonized, coordinated, and merged where possible. Completion of the decentralization strategy, which is in an advanced phase but not yet completed will set the stage for this goal.

Integrated planning is a second key issue. share information with stakeholders. This involves sharing information, IT systems for public service delivery and decision making, collaboration of planning, implementing and financial and budgeting departments in a local government, maximizing interaction through co-location.

Generally, there is still a low level of clear ownership taken by planning authorities, a limitation of tools and capacities available, and an insufficient number of clear procedures defined. The planning system currently lacks formal mechanisms for coordinated planning

involving the different sectors (land use, health, education, water, sanitation, electricity supply, etc) which are responsible for infrastructure and utilities. This has an effect on how infrastructure and utilities are being implemented, not only relative to existing master plans. The lack of coordinated planning complicates project implementation, multiplies efforts without bundling them, and consequently causes a waste of financial resources. Besides the problem of lacking coordination mechanisms, there is a major further constraint, which is the lack of information, user friendly and practical GIS application available to all planning and implementing authorities, and specifically lacking information about the location of existing infrastructures and utilities, and actual needs for example.

A third key challenge is sequencing of interventions. While this can be partly solved with technical advice, it quickly becomes a challenge, seeing the need for broader participation in decision-making. Around the world, strong civic engagement on urban priorities and budgeting has been demonstrated to leverage and energize ownership for development. In order to prepare citizens for participatory planning and perhaps parts of budgeting, there should be basic education on urbanization, which could be structured into existing excellent civic engagement structures already in place with umuganda.

In addition, there should be public education on the need for underlying “enabling environment” systems that are required for urbanization. The enabling environment behind physical projects must be established, and the public should be trained to understand the importance of the “invisible” activities that are required to build institutions.

Urbanization priorities should be developed from a joint engagement between government, public and other stakeholders, publicly communicating the invisible activities due to the nature of the sector. Concrete demonstrations, clear and engaging communications materials and other innovative formats should be used and the resulting expansion of ownership will stimulate collective energizing of the development agenda.

#### 2.2.3.3. Data

Data today exists in many formats, on many computers and in various states of completion (versions). Finding, assessing and maybe even harmonizing such often diverging data is a time consuming task, but task which is **absolutely necessary** if future planning is to be done on reliable data.

To our knowledge, there is no **national data sharing policy** established yet, in absence of such a policy or even law, the parties sharing data must agree amongst each another on the terms, conditions and maybe even costs under which they are willing to share the data.

#### 2.2.3.3 Regulatory framework

The regulatory framework is still incomplete due to the recent start of drafting the components. There are also inconsistencies in existing legal documents.

#### 2.2.3.4 Public infrastructure servicing

An aspect of sustainable urbanisation is the access to basic infrastructure, and improvement of access to services such as health services. This does not only require the comprehension of the relationship between healthy cities, public health, and economic development, but also well managed coordination of the different planning and implementing sectors and institutions.

The role of sanitation in promoting health and by extension, economic and social development has to be understood more widely, including the impact of costs of sickness

and missed work/school days on economic development. Finally, the role of mobility in creating healthy cities is another aspect of sustainable urbanisation.

### 2.2.3.5 Decentralization

Connected to a non-optimal planning system with overlapping responsibilities and non-optimal legal and regulatory framework, is the need for advancement of enabling the local level to take over and administer the planning tasks, and development management.

### 2.2.3.6 Concentrated urban growth

Kigali is the major urban center in Rwanda, assimilating most rural-urban migration. It provides about a third of all job opportunities in Rwanda and consequently faces pressures due to a high concentration of economic activities, while it cannot provide sufficient housing and basic infrastructure.

### 2.2.3.7 Summarized challenges and identified priorities

<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Insufficient coordination of planning and development management, and regulatory framework</li> <li>• Insufficient economic activities in urban and urbanizing centers outside of Kigali</li> <li>• High housing demand with highest need among low income groups</li> <li>• Constraints in the elaboration and implementation of local development plans and detailed layout plans</li> <li>• Insufficient and or in efficient monitoring and evaluation of development at all levels of governance</li> <li>• Limited institutional and staff capacity</li> <li>• Little attention given to green building and innovation in construction industry</li> <li>• Lack of scientific research in the sector or missing assessment of best practices and lessons learned around the world</li> <li>• High demand on RHA's capacity in the administration and management of government projects and assets</li> </ul>
<b>Identified Priorities</b>
<ul style="list-style-type: none"> <li>• Integrated planning and development management</li> <li>• Completion of policy and regulatory base documents</li> <li>• Full operationalization of District Technical One Stop Centers</li> <li>• Develop secondary cities as poles of growth and pilot green cities</li> <li>• Establish financing and supply options for affordable housing</li> <li>• Establish local revenue generation system to help achieve local development plan implementation</li> <li>• Pursue green economy approach to economic transformation</li> <li>• Trigger variety in the construction industry in line with environmental and natural resource priorities</li> <li>• Establish efficient monitoring and evaluation at all levels of development management</li> <li>• Enhance staff capacity at all government levels</li> <li>• Efficiently administer and manage government projects/ assets</li> </ul>

## 2.3 Institutional Overview of the Sector

This section presents the stakeholder analysis of the sector.



### 2.3.1 Decentralisation and Urban Institutional Framework

The country is composed of two layers of government - central and local. There are six administrative entities - the Central Government, the Province (Intara), the District (Akarere), the Sector (Umurenge), the Cell (Akagari), and the Village (Umudugudu).

The Central Government agencies' roles and responsibilities are mainly policy formulation, regulation and, support to Local Governments through capacity building, financing, and monitoring and evaluation. Local Governments are mainly in charge of implementation of government policies and service delivery, and provide an avenue for citizen voice and accountability.

The Province is by law responsible for coordinating district development planning, in line with national policies and programs. It is also concerned with supervising implementation of the national policy in its Districts, coordinating governance issues in the Province, and carrying out monitoring and evaluation.

The *Local Administration Reform Policy*, adopted in 2005 has the objectives to:

- Promote and enhance effectiveness in service delivery with adequate human, material and financial capacity, and to improve collection of data and information at sector level
- Streamline and strengthen the coordination of public services and local economic development at district level by availing more technically competent personnel and financial resources to the district, and thus ensuring sustainable and decentralized fiscal regimes
- Strengthen the coordination of development activities
- Establish coherent monitoring and evaluation systems, and institutionalize accountability tools and systems.

There are three phases of decentralization. The *Rwanda Decentralization Strategic Framework* published in 2007 spells out that in the current and third implementation phase of decentralization (2011-2015) "multi-sectoral decentralization at local level will be reinforced, and mechanisms for partnerships between public sector and non-state organizations will be operational". The overall goal is effective and efficient government responsive to people's needs and preferences. The *Five-year Decentralization Implementation Programme (DIP)* considers as key for further development:

- Institutional strengthening and development
- Sectoral decentralization
- Fiscal and financial decentralization
- Local economic development
- Citizen participation and accountability mechanisms
- Capacity building.

A specific strategy relevant to the Urbanization and Rural Settlement Sector aims to increase local revenue generation and broadening of local revenue base through local economic growth. The government aims at increasing Local Governments collection of own taxes and fees, and to diversify their sources of revenue. The fiscal decentralization strategy further proposes to strengthen planning and management capacity at the Local Governments level, and a participatory approach to planning. The strategy also suggests developing a clear planning and budgeting cycle for Local Governments and appropriate tools. It demands the strengthening of local capacity in planning, financial management, and financial control at all

levels, and the integration of the sectoral decentralization policy in planning and management processes at the local level.

The strategy goes along with the identified necessity to link local economic planning and local physical planning in the same local development planning procedure.

#### *2.3.1.1 Fiscal and financial decentralization*

The Revised *Fiscal and Financial Decentralization Policy (2011)* identifies conditions which need reform. Those are related to financial constraints at local level, and to service delivery operations:

- Low resources available to local governments
- Narrow tax base at Local Government level, and tax revenues are collected from fixed rates and fees imposed on small-scale economic activities
- Investments at the Local Government level involve social investment, such as ambulance vehicle purchases, construction and renovation of offices, schools, health centers, etc. According to the policy paper, “the Local Governments do not have development budgets but rely on sector ministries transfers that fail to incorporate local development strategies that could result in the creation of private sector employment and the broadening of the taxable base at the local level.”
- The devolved responsibility for service delivery has not yet been fully matched with a transfer of funds
- The standards of financial management systems at the Local Government level require further improvements
- Public access to information can be enhanced further
- The coordination between sectoral ministries and the Local Governments needs to be strengthened for more efficiency of service delivery
- Central Government resources allocated to Local Governments do not reach Sector administrations
- There are gaps in Human resource capacity at all levels of Local Government.

#### *2.3.1.2 Law n° 10/2006 of 03/03/2006 determining the structure, organisation, and the functioning of the City of Kigali*

The City of Kigali operates as a decentralized administrative entity under MINALOC, as the primary city and pinnacle of the urbanization hierarchy.

#### *2.3.1.3 Ministerial Order N° 004/07.01 of 18/09/2006 Establishing laws governing the functioning of District and City of Kigali Council*

The law establishes responsibilities and procedures for the Council of the City, its committees.

#### *2.3.1.4 Law determining the organisation and functioning of the District*

According to the Law Determining the Organisation and Functioning of the District, the **District Council** is responsible for urban management tasks, particularly:

- Development
- Construction and
- Organization of places meant for towns and trading centers.

In collaboration with other concerned organizational structures, it is responsible for taking decisions and issuing instructions related to

Determination of the location of towns and trading centers

- Infrastructure distribution for development
- Protection of the environment
- Public transportation and goods carriage in the District, as well as the set up of vehicle parks and stops
- Maintenance of roads, bridges and water systems
- Waste management in towns and trading centres
- Water treatment
- Sign posts, road naming, street lighting.

The **Executive Committee** of the District is especially responsible for:

- Coordinating the elaboration of the District strategic plan and its submission
- Implementing the budget of the District
- promoting trade activities, development of micro-enterprises and small-scale industry, development in agriculture, livestock and forestry; and tourism
- Protecting the environment in the District
- Promoting land use, organizing and allotting plots in the District; and supervising the registrar of land property
- Maintaining and rehabilitating the road system in the District.

The **District Mayor** has the specific function to:

- Allocate land plots and grant land titles
- Grant building authorization, modification and destruction of houses in urban and trading centers, and monitoring the construction
- Assess buildings and activities relating to trade which may degrade the environment, health of the population and development activities before their implementation.

The **Vice-Mayor** in charge of Finance and Economic Development is responsible for:

- Disseminating of the national economic policy
- Coordinating and managing the activities of the economic development commission;
- Monitoring the implementation of the decisions of the District Council in the domains of finance, economic development
- Monitoring the receipt of taxes and duties and elaboration of strategies aimed widening and diversifying the tax base
- Formulation of strategies and policies to maintain infrastructure;
- Coordinating activities for preparation of budget
- Monitoring the recovery of debts
- Making inventory and valorization of immovable assets
- Monitoring issues of habitat
- Receiving and settling issues relating to economic development
- Sensitizing the population on legislation relating to economy, finance and development.

The **Vice-Mayor** in charge of Social Affairs is responsible for:

- directing social affairs promotion activities, health activities, gender and family issues, promoting culture, sports and leisure activities;
- following up and supervising activities aimed at promoting nursery, primary, secondary and vocational education;

- following up the implementation of the decisions of District Council with regard to social affairs;
- caring for the needy and establishing programs aimed at helping them; putting in place ways and to following up the adult literacy to the population; following up the activities, the functioning of National Women Council levels and advise them;
- carrying out any other duties assigned to him or her by the District Council in accordance with his or her duties.
- sensitizing the population on children's' rights, prevent and fight against polygamy;
- preparing the action plan and preparing a report related to his or her responsibilities;
- coordinating activities of non-governmental organization related to social affairs;
- sensitizing the population on prevention of AIDS, epidemic diseases and drugs;
- examining and monitoring hygienic programmes; monitoring the implementation of the decisions of the District Council in women and youth development;
- maintaining Genocide memorial sites and cemeteries and protecting them;
- receiving and solving petitions of the population related to social affairs; and
- carrying out any other duties that may be assigned by the District Council.

### 2.3.1.5 One stop centers

In 2010, the Kigali One Stop Center was established by Cabinet Resolution held on 14 April, 2010. It has been further established by its own and other Rwandan districts in 2012.

A Draft *Prime Minister's Order Establishing District and Kigali City One Stop Center* has been submitted for review and transmission, and is expected to be adopted in 2013.

According to the draft law, the District One Stop Centers comprises:

- The Coordination
- Construction Permit Assessment and Approval
- The Housing Bureau
- The Land Bureau
- The Infrastructures Bureau
- Inspection.

To this effect, all local development management and service delivery tasks, including planning, land allocation, and issuance of construction permits, are to be handled by the District One Stop Centers.

While some of the District One Stop Centers are not yet fully operational, the Kigali One Stop Center already offers a variety of construction related services, including pre-application construction and planning consultations, trainings and advice in conjunction with the Kigali Department of Planning and Department of Infrastructure, and it supervises and monitors the management of construction permit approvals in its three districts.

### 2.3.1.6 Rwanda Housing Authority

Under the institutional reform by the Government, different agencies were created as implementing institutions under the Ministry of Infrastructure. While the Ministry is in charge of policy formulation and strategic planning, support to local development activities are through the agencies meant to operate closer to local level.

In this context, RHA was established in November 2010 with the aim of restructuring and organizing urban development and the construction industries. The overall mission is "to

implement the national housing and construction policy through coordination, conception, development, monitoring and evaluation of actions and programs set out in its mission”.

The *Law no 40/2010 of 25/11/2010 establishing the Rwanda Housing Authority* determines its responsibilities, organization and functioning. The agency has three technical divisions, which are responsible for Housing, Planning & Development, Construction & Legislation, and Government Assets.

The following particular tasks are under RHA’s responsibility:

- To serve as overall project manager on behalf of the State for all projects related to housing and construction
- To advise the Government on the formulation of the policy on housing, urban development and construction
- To conduct regular and thorough assessment of the status of urban areas and construction in Rwanda and survey requirements for additional housing
- To promote and facilitate the provision of urban housing in Rwanda
- To advise the Minister in charge of urban housing and construction on the formulation of systems and procedures for the development of construction in Rwanda in accordance with the law
- To enforce compliance with the law on environmental protection aiming at developing urban housing and construction
- To obtain, maintain, operate, update and disseminate scientific, socio-economic, and environmental data pertaining to urban construction
- To maintain and update a database of all public fixed and movable assets
- To advise Government on all mechanisms that may be used to improve urban spontaneous settlements
- To advise Government on recommended standards for urban construction
- To provide advice on all aspects of urban building including suitability, cost, use of local materials, construction procedures adapted to earth structures
- To develop programs and make proposals for the development of urban housing and implement such programs as approved by the Minister in charge of housing
- To update the relevant Minister on the status of construction in rural and urban areas and provide advice on appropriate improvements
- To contribute in the establishment and promotion of grouped settlement
- To promote the program for the provision of housing to individuals or assist them in building their own homes
- To collaborate with banking and financial institutions to help Rwandans to build their own homes
- To design and supervise the construction of all public buildings
- To develop a maintenance programme for public buildings and ensure its implementation
- To prepare the budget for the construction and maintenance of public buildings;
- To advise Government on the identification and sale of movable and immovable assets and monitor the implementation of procedures relating thereto
- To promote the overall development of the housing sector while targeting all stakeholders
- To advise Government on the establishment of legal provisions applicable to construction and housing

- To establish relationships and cooperation with other regional and international agencies with similar responsibilities
- To advise Government on all other activities which can fast track housing and construction development.

The mandate of RHA is large. RHA is on one hand responsible to administer and manage government assets - a responsibility of national importance. This task requires contract management and supervision of construction – all being roles of a representative of a landlord / developer.

Simultaneously, RHA is also responsible to support (local) planning and development management tasks and procedures, the responsibility of which is at District level. In this mandate, the role of RHA is a mediator and trainer, until decentralization is completed. In this interim period RHA is contracting planning consultants on behalf of local governments to prepare local plans for each district.

RHA is also responsible for the administration of non-fixed assets. This is a challenge in terms of management capacity and focus for an agency which is mainly concerned with urban planning and housing.

### 2.3.1.7 Other Ministries and agencies

This part aims at presenting the main actors working in the Urbanization and Human Settlement sector in closely cooperation with the **Ministry of Infrastructure (MININFRA)** and the Rwanda Housing Authority. The Ministry of Infrastructure is responsible for the overall coordination of all sector stakeholders. In view of the fact that habitat and urban development infrastructure supply is an essential element for the socio-economic development and the wellbeing of the population, the Ministry is closely cooperating with other Ministries, Government Institutions and Development Partners.

The implementing agencies belonging to MININFRA, and other from **RHA**, play a vital role in supporting the implementation of development strategies of mainly national importance. Those are Office National de Transport et Commun (**ONATRACOM**), Road Maintenance Fund (**RMF**), Rwanda Transport Development Agency (**RTDA**), Rwanda Civil Aviation Authority (**RCAA**), Rwanda Air and Energy, Water and Sanitation Authority (**EWSA**). EWSA addresses issues relating to Municipal Solid Waste, Energy, Water Supply in Urban areas and in urban extension zone in coordination with MINIRENA.

Largely due to the currently incomplete decentralization, the responsibilities for urban, rural, economic and sectoral planning are scattered in different Ministries. Currently with insufficient capacity at District level for planning and development management which is however, under the authority of Districts, the responsibilities are shared as follows:

- Urban planning - MININFRA / RHA/ COK for itself and its districts
- Rural planning – MINALOC / RSTF
- Land use planning – MINIRENA / RNRA / COK for itself and its districts
- Economic development planning – MINECOFIN, MINECOM, MINALOC, MINAGRI, COK, all sectors.

Despite of the advantage of sharing responsibilities, the splitting of planning responsibilities turns well-coordinated and comprehensive planning into a challenge.

The **Ministry of Local Government (MINALOC)** is interacting with the urbanization and human settlement sector through Districts and the City of Kigali for the implementation

of urban master plans and “imidugudu” policy for sustainable land use management and access to the basic infrastructures. The Ministry of Local Government cooperates with habitat and urbanism sub-sector for the construction and rehabilitation of public buildings at a decentralized level. MINALOC also gives support to vulnerable households without shelter through distribution of building materials and community works. This Ministry supports the sector to collect data available on the “imidugudu” built in rural area, and to identify housing needs.

The **Rural Settlements Task Force** is a group in MINALOC particularly inking to the rural communities and supporting the “imidugudu” development. While RHA is responsible for planning, the Task Force is facilitating implementation.

The **Ministry of Environment and Natural Resources (MINIRENA)** is responsible for the Land use management and for assuring the sustainable land use and for the conservation of the natural environment. MININFRA remains responsible for habitat and urban infrastructure planning. The MINIRENA is also involved in exploitation for available local construction materials.

**Rwanda Environmental Management Authority (REMA)** is implementing agency of MINIRENA and is consulted in all concerns regarding environmental impacts of town planning and building projects. It posts a technician in the COK OSC to coordinate with the construction permit administration.

**Rwanda Natural Resources Authority (RNRA)** is the second implementing agency of MINIRENA and is responsible for land administration and management. It maintains a country-wide cadastre for the support of the District Land Centers. It collaborates on flood planning and integrated water resource management aspects of urbanization planning and regulations.

The **Ministry of Education (MINEDUC)** is involved in the planning of public infrastructure (schools) and to elaborate the training curricula on habitat and human settlement issues.

The **Ministry of Health** supports MININFRA in the construction of health centres and hospitals, and to supply all installed technical equipment.

The **Rwanda Utilities Regulatory Agency (RURA)** is responsible for the issuing of licences to independent developers, and for setting of a cost reflective and stable building materials tariff. It is responsible to allow fair competition for the protection of both consumers and operators. It facilitates private sector involvement in the Rwandan habitat and urbanism sub sector.

**Rwanda Development Board (RDB)** collaborates with the Ministry of Infrastructure in attracting private investment in public infrastructure specifically in town planning and buildings.

### *2.3.1.8 Development partners*

There are development partners supporting the urban sector to implement its policy and strategic plan through technical assistance and capacity building, transaction advice for habitat and urbanism projects, the financing of necessary studies and direct investment in town planning, buildings and “imidugudu” promotion projects. The UNDP, UN-Habitat, World Bank, GGGI, and the European Union are the lead donors in the urbanization and human settlement sector.

### *2.3.1.9 Civil Society and Non-governmental partners*

Civil Society Institutions or Non-Governmental Organizations are involved in supporting the housing promotion for vulnerable groups who do not have access to shelter in rural areas.

### *2.3.1.10 Private sector*

The private sector is an important actor in the urbanization and human settlement sector through import and sale of construction materials, and in the production of local buildings materials. The private sector is also involved in constructing and rehabilitating different categories of public and private buildings.

### *2.3.1.11 National urban forum*

The National Urban Forum established on recommendation of the National Seminar on the poverty reduction and the good governance facing the challenges of the sustainable urbanization and housing in Rwanda (18 October 19, 2007) gathers all the partners of the urban development in Rwanda. It is a space of dialogue between various partners of the urban sector in Rwanda in order to stimulate synergies for the harmonious management of the urbanization and of sustainable development of the country.



# 3 The Strategic Framework

## 3.1 Mission and Objectives

### 3.1.1 Mission of the Sector

The mission statement of the sector in coherence with the long term socio-economic development of the country reads:

**Rwanda's human settlements and urbanization are sustainably managed and promoted, supporting economic development and benefiting all strata of population.**

### 3.1.2 Overall Objectives of the Sector

The following two high level objectives are pursued by the sector:

1. To develop the basis for good urban and rural settlement management cross-cutting all development sectors and following clear guidelines and procedures at all levels of governance.
2. To create a hierarchical network of urban and urbanizing centres providing services and attracting economic activities countrywide, and to support the development of secondary cities, districts, towns and villages, as well as the capital, Kigali.

#### 3.1.2.1 Integrated planning and development management

Only a functional planning system, fully and uniformly operative at the local government level, with clearly defined roles for stakeholder and public participation and a strong monitoring component, will ensure a well-managed urbanization process and a positive economic and social development.

A more efficient and effective planning system, which is based on a clear regulatory framework and agreed principles, will help avoid negative consequences such as disorganized, random and unplanned settlement activities, environmental degradation, low economic development and consequent unacceptable social and public health conditions. Planning principles of how to determine scale, location and site requirements of various land uses and facilities in urban and rural areas are essential. The guidelines will facilitate the allocation of scarce land and financial resources.

The first step in addressing the challenges associated with urbanisation will be an in-depth review of the development planning system.

The objective of this review will be to ensure that development planning across sectors is well coordinated at the district level with a special emphasis on the spatial implications of Local Development Plans (LDP's); that there is greater harmonisation between plans at different levels of spatial aggregation; that clear processes are defined to guide public participation; that budget planning for urban projects is strengthened; and that monitoring systems to track progress and plan-compliant implementation are operational.

The City of Kigali which has already progressed in its urban development planning and implementation will not only be subject to its own institutional analysis, but its experiences can serve while developing the models to the planning of secondary cities.

A key element of implementation planning should be integrated capital improvement plans and neighborhood planning that will define catalyst infrastructure projects at the local level. They will be continuously be elaborated and reviewed by districts with interim technical support from RHA. This will also require the harmonisation of District Development Plans, District Land Use Plans and Local Urban Development Plans with the National Land Use Master Plan.

As a technical precondition for more efficient and integrated development management, the establishment of a **National Geo-Database** should be aimed at. Being key to all planning and therefore development, data (statistical and spatial/ geographical) shall be considered to be an integral part of the national infrastructure, which - as any other part of the infrastructure (roads, power lines,...)-needs to be accessible, usable and must be well maintained. The management of the national GIS should be a dedicated activity by solid GIS professionals, not subject to management by specialists in other areas as a secondary part of their job.

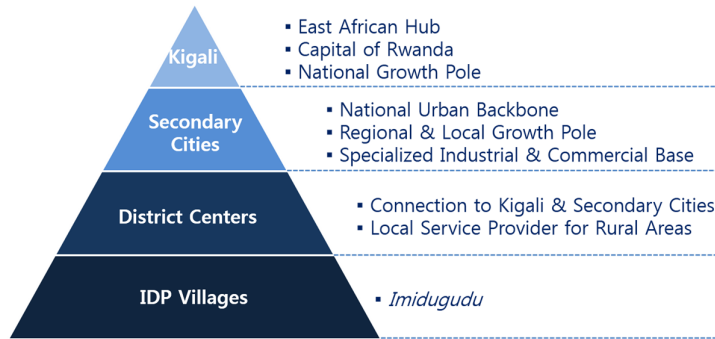
Considering the significant number of ongoing and planned activities related to urban development in Rwanda (Eg. Waste water treatment design and feasibility studies, Urban Wetland regeneration, road upgrading and construction, Energy Efficiency, etc), an online database listing and making accessible all this useful material and in some cases best practices should be created. Secondary Cities and District across Rwanda could in this way access a considerable amount of studies that can be replicated at no cost for local administrations. This would also support the coordination and integration of Government and Local authorities and the creation of synergies.

**Local revenues:** The Revised *Fiscal and Financial Decentralization Policy* (2011) lays the ground for improved development management at local level. A functional financial management and local revenue generation system can largely support the development of an urban network with secondary cities attracting migrants through improved service delivery and investment opportunities. The sector intends to support an Urban Tax Administration System, which assists local councils to efficiently administer and manage property tax, construction permit fees, other development fees, and business licenses.

There are policy decisions which need to be made concerning the rates and sources of tax revenues. Understanding the implications of different tax scenarios is a big exercise. For both local government officials and public citizens, public budgeting could be an important aspect in participatory development. The City of Kigali has already developed a tool which can be used to demonstrate implications of tax scenarios, including property development models.

### 3.1.2.2 National human settlement network

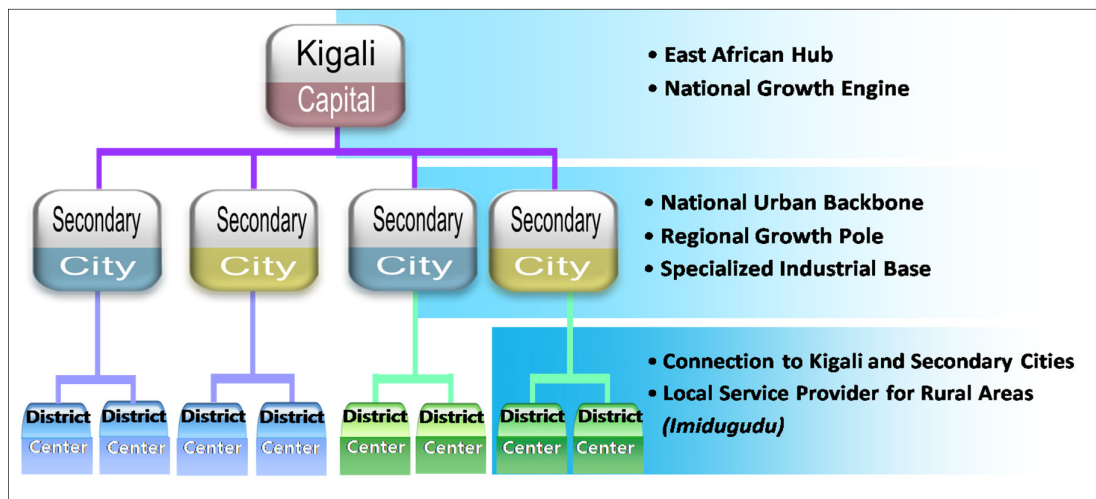
Nationally, emphasis is on achieving a harmonized hierarchical network of urban and rural centers which provide services and attract economic activities countrywide. How to harness urbanization for better allocation of limited national resources through different spatial and economic measures? The governments should try to influence the pace or location of urbanization through a series of spatial and economic policies and plans. They should emphasize their role in establishing policy, regulations, municipal infrastructure, and other enabling environment tools that will then set the stage for development to be taken up by a revitalized private sector.



Kigali is the only major urban center (primary city) in Rwanda, and consequently faces increasing pressures. It hosts 1/3rd of the national employment, 1/10th of the country's population and almost half of the country's urban population. Kigali faces inadequate availability of housing and increasing basic infrastructure backlog. It alone cannot absorb all the rural-urban demographic migration. As the primary city of Rwanda's urban hierarchy Kigali must be carefully integrated into the national urban system socially, economically and spatially.

Much of its planning and implementation is being attuned to the geographical mandates of its urban primacy; and the creation of the secondary cities will help ease pressure on Kigali. In this process, Kigali's example of municipal management and its experiments can support the sector by adapting the examples and in the development of secondary cities. The administrative position of Kigali and ultimately the positions of the secondary cities will require clarification while they gain the capacity to become responsible municipal units.

Behind the priority of supporting the development of chosen secondary cities is the idea that proactive development of secondary cities can mitigate the risks and construct a competitive national economy on the basis of sustainable city network, crucial for Green Growth of the



**Figure 17: Conceptual Hierarchy of Proposed National Settlement Network**

country.

Within this framework, the development of secondary cities is supported so that economic activities may be attracted to urban areas in the whole country while mitigating over-concentration in the Capital being developed as a regional hub. It is planned to channel investment into urban infrastructure and infrastructure planning to accommodate urban growth in secondary cities, and even in trading centers which describe a 2nd generation model of *Imidugudu* development. Such interventions to cause growth will have an effect on the socio-economic conditions of citizens, if combined with good service delivery. The second focus at this level is therefore on investing into the enhancement of capacities of District Technical One Stop Centers.

**Secondary cities** An increasing income segregation and over-concentration of economic activities and population in Kigali, regional imbalances due to the small size and limited development of secondary cities, and weak regulation and coordination of the development planning and management system, make sustainable urbanisation a key priority.



**Figure 18. Proposed Strategic Infrastructure Investments and Secondary Cities (MININFRA)**

**IDP Villages** In the past, *Imidugudu* focused on grouping households to better be able to reach them with services. The services are, however, still lacking in many places. In addition, the villages are too small to offer socio-economic viability. The intention of the Rural Settlements Task Force in MINALOC is therefore the upgrading of rural settlements into integrated villages, providing opportunities for improved rural livelihood. Eventually, the locations will form typed of mixed use trading centers and be growth areas as part of the urban network.

The Rural Settlements Task Force intends to develop layout plans for the majority of the *Imidugudu*, and provide infrastructure, services and amenities in the majority of *Imidugudu*. This is a program combined with support to quality affordable housing. The program

requires the strengthening of the institutional and regulatory framework at national and local level. More emphasis will be on a participatory planning.

### 3.1.2.3 Sector Priorities

To achieve the high level objectives, the sector priorities are itemized below, but all priorities are closely interlinked:

#### **Priority 1: Improve the urban and rural settlement development planning and management system:**

The objective is an integrated development planning and management system, which combines physical development planning and economic development planning (urban and rural), and facilitates coordination of all development sectors. Development planning and management shall be based on shared policy, strategies regulations and procedures at all governance levels. Respective Monitoring & Evaluation systems shall be efficient and effective at all levels of urban governance.

One important step to create an improved technical basis for integrated development shall be the enforcement of a Data Sharing Policy, and the subsequent development and maintenance of a National Geo-Database.

At district and city levels, urban and human settlement planning has to be aligned with economic development planning so that economic development projects are spatially referenced and aligned with land use and environmental concerns, and concerns of social distribution. This principle must be explicitly and carefully integrated into all regulatory, capacity building and change management materials, for technicians to be able to support the goals by looking for opportunities to enhance economic growth.

#### **Priority 2: Develop secondary cities as poles of growth:**

This objective concerns the development of a hierarchical network of cities, urban centres and rural settlements which provide services and attract economic activities countrywide. Therein, the development of Secondary Cities and integrated (IDP) villages as poles of growth is priority for the coming 5 years in addition to the development of Kigali. Their number will be up-scaled after the first pilots have already been implemented in each province. Green building and housing, low carbon climate resilient green urban growth is the guiding principle for growth. An innovative construction sector shall thereby be supported.

Discussions about the legal status and administration of secondary cities will eventually have to be led, and solve questions about whether or not there shall be separate District and City governments in other cases apart from Kigali.

#### **Priority 3: Develop urban and rural settlements around economic activities:**

Urbanization processes transform the economic geography of a country. Good management of such growth processes is essential. The respect to harmonized decisions is important including all spatial hierarchy levels, meaning at National, Provincial, Local District or City, and at neighbourhood level, down to site and plot level. The principle of interlinking scales should be popularized as a principle of planning.

Urban sustainable development shall be managed efficiently at city and district level, and local government authorities shall provide services to the population in accordance with District Development Plans and Client Charta, and support integrated land use development, transportation and other infrastructure such as storm water drainage, education, public health, environment, water and sanitation. The objective links to all phases of development, starting with planning and ending in implementation and its consequences.

The objective also includes the preparation of development planning and management guidelines, the spelling out of full procedures for service provision, and the establishment of a local revenue generation system to help achieve local development plan implementation. Central is to incorporate extensive training/capacity building and Change Management to reinforce behavioural adoption of the systems.

**Priority 4: Financing and supply options for affordable housing:**

The objective regards the establishment of financing and supply options for affordable housing. Financing schemes should be based on systematic analysis of global best practices and selected adaptation of most appropriate for Rwanda developed in a multi-stakeholder activity that brings in a wide variety of perspectives and expertise. After their holistic and strategic planning, affordable housing finance schemes must become accessible to local governments and private developers, and incentives to accelerate investment in affordable housing shall be developed and implemented in collaboration with the concerned stakeholders.

**Priority 5: Collaboration with private sector:**

One priority is to collaborate with the private sector in Rwanda's growth strategies, through PPP's in housing, public infrastructure, and possible pure administrative and service related tasks such as data maintenance. Based on the PPP Policy and with the help of an operational National PPP Unit in RDB, municipal infrastructure, affordable housing, and other necessary services such as recycling, solid waste management, and others, is intended to be boosted through private investment.

Part of economic transformation is the intention to ease further variety and innovation in the construction industry. A variety in the construction industry in line with environmental and natural resource priorities shall be triggered. The objective is, on the one hand, an increased private sector activity in urbanization and human settlement development, and on the other hand the efficient management of administrative and service tasks. The private sector is still challenged to incorporate green principles into designs for construction. Instead of individually training them, group professional workshops will build capacity during training to be done in 2014 by COK, MININFRA and UN-Habitat.

Research and piloting of a variety of affordable housing and infrastructure typologies should be an additional aspect. This links to the necessity of aligning with environmental and natural resource priorities.

Other elements of private sector urban management to be promoted include: professionalization of design and building trades, property brokerage, and property management and real estate development. These can be done through close relations

with academic institutions to teach undergraduate, graduate and professional development courses.

Ultimately, the respective roles of public and private sector should be explicitly articulated. The role of government therein is to set the enabling environment, and to strategically guide development while establishing strategic mechanisms to encourage and stimulate the growth of the private sector. All regulations and activities related to the private sector must be evaluated for their ability to stimulate fair, just, environmentally sustainable and economically viable development, including customer service and engagement, contract negotiations, and professional practice.

**Priority 6: Institutional and human capacity building in urbanization and rural settlement sector:**

It is the continued objective to enhance the capacity of staff at all government levels responsible in development management, to fill open positions with qualified staff and if necessary to identify new positions to support the change. The building of capacities shall go hand in hand with Change Management across scales and time as significant element of all reform activities.

Interdisciplinary work is a challenge of communication and engagement on multiple levels, which requires insight across various disciplines. Training on communications, methods to achieve integration, and management is a necessary input for professionals, technicians and managers.

**Priority 7: RHA efficiently administers government assets and manages government projects.**

RHA needs further strengthening of its management procedures and mechanisms to efficiently fulfil its mandate. Of special concern shall be its role as a government representative for public construction management and supervision, and as administrator of government assets and work space, and as a facilitator for housing addressing civil servants. A budget is required to sufficiently address the need for government office and work space.

### 3.1.3 Aligning with EDPRS 2

Urbanization cross-cuts all thematic themes of EDPRS2. This section outlines how the sector contributes to the proposed thematic areas of EDPRS2, and how it will collaborate with other sectors to achieve those thematic priorities. In the following, the relations between the goal and high-level objectives of the Urbanization and Rural Settlement Sector with all EDPRS2 themes are shown.

#### 3.1.3.1 New Priorities and Innovations

The new directions of the sector and innovations that will drive Rwanda are represented by the following strategic assumptions.

- Rapid urbanization requires good **management** of urban areas. The local governments are responsible for the management of development and urban growth, but are still weak and insufficiently staffed. Clearly defined administrative procedures shall assist and help overcome the lacking capacity.
- As part of the reviewed urban management, a regulatory basis for transparent planning and decision making has to be developed.

- Complementing the regulatory work, capacity building and change management are key elements of reform.
- Rwanda needs to prepare for the high urbanization trend. This initiative is supported by the development of secondary cities as poles of growth. Especially a high demand for predominantly affordable housing needs to be addressed through the development of financing options, and attraction of the private sector.
- The government intends to manage urbanization applying green growth principles, and needs to follow measures to adapt to and mitigate climate change.
- Revenue generation from and for local development is seen as one crucial aspect on the way forward in sustainable local development.
- Budgeting procedures are important in the success of plans. Transparent and clear, possibly public, evaluation of budgets has to be from the perspective of sustainable and economic growth.

### 3.1.3.2 Economic Transformation for Rapid Growth

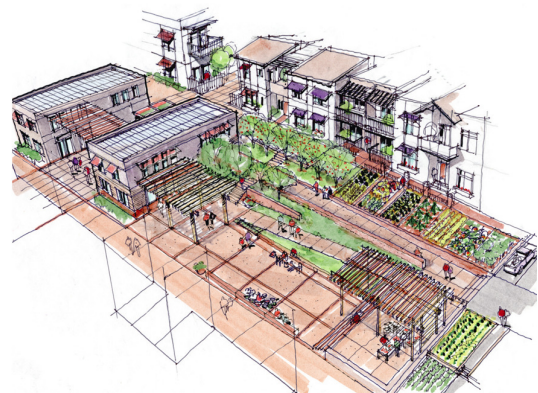
It is believed that well managed country-wide urbanisation may transform the economic geography of a country and that the world's cities account for approximately 70% of global GDP. Urbanization is not only inevitable, but can also be a powerful force for economic growth and poverty reduction. No country has grown to middle-income status without industrializing and urbanizing.

Development planning and urban management must be based on shared policy and strategies at all governance levels for an **integrated development planning and management (see Priority I)**. This also includes the inter-linkage of spatial and economic visions for inter-linkage, and the definition of strategic interventions in this regard.

The linkages must be achieved in two ways: by well coordinated planning and joint decision making based on shared plans, including economic development plans and sectoral plans and linking those to physical plans; this includes trigger projects triggering growth, such as peripheral industrial areas, or convention centers such as under implementation in Kigali;

secondly by adopting planning principles for sustainable urbanisation, such as

- Colocation and mixed use planning principle allowing for home based business and the integration of local shopping facilities within residential neighborhoods.
- Walkable, family centered neighbourhoods
- Principles of “production retail” and space for micro-enterprises embedded in plans
- Block designs such as “co-housing” whereby community centers provide kitchens, child care, teenager space, community activity space, microenterprise space, community gardens and post harvesting space, etc. These designs build in economic development options for neighbourhoods.



**Figure 21: Cohousing with community facilities and economic development space in centre of block**



- Integrated urban agricultural programs completed and green networks connecting peri-urban to highly urbanized centers.

**Adopting national policy and implementation strategies.** The Urbanization Policy and the Human settlement policy are national policy and strategy base documents that need completion or revision. For both policies, implementation strategies incorporating aspects of regional spatial and economic inter-linkage are subsequently essential.

One further essential initiative affecting the Urbanization and Rural Settlement Sector is the improvement of the spatial data infrastructure, through a planned National Land Information Management and Information Sharing and Access Policy.

Communication, combined with teaching seminars and PR strategies is an important part of master planning. For example, a permanent Exhibition inside the new Kigali City Center Building about the Kigali master planning is planned. Further communication shall address urbanisation goals and the new focus on secondary cities development.

**Basing urban and rural planning and development management on national development management guidelines and procedures at all levels of responsibility.**

One of the immediate priorities for the sector is the drafting and adoption of National urban and human settlement planning guidelines. The existence of planning codes and standards will have a high significance when targeting the efficient management of development, as they provide the basis for any development envisioned in Rwanda. They should cover any aspect that is needed in order to manage development and to take development decisions responding to development applications (for planning authorities), and instructions on how to prepare and submit such applications (for developers).

The purpose of the Codes and Standards is to provide guidance to physical and economic planning procedures, with public participation as an integral, well-defined part of the planning process, and to guide service provision at local level. The codes clarify zoning, planning and building regulations, address environmental planning to mitigate climate change, and green building principles. The codes are a regulatory instrument including energy efficiency requirements, and possibly provisions for grants and rebates to support technologies using renewable energy.

The following should be the underlying principles of the planning guidelines:

- Plan for spatial design that will activate the local economy to grow, both for itself and to integrate with urban, national and global economies.
- Design settlements that encourage social diversity and interaction, across income, gender, age and other social strata. Include a variety of places that will encourage different group activities from community gatherings or festivals, to small groups and families, to couples, and even personal space.
- Design livable settlements and urban design that responds to the needs of families, households and communities, and which help minimize expenditures including time.
- Encourage design that especially considers children's needs. Research shows that children who walk to school and play outside develop intellectual excellence. The next generation can be supported through good urban design.
- Encourage diversity and intermixing of neighborhood design and building typologies.
- Conserve and reuse materials. Avoid unnecessary replacement of existing buildings. Encourage historic preservation of culturally valuable structures, and old trees, including a culture of appreciation of built and natural heritage.

- Use land economically, with density, mixed use and co-location strategies.
- Plan for compact development for cost effective investment in infrastructure, walkability for children and adults, easy public transportation and efficient movements
- Integrate the natural environment and terrain in the designs and plans
- Integrate site planning/engineering, drainage and water, storm water and erosion management and landscape greening in all planning
- Apply green building principles.

**Addressing gaps, shortcomings, and overlaps in legal and regulatory framework.**

The current legal and regulatory framework for planning and urban management contains overlaps in the legal framework (e.g. regarding expropriation), gaps (e.g. content, scale, and procedures for formulation, approval, revision and publication of plan), and sometimes uses unclear terminology, which is not reflected in practice. The Development planning and Human Settlement Codes and Standards, the drafting of which is high priority, must address and clarify the identified issues.

For example, the types of plans commonly prepared within the Rwanda’s planning system are not conforming to the type of plans mentioned in the Law Governing Urban Planning and Building in Rwanda. The terminology used instead is: National Land Use Masterplan, Local Urban Development Plan, District Development Plan (sometimes District Land Use Plan), and Detailed Physical Plans (sometimes called Area Action Plans).

Also, the type of areas which require urban master planning and land development planning are not clarified. There are operations mentioned while using unusual terminology, such as “urban planning operations”, or “supervision of urban planning”.

**Integrating and coordinating economic and physical planning.** A functional planning system, coordinating actors at the central and the local government level, with clearly defined roles, participatory implementation and a strong monitoring component will be developed. This will ensure the well-managed and balanced urbanisation process, integrating climate change adaptation and mitigation strategies, as well as other human, social and economic considerations. It will also require aligning development interventions with land use master plans, and strengthened monitoring of economic planning, to ensure that spatial planning is well addressed. Concrete teaching materials should be developed that will demonstrate examples of this principle at every level.

**Develop urban and rural settlements around economic activities.** The urbanisation and rural settlement policy together with the urban development and management procedures will be revised to match the pace of anticipated growth that requires modern settlements centred around economic opportunities with the potential to grow into towns and cities.

**Establish and strengthen One Stop Centres in all Districts** in order to ensure quick service delivery. Interventions include the reinforcing of capacity in Districts to manage and issue construction permits within 30 days; the integration and coordination of urban, rural, economic development and land use planning; the strengthening of a system for the districts to monitor development on the ground; the support of land rights, and good administration of land in accordance with the procedural requirements.

Using lessons learned in Kigali and its District OSC’s, the support by RHA is necessary for the duration of an interim period while Districts take over all development management

tasks, to provide services to the population in accordance with their District development plan, *Client Charta*, and supporting all infrastructural development including environmental and public health, and sanitation, strategic interventions have been defined.

**Operational procedures for planning, financial sustainability and service provision are established at District level.** Secondary cities and trading centers must be capable to respond to the urban development which is occurring, and also being channeled through national initiatives therein.

For the management of urbanization and demand related to urban growth, it is essential that standardized planning and urban management procedures are adopted and operational at local level. Part of successful operation is the development and introduction of an ICT based property tax collection system in district governments. The simultaneous development of a local business licensing system should be discussed. With increased and well managed tax revenues, better services may be provided to local citizens, such as waste management, or public transport services, which will attract further investment and growth.

The District administrations should be supported in the promotion and easement of any private investment (including small scale) in housing. Depending on the location, this effort must be closely coordinated with actors including RDB, BRD, MINICOM, MININFRA, COK, and RHA.

The improvement of neighborhood designs and of the Umudugudu model to allow mixed use development for the benefit of local economic development and gender specific needs will support economic development, and the work force including women are supported to perform their daily activities and responsibilities more efficiently.

District administrations should also be assisted in accessing funds through Rwanda Local Development Support Fund, and guided by overarching Integrated Water Resource Management plans to be developed by RNRA, channel them into urban agriculture and greening, drainage management and erosion control, rain water harvesting and sanitation infrastructure at household level.

**All responsible staff at all government levels must be knowledgeable on Rwanda's urban policy, regulation, projects, and tools used in data management and M&E.** The performance of government employees managing urban development must be strengthened according to up-to-date regulations and procedures. Government staff should be able to access government documents electronically, including all policy documents, standards and laws.

This will also require frequent repetition and change management as well as development of mechanisms for institutional memory to accommodate frequently changing staff. The management of this process must standardize distribution of laws and regulations on a regular basis with notification of updates electronically delivered.

RHA's role as technical adviser to the local authorities should include the development of training modules for district employees, as well as backstopping services in the 3<sup>rd</sup> implementation phase of decentralization. All responsible staff in planning should be capable to effectively use the available data including GIS data, and to analyze development trends and needs, along with advising and assessment of project and construction permitting.

COK is preparing a capacity building agenda to train its staff for proper enforcement and implementation of the Master Plan, along with an increased sharing activity with all

stakeholders to maximize coordination for strategic planning. This capacity building plans to promote both public and private sector urban economic development.

**Priority 2 and 3 target the development a settlement network including Secondary Cities and IDP's as poles of growth, offering economic opportunities to their citizens, attracting investment, and providing services to support economic initiatives throughout the country.**

**Many public services that are easily available in Kigali**, such as inner-city public transport, business registration services, specialised healthcare services, and multiple schooling options, **are not available in other cities**. Yet, opportunities for investment and potential for a viable social life are also attractive outside of the capital. While Kigali City needs continuous support to improve management of service provision to an exponentially growing population becoming a regional hub, the Government intends to simultaneously support the development of a network of secondary cities.

**Six Secondary cities Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi will be developed as regional centres of growth and investment.** Six cities have been selected based on agreed criteria as poles of urban growth. The development of these cities will ensure more balanced regional growth and opportunities for increased access to off farm employment for a larger proportion of the population. To increase attractiveness of these cities, strategic investments and economic projects will be undertaken including investment in interconnectivity of the road network linking these urban areas and secondary cities to rural areas. The cities should become capable to generate finances from local revenue to support their development in line with the local development plans.

To support a coordinated and efficient promotion of secondary cities, a national roadmap will be developed through fact-based analysis and inter-ministerial consultation.

**Local revenues to support implementation of local development plans.** The sector intends to support an Urban Tax Administration System, which assists local councils to efficiently administer and manage property tax, construction permit fees, other development fees, and business licenses.

**Integrated public transport systems for Kigali City as a regional hub.** Kigali will invest in implementing an integrated multimodal transport development strategy in three phases. The first phase will focus on improving existing modes of public transport services, by piloting the standardization of scheduled bus services and an integrated ticketing system under a route franchising approach. The second phase will involve soft and hard infrastructure aimed at introducing high occupancy vehicle lanes, establishing more than 90km of Dedicated Bus Lanes in Kigali City, and scaling-up successful pilots related to scheduling and ticketing; and the last phase will involve designing a detailed Bus-Rapid-Transit system for Kigali and finalising a 17km corridor by 2018. Kigali is undertaking major restructuring of its transport system by tendering for ring road development and embarking on a redesign of Nyabugogo transit hub, wherein freight functions will be relocated to peripheral city portals and passenger traffic will be modernized in a multi-modal Transit Center, linking to the BRT and MRT lines that dead-end there.

**The IDP village program from MINALOC delivered through the Rural Settlements Task Force** adds the component of supporting rural development through triggering development processes through mixed land use development and through rural-urban interlinkage, integration into a settlement network, and adding the opportunity for processing and trade of agricultural produce. The number of IDP villages will be upscaled.

**Financing and supply options for affordable housing and related infrastructure development are targeted by Priority 4. The housing demand is highest among low**

**income earners making up more than 90% of the demand.** Kigali City alone is projected to require at least 30,000 housing units annually. To address the rising cost of housing and growing demand, private sector investment will have to be channelled to large scale investments which require access to affordable financing options.

**Mobilisation of large scale private investment in affordable housing.** The Ministry commits itself to focus on financing and supply options for affordable housing, and to mobilize the private sector to embark on construction. Several concrete public relations and facilitation measures should orientate to attract and facilitate the private sector to invest in low cost and affordable housing in line with housing deficit assessments. Strong networking initiatives will be one of the key requirements to achieve the target, alongside with supporting research on appropriate housing typologies and construction technologies. The Ministry has committed itself to focus on financing and supply options for affordable housing, and to mobilize the private sector to build 2,500 units in the coming year. In Kigali, 10,000 units are under preparation and a housing unit is planned to be established to address and coordinate with RHA and MININFRA.

In RHA, it is planned to establish an affordable housing management unit linking the private sector to the GOR, the role of which is believed to be crucial in the facilitation of a large supply of affordable housing, simultaneously addressing efficiency and quality improvements in the construction industry, capacity building, and efficient construction, contract and budget management.

Continued investments shall be made into research and innovative pilot projects, and housing development mechanisms. **Private rental schemes** should receive a key priority and need further exploration in the discussion on meeting the demand, in order to be able to serve the lowest income citizens.

Investment in affordable housing should receive a cohesive of best practices from around the world and analysis of the best solutions for Rwanda. As part of an overarching study, options shall be examined of how investment in affordable housing can become attractive to private investors. Cost benefit analysis, and analysis of how to support a least distorted market should be made of schemes such as **depreciation schemes** offering income tax exemptions for a fixed period for housing projects of a specified type addressing low income earners. This can cause an increase in such housing stock with initial rental schemes and the eventual sale of the units when the incentive period is lapsing. This scheme needs to be explored with MINECOFIN.

The sector will bundle efforts to regularly link to investors, and provide complete information on developable land and its specifications on the web. A crucial aspect of this outreach is to establish a centralized portal for investors.

Collaboration should also target the development of PPP options so that the Government would engage in large scale PPP housing projects. In order to do this, the PPP policy and ideally a National PPP unit are to be discussed with RDB, as 'An important building block in PPP programs is the creation of a specialized PPP Unit, usually within the National Treasury or Ministry of Finance, which provides a centre of expertise and technical support to government ministries and other Public Authorities developing PPPs.' (Yescombe, 2007).

According to Yescombe 'It is important that the PPP Unit has a strong mandate to develop and control policy, which cuts across divisions between different branches of the public sector, and short reporting lines to senior government ministers.' The functions of a PPP unit can include:

- Developing the legal framework
- Publishing guidance materials
- Training
- Developing initial pilot projects to test PPP models
- Providing continuing technical advice and support on specific projects
- Communicating lessons from ex-ante and ex-post project evaluation
- Ensuring a consistent strategy and policy approach by the public sector as a whole
- Coordinating the PPP program and thus avoiding 'bunching' of too many projects approaching the markets at the same time, and
- Coordinating public-sector 'buying power' to obtain the best terms.

**Funding mechanisms to support the mortgage finance industry.** This will entail close collaboration between BRD, RHA, COK, RDB, and RSSB. Policy options to ensure access to viable financing options include a possible guarantee scheme for affordable housing loans; housing loan products provided by BRD based on a peer group guarantee scheme as well as traditional collateral; exploring the possibility of floating a “housing bond”; mobilizing and linking housing cooperatives to large scale private investors.

Explored shall be the option of **reduced interest rates** on affordable housing mortgages, also in collaboration with MINECOFIN.

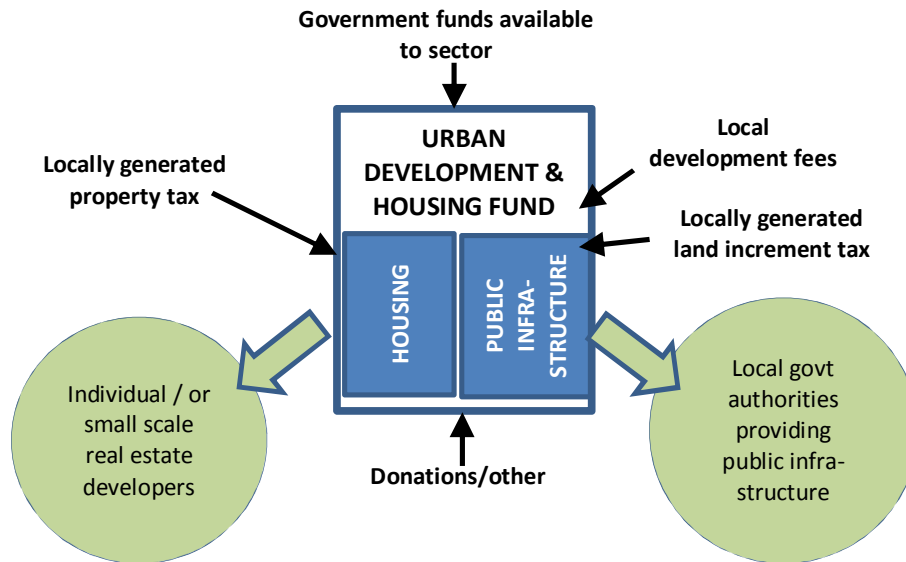
A mechanism to finance urban housing and related development is meant to be made accessible to local government authorities and all groups of civil society. Such **Housing and urban development fund** is desired to distribute funds using a country-wide prioritization mechanism. It could have two components – the support of private sector housing efforts, and the related public infrastructure, since it is the responsibility of the local government authorities to service development areas.

The two complementary components could also be separate; while exploring an even more strategic use of the future Local Development Agency (former CDF fund) with a respective distribution key supporting the high level strategic objectives, a second fund could cater for particularly the private sector to assist in accessing for investment in affordable housing and supportive development measures. Such housing fund shall achieve self-sufficiency after an initial injection of funds.

Locally generated revenue from economic and physical development gains may be used to contribute to an existing or future fund for local development, such as portions from property tax revenue that can possibly be applied against municipal bonds, capital market funding, and PPP investment. Legal structures need to be evaluated, and if necessary, established to enable these systems. This would support the strategy whereby further developed cities contribute to the development of lesser developed cities, and the channeling development into urban hubs country-wide. Further contributions to the fund may be generated from locally collected land increment tax and/or development fees, which would help financing neighborhood infrastructure, community facilities and plot servicing.

Collective approaches involving cooperatives, land consolidation and similar schemes should also be explored. Furthermore self-build, incremental building and upgrading are important strategies to tap existing and future land and property equity.

Socially engaged persons should also be attracted contribute resources to the housing and urban development fund. Further financing measures and sources of funding will be explored, to support and channel development through the funding mechanism.



**Figure 23. Options for a Fund Structure Subject to Further Discussions**

In addition to the effort on financing and supply options for affordable housing, a priority will be given to promote resource efficient and climate resilient **green building and construction technology (Priorities 2 and 5)**.

Applying green building principles means to look at a life cycle of a building, i.e. its energy consumption from the production of the construction materials until fictive demolition and recycling. The concept supports the use of renewable energies such as biogas, or waste materials such as coffee husk. Further aspects are the reduction of CO<sub>2</sub> emission and of waste which is generated and disposed; the reduced usage of treated potable water combined with the harvesting of rain water; sustainable public transport systems; reuse of buildings and space, efficient consumption of land; and the protection of biodiversity.

The sector intends to **support pilot projects related to a variety of innovative building techniques and materials** with the objective of reducing building costs, better leveraging locally available raw materials, and applying environmentally friendly building techniques. RHA will liaise with the real estate development and construction industry on new and innovative building techniques and construction materials. Also, the relationships with higher education institutions should be strengthened for research and for the development of training modules.

Neighborhood and house design must be understood as part of saving costs, for example when designing co-housing models and clustered housing, and simple and easily buildable house designs, adapting to a multiple of the dimensions of construction material units, or when deciding for minimal and low cost infrastructure solutions.

In conjunction with Global Green Growth Institute (GGGI), an international organization for world-wide cooperation on climate change and green growth, the Ministry of Infrastructure and RHA have been developing a “**National Spatial Vision and Strategy for Green Growth**” with focus on a sustainable city network and green city development, , so its

principal directions could be integrated and streamlined in Rwanda's planning framework as well as national roadmap for secondary city development. The findings might require an addendum to the National Land Use Masterplan and should be incorporated in the Kigali Master Plan as well in the upcoming Secondary Cities Development Plans.

Further work on detailed green building standards, including energy-efficiency in buildings will support the enactment of the Building Code, and the drafting of the **Development planning and Human Settlements Codes and Standards**. The principles of green building should always be underlying the conception of a building. The regulatory framework could be combined with incentives for green private development through a reward system when applying agreed standards and principles (such as use of solar), or could instead tax such methods which cause environmental threats (such as high CO<sub>2</sub>emission). Providing advanced training for architects and engineers is a key element of this goal. Universities, and in particular the faculties related to design and construction will have to play a crucial role in the training of a new generation of professionals that will carry out their design activities with particular attention to the green development aspects.

A **Center of Excellence** supporting research and development on green building materials and technologies, climate change and green urbanisation, and skill development, is proposed to be attached to a university. It should maintain strong relationships with MININFRA, RHA and industry and trade sector, and ideally operate as a limited profit or for-profit centre. This could also be designed as a demonstrate hub where materials wall vignettes can be displayed. Even model neighbourhood could be built. This can serve as hands on exhibition to introduce new building typologies to Rwandan consumers.

Monitoring and evaluation is an important part of successful development and management and shall be **efficient at all levels of development management (Priority 1)**. It is crucial that the monitoring strategy and the indicators monitored are an integral part of the development and are thoughtfully established. Monitoring has no positive effect when a program is designed with wrong assumptions.

These protocols should be integrated into any anticipated digital system from the beginning of design.

In our sector, the monitoring mechanism has to adapt to the hierarchical system applied in planning, and going along with the decentralization of responsibilities for development. Therefore, three monitoring levels will be established within the first year of the 5-year program, and a baseline survey and subsequent yearly surveys are planned. Existing digital database systems such as LAIS, CP MIS, and Kigali Master Plan Web GIS are the baselines in national level strategic planning in regard to this topic.

The first level of monitoring is for MININFRA to easily follow up the **projects administered by RHA**. Secondly, RHA should establish means to monitor the operational procedures of Districts and their compliance with the codes and standards once established.

Thirdly, the implementation of a standardized **monitoring tool be followed by each District One Stop Center**, to monitor permitting and private construction and the implementation of **LUDP's/LDP's**.

The system should also help guide the development of municipal investment programs, and monitor the prioritization of distribution of available funding in accordance with plans and strategies at all hierarchy levels.

A baseline survey be conducted on the operation and service provision by Districts and their One Stop Centers; and utilized to guide and improve service delivery and develop strategic



communications plans. Yearly surveys on **citizen satisfaction with the service provision by the District OSC's, and possibilities of participation in planning** in each district will complete the picture in line with decentralized development management. These also begin regular citizen engagement and can be expanded to increase participation.

### 3.1.3.3 Rural Development

Urbanization shares a number of issues with the thematic theme of rural development. The urbanization trend will affect rural transformation, and the transformation of small trading centers into larger urban areas eventually. It is therefore important to not separate urban and rural planning, and instead to combine it in the same planning system to be reviewed, especially in the local development planning system. The shift to a more vital and viable Imidugudu concept will accelerate urbanization and socio-economic development in areas which are currently rural.

When reviewing the planning system to achieve an **integrated development planning and management (Priority 1)**, emphasis should be on the **inclusion of rural planning** into local development planning process as an integral part and not a parallel or subsequent part.

Besides improving the services in urban areas, the sector targets the enhancement of rural settlements by facilitating access to basic services, farm and off-farm economic activities. This shall be achieved through the introduction of integrated district land-use plans which include economic development projects, combined with the operationalization of District governments to implement those plans. In this line, the Rural Settlements Task Force plans an extensive sensitization program to explain the upgrading of grouped villages to rural hubs of socio-economic opportunities.

The **establishment and strengthening of One Stop Centres in all Districts** will assist in rural development and provision of services to rural citizens, while incorporating their needs in local plans through regulated consultations. The Rural Settlements Task Force further anticipates **Rural Development Committees** to streamline the coordination of rural development and plan implementation, and M&E at Sector and Cell levels.

Newly to be provided **procedures for planning and service provision at District level** will support the improvement of the Umudugudu model. Allowed shall be mixed use development for the benefit of local economic development and gender specific needs. Citizens and especially women will benefit from higher efficiency to carry out their daily activities and responsibilities. The pilot implementation of a vital Umudugudu model is proposed.

Integrated solid waste management schemes led by Districts shall be one priority in order to protect human health and the environment. The sector will support measures to enhance the sustainability of rural water infrastructure, and will integrate the private sector in water supply, sanitation, and also in solid waste management.

District administrations should be assisted in accessing funds through Rwanda Local Development Support Fund, and channel them into erosion control, rain water harvesting and sanitation infrastructure at household level.

The **IDP village program in MINALOC (Priorities 2 and 3)** delivered through the Rural Settlements Task Force supports rural development by allowing mixed land use development, facilitating rural-urban interlinkage, physically and administratively integrating IDP villages into the settlement network, and adding the opportunity for processing and trade of agricultural produce.

District development planning shall include the objective of qualitative road networks and the extension of rural feeder roads, so that rural areas with economic potential will be connected to markets, and will be inter-connected. An increase of scheduled rural bus routes is also planned.

In terms of green building, it is planned that 5 MW shall be generated from renewable energy sources (solar PV, micro hydro power or wind) and distributed to local communities. The beneficiaries are rural communities which are excluded from the national electricity grid.

#### *3.1.3.4 Productivity and Youth Employment*

A low rate of growth and personal opportunity in agricultural production, poverty, and natural disasters cause the youth leave rural areas and move to towns in search of work, education and a “modern way of life”. Well managed urbanization facilitates opportunities for economic and social development for an exponentially growing population in a setting of small plot sizes of agricultural land.

The process of urbanization introduces access to new ideologies and technologies, which provide the urban youth with new dimensions of quicker, easier and youth friendly entrepreneurship options in addition to traditional farming as an economic activity.

***The development of a settlement network including Secondary Cities and IDP's as poles of growth (Priority 2 and 3)*** will ensure a more balanced regional growth, and provide opportunities for increased access to off farm employment for a larger population. Planned investments into economic projects and investment in the interconnectivity of the road network will support the establishment of local businesses and the increase of off-farm job opportunities.

Not only **real estate development and construction industry** will have a high demand for skilled and unskilled workers during the next decade, when the housing demand must be met.

Even the call for innovative building techniques and construction materials, and the enhanced relationships with higher education institutions (**Priority 5**) will provide an opportunity for young people to engage in housing delivery as a society issue.

#### *3.1.3.5 Accountable Governance*

Rwanda is in the third phase of implementing its decentralisation policy. Focus is now to be put on improved service delivery at local level, standardized participation procedures for citizens in planning and delivery of development, and on citizen-centeredness in development. When reviewing the planning system as targeted by **Priority 1**, accountable governance is one theme that underlies the initiative of improving the planning system. Participatory planning will be fixed as a mandatory and standardized procedure.

The civil society should always have access to information on development issues, should be consulted, and contribute to the decision-making process for local development planning. Participation mechanisms in development planning will also help to attract private investment by promoting collaboration opportunities with the local government, including PPP's.

The introduction of systematic administrative tools and management systems contributes to higher efficiency and to increased public accountability. One focus is on finding ways to increase local revenue generation through local economic growth. Second focus is on the

strengthened planning and management capacity at local government level, and clearly related planning and budgeting cycles.

**Local revenues shall support the implementation of local development plans.** The sector intends to support an Urban Tax Administration System, which assists local councils to efficiently administer and manage property tax, construction permit fees, other development fees, and business licenses. This initiative shall firstly support the secondary cities in the management and implementation of local development plans, thereby contributing to a strengthened and functional network or urban service provision as targeted by **Priority 3**.

To ensure an **efficient monitoring and evaluation at all levels of development management (Priority 1)**, yearly surveys on citizen satisfaction regarding the service provision by District OSC's and possibilities of participation in planning in each district will provide a picture in line with decentralized development management.

The development of **capacity of staff at all government levels (Priority 6)** will remain an important aspect within the next five years. Concerned is not only the relatively recently established Rwanda Housing Authority, which is not fully operational. In the end, the capacitated staff contributes to a development which it is made accountable for in view of the public good.

Capacity should be further developed on general knowledge of policy, legal and regulatory basis of planning and development management in Rwanda. For this, online access to government documents is a good medium. Further soft skills should especially address service orientation toward citizens as customers, with focus on the District One Stop Centers.

Capacity is also needed in GIS and CAD application skills, for spatial analysis, forecasting, and planning including the preparation of drawings.

Capacity development and institutional improvements shall also target MININFRA's implementing agency RHA, and MINALOC's Rural Settlements Task Force. RHA's responsibilities include the management, construction and rehabilitation of **government assets**, which is a voluminous responsibility requiring many personnel and financial resources. The Rural Settlement Task Force is responsible for project implementation in rural areas, and in the context of socio-economic enhancement of Imidigudu settlements.

Procedural improvements for project implementations being socially viable and participatory shall be targeted by both institutions. This concerns for example the processes of resettlement of families from high risk zones (flood prone zones, and steep slopes), and from major investment sites (e.g. International airport).

### 3.1.4 Results chain

Below is the chain of results to be achieved with implementation of the sector strategy.

Goal/ Impact	<b>Rwanda's human settlements and urbanization are sustainably managed and promoted, supporting economic development and benefiting all strata of population.</b>
Out-comes	<ul style="list-style-type: none"> <li>• Well-coordinated urban and rural settlement development planning and management Green building, green urban growth and an innovative construction sector are supported</li> <li>• A network of secondary cities provides services and attracts economic activities</li> <li>• Integrated urban and rural settlements</li> <li>• Developed affordable housing and finance options</li> <li>• Increased private sector activity in urbanization and human settlement development</li> <li>• Improved institutional and human capacities</li> </ul>
Outputs	<ul style="list-style-type: none"> <li>• Policy and regulatory frameworks harmonized</li> <li>• Sector implementation strategies set</li> <li>• Monitoring &amp; Evaluation established, and is efficient and effective</li> <li>• Sector coordination platform established</li> <li>• National roadmap to promote secondary cities as green cities formulated and implemented green pilot cities identified, and green growth addendum included in National Land Use Masterplan</li> <li>• Detailed physical plans for urban areas and IDP villages developed</li> <li>• Implementation of local physical plans</li> <li>• Affordable housing finance options developed</li> <li>• Affordable housing units available</li> <li>• Investment incentive schemes for affordable housing construction offered by government</li> <li>• Innovation in construction is encouraged</li> <li>• District One Stop Center staff and RHA staff is trained</li> <li>• Institutions fully staffed</li> <li>• Government documents relevant to sector available online</li> </ul>
Activi- ties	<ul style="list-style-type: none"> <li>• Update National Urbanization and Human Settlement Policy</li> <li>• Develop Urban Planning and Human Settlement Codes and Standards</li> <li>• Conduct detailed analysis in OSC's; • Develop Implementation strategies for housing policy</li> <li>• Complete orders and decrees to laws; • Develop PM Order on local urban planning</li> <li>• Draft decree on citizen participation in planning</li> <li>• Baseline survey on citizen satisfaction with District services, and participation in planning process</li> <li>• Baseline survey on service provision by Districts</li> <li>• Data collection of all existing infrastructure</li> <li>• Establish Regular Monitoring and Evaluation Mechanisms; • Establish reporting mechanisms</li> <li>• Establish a Sector Wide Approach secretariat ; • Strengthen Sector Working Group (SWG); • Establish coordination mechanisms and tools</li> <li>• Develop a national strategy for green growth and identify a green pilot city, included as a green growth addendum to National Land Use Master Plan; • Feasibility study</li> <li>• Identify the package of interventions and strategic investments through consultations • Elaborate, update and implement detailed physical plans for all Secondary Cities</li> <li>• Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement sites</li> <li>• Upgrade informal settlements, Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement</li> <li>• Establish revenue collection and management system ; • Survey property information and establish database for secondary cities; • Run pilot revenue development in one secondary city</li> <li>• Identify a green pilot city; • Identify trigger projects in each secondary city</li> <li>• Detailed Physical Plans for Muhanga, Musanze and Rusizi Secondary Cities</li> <li>• Service new Settlement Sites for Secondary Cities serviced with graded roads</li> <li>• Informal settlements survey and upgrading strategy</li> <li>• Elaborate District Land Use Development Plans conform with the National Land Use Development Master Plan to guide District Development Plans</li> </ul>

	<ul style="list-style-type: none"> <li>• Sensitization campaigns both to private sector and local authorities/communities</li> <li>• Establish Coordination framework</li> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2,148); • Upgrade 1 village per District into a model green village using IDP approach; • Plot servicing on at least 10km per District</li> <li>• Relocation of people living in high risk zones into integrated green villages</li> <li>• Establish and operationalise a Urban Development and Housing Fund</li> <li>• Mobilise and link Housing cooperatives to private investors; • Establish opportunities for Public Private Partnerships (PPP); • Develop public relation and marketing strategy to proactively attract investors and funding; • Create database to register potential buyers for affordable housing</li> <li>• Develop affordable housing implementation strategy; • Attract funds for affordable housing</li> <li>• Develop procedural facilitation scheme for private sector to invest in affordable housing</li> <li>• Identify land for affordable housing development and establish a land database; • Complete housing needs assessments and projections; • Register potential buyers for affordable housing units</li> <li>• Develop affordable housing implementation strategy; • Establish affordable housing management unit; and support affordable housing management at RHA and at City level;</li> <li>• Initiate pilot projects for affordable housing</li> <li>• Establish neighborhood planning unit at COK and in the secondary cities</li> <li>• Establish research centre on cost-efficient durable local building materials; • Scale up use of local building materials; • Promote green building principles in affordable housing; • Develop website and other PR strategy; • Liaise with MINECOFIN to develop a comprehensive strategy on housing finance (such as but not limited to ) depreciation schemes and other municipal and housing finance in affordable housing construction; • Incentivize and train professionals on the adoption of green building principles in the construction sector, working with professional institutes</li> <li>• Incentivize the use of renewable energies by private entities</li> <li>• District One Stop Centers and RHA trained; • Institutions fully staffed; Technical staff in MININFRA, RHA and district authorities access all government documents on policy objectives, and are capable to apply all available urban management tools</li> </ul>
Inputs	<ul style="list-style-type: none"> <li>• Revenue development technical assistance; • Equipment for OSC's, including hard and software</li> <li>• Trainings for OSC staff (after guidelines / and planning systems outputs are available)</li> <li>• Financing of pilot projects in "green" affordable infrastructure and housing</li> <li>• Investment into regional inter-linkage of secondary cities, and into secondary cities development projects</li> <li>• Resources for the support of an urban development and housing fund</li> </ul>

### 3.1.5 Cross Cutting Issues

#### 3.1.7.1 Capacity building

The performance of government employees managing urban development must be strengthened according to up-to-date regulations and procedures. Planning officers should be trained to use available data, including GIS data, effectively to analyze development trends and needs.

The biggest focus must be on operationalizing the District One Stop Centers. RHA is meant to develop training modules for district employees, and to offer backstopping services. Also, external technical assistance accompanying the work of the Districts could be used where possible.

In some cases there is a clear need to re-organise the organization structures to efficiently undertake the new functions assigned. A capacity assessment should anticipate any Capacity Building activity to: a) identify major gaps in the current organization structure and in the existing staff capacity. b) identify new key profiles to be incorporated in the existing / new

organization structure. c) Establish clear procedure for training and orient new staff so to enable them to work in an organized and efficient manner.

Capacity building should hence be focused not only on the training of the existing staff but also in the training of trainers, and at learning institution level.

### 3.1.7.2 Regional integration

Regional integration is an additional part of the growth strategy, and Rwanda is assessing the opportunities which open up through regional cooperation the areas of transport, trade, energy, health initiatives, free movement of skilled workers and students; and safeguarding access to clean water and sanitation, and communication, which will have an effect on urbanization patterns. The Ministry of East African Community Affairs (MINEAC) is expected to provide information on policy and programs for the Urbanization and Rural Settlement Sector in the East African Community.

Regional (EAC) agreements must be in line with the Urbanization and Rural Settlement Sector goals, to take advantage of pre-planned infrastructure projects. Rwanda has signed up to EAC commitments that impact national urbanization strategies over the next five years. These include:

- *Lake Victoria Water and Sanitation Project Phase II* will supply water and sanitation facilities in Nyagatare, Kayanza, and Nyanza.
- *Lake Victoria Environment Management Project Phase II* will impact 12 districts in Rwanda.
- The *Nile Basin Initiative* sustains the water reserves in the Nile Basin shared by eight countries.
- *Energy Generation at Rusumo Falls*
- *Interconnectivity projects* between Burundi, Tanzania, Uganda and Rwanda
- *Fibre Optic Cables* throughout Rwanda and EAC
- The *EAC Transport Master Plan* which is building and maintaining regional trade routes (includes air, rails, roads and water).
- The EAC is also finalizing a harmonized education curriculum so that there will be ease of movement of students and greater comprehension of qualifications for employers, which may help urban centers attract fee-paying students and gain qualified staff.

### 3.1.7.3 Gender and Family

Urban development and management tasks, and the proposed sector strategy have direct impact on aspects relating to gender and family. The following sector priorities were identified for the mainstreaming topic, which are closely linked to the proposed Urbanization and Rural Settlement Sector strategy. Attention should be paid to:

- Acknowledge men and women equally in land & property ownership documents.
- Participate men and women equally in development planning procedures and include gender specific comments and needs.
- Address men and women equally promoting construction permits and business licenses.
- For men and women, to profit equally from private sector support measures in economic development planning.
- Support mixed use development (including in imidugudu) to facilitate women and men to perform their daily activities and responsibilities more efficiently and free up time for economic and social development. Explore spatial provision for both individual and collective economic activities that are attractive to women and men separately and together.

- Design neighborhoods that provide safe walkability for children (to primary school), women and elders.
- Design neighborhoods with a variety of spaces that invite different scaled community activities for different groups, and especially outdoor play spaces for children.
- Design housing and neighborhoods to accommodate a variety of different household models including extended families and singles/new couples without children. Encourage variety beyond nuclear families and disaggregate the cultural norm of single family house attached to weddings.
- Design and implement improved and sustainable sanitary infrastructure at household and neighborhood level, especially in densely populated areas,
- Make the employment sectors, including design and construction industry, better accessible and attractive to women.

#### *3.1.7.4 Environment, climate change and disaster management*

In this cross-cutting issue it is equally important to collaborate with other sectors, in order to support accelerated development and deployment of new technologies, and improve policy and guidelines.

In line with Green Growth paradigm, climate change mitigation and adaptation measures will be an integral part of the urban management codes and standards and should be adapted to whenever urban management decisions are taken. The guidelines and preparatory pilot projects may help demonstrate, deploy, and scale up the use of renewable energies, support sustainable public transport, and commercialize sustainable energy finance through local banks.

In the recent past, the country's economy and livelihoods of the population have been affected by natural disasters, but also by disasters which in the first place are man-made. One major cause of death is landslides due to erosion, which is correlated to misuse of land, deforestation, inappropriate planning and construction. As this is a crucial issue, the resettlement of people from the slopes shall go hand in hand with the provision of suitable options of where to relocate. It is important that this issue be addressed holistically including elements of storm water drainages, green infrastructure and rainwater harvesting, awareness building on basic construction principles, efficient and cost-effective waste water treatment systems and waste management systems, measures to control and decrease air pollution and ground water contamination, and to protect and enhance existing natural resources.

One aspect in urban and rural development management which requires collaboration between the urbanization sector, the rural development sector and the natural resources sector is the well managed local plot allocation according to efficient and transparent procedures, and addressing all strata of the population.

#### *3.1.7.5 Disability and social inclusion*

The Urbanization and Rural Settlement Sector may have an effect on the topic when human settlement development planning is undertaken in participatory manner. Participatory planning may cause social cohesion and can therein trigger community improvement through facilitation of cultural opportunities, increase to health care, improved and affordable transportation, availability of employment, and technological advancement. Cities may bundle ideas, creativity and technology, and can foster enlightened, congenial, and multicultural living.

Simultaneously, there is a risk for negative effects of urbanization and social inclusion when service delivery and planning are absent, and when segments of society are excluded from the legal framework. Lack of inclusive planning may for example result in unsanitary conditions, poor housing, increased environmental degradation and pollution, and garbage production. It also results in difficulties of plan implementation.

#### *3.1.7.6 HIV/AIDS and non-communicable diseases*

The crosscutting issue of HIV/Aids has interrelations with urbanization, the built environment, human settlements, housing, public health, sanitation, and infrastructure in many ways. Not only do measures have to target the assimilation of problems faced by infected people (such as responding to specific housing needs), but also the prevention of further infection which is augmented through better infrastructure, construction projects in the field, circulation in university towns, and the like. Services in care and prevention, sanitary housing conditions, and ongoing awareness building are aspects which need to be addressed in each development measure taken.

### **3.1.8 Linkage to Budget Programs**

In the following, the log-frame is linked to the existing budget and resource needs. The objectives of the sector are summarised, with focus on specific objectives and implementation strategies.



# 4 Implementation of the Sector Strategic Plan

## 4.1 Sequencing of interventions

This chapter outlines the high level sector outcomes and priorities, and the approaches for their achievement. The implementation of the sector strategy needs to align sequencing, resource availability and utilization as well as information flow.

The implementation of the identified projects requires resources from the central government, local government and prospective development partners. To bridge a financial gap, concerted efforts to identify and mobilize untapped local resources from the private sector organizations and NGOs to supplement the available resources will be prioritized.

The successful implementation of the Strategic Plan will not only depend on government staff, but also on the availability and efficient utilization of the resources. The financial resource requirements are shown in the annex.

### 4.1.1 Strategies and Programs to Achieve Objectives and Outcomes

Below, the main actions to achieve the priority issues described in the previous chapter are described. The actions are sequenced as far as possible.

#### ***Integrated development planning and management***

One unified planning system, which is capable provide a development planning procedure while coordinating all sectors, will be introduced. Local Plans need to be elaborated in line with policy, with hierarchically higher plans, and considering the available budget and means of implementation. During the review of the planning system, all planning and collaboration procedures, including participation and monitoring will be standardized. A parallel and equally important process is to develop and adopt the **National Urban and Human Settlement Planning Codes and Standards** which standardize planning and include site planning and environmental engineering. The content of the codes and standards shall concern urban and rural settlement planning, zoning, infrastructure, and administrative procedures for service provision related to development in an extensive stakeholder process. They require dissemination and consultation among urban designers, architects, planners, developers and general public, along with capacity building of government staff, especially at District Technical One Stop Centers.

As a result, constructions within planned areas (Areas of Local Urban Development Plans) will be monitored to ensure their alignment with the available plans and with the planning codes and standards. It is anticipated that there will be an increase of construction applications for private development due to raised awareness among citizens, and improved service delivery at One Stop Centers. Online application systems make the processing efficient, but accessibility for all must be ensured for it to not become a segregating tool especially outside of the main urban areas.

***Develop national settlement network including Kigali and six secondary cities and IDP's as poles of growth offering economic opportunities to their citizens, attracting investment, and providing services to support economic initiatives***

To make cities attractive for migrants and investors, the local development management and service delivery requires improvement and first priority attention.

This initiative in administrative terms will be parallel to improved physical inter-connectivity, which is assumed to also attract economic investment and growth.

National investment will be channeled into the chosen secondary cities, and into the interconnection of urban and urbanizing areas, and those cities will be prioritized. Prioritization shall be reflected in any measure initiated by the government with all institutions and agencies to follow. This shall include a prioritization key that the future Local Development Agency (former CDF) would follow.

Each local development planning process shall identify the key economic drivers for the secondary cities, and in case of valid plans existing, those may require a review process.

Finally, the number of IDP villages shall be upscaled to all districts.

For an integrated and greener development of secondary cities, a national roadmap shall be formulated and implemented in this regard. The roadmap could be composed of two pillars - green urban planning and local green economy promotion- and include, but not limited to green growth readiness assessment of each secondary city, revision of local development plans in light of “green city” concept fitting into Rwandan context, prioritization of investment options at national and local level, specific to each secondary city. The roadmap will enable an efficient investment for secondary cities and also facilitate the dialogues and collaboration among multiple stakeholders, especially different ministries and governmental agencies, and districts.

#### ***Financing and supply options for affordable housing and related infrastructure development***

There is a strategy required, of how to best enable the private sector meet the demand for affordable housing, and simultaneously make the local governments provide public infrastructure. The strategy should consist of different aspects, starting with local revenue income generation for the use in local development, and also making better use of available funding mechanisms.

The concrete measures accompanying the strategies shall consist the densification of developable land; re-zoning of currently redundant government land depending on its location; identification of user groups and their available contribution to the cost of housing; identification of developers ready to construct housing and their needs to fulfil the demand; innovation in construction technology and typology to suit the situation of scarce land and scarce resources available.

The establishment of a housing fund should be further pursued and its aim is to achieve self-sufficiency after an initial fund injection. Donors organizations shall be contacted regarding a possible collaboration. The funds shall enable District authorities to access finances for local infrastructure; and private developers to access finances for affordable housing, for the use in development projects in line with local development plans. It is also possible to build on the existing RDSF fund/ future Local Development Agency for the use in public infrastructure, and adapt the access criteria and scope of this fund. This existing fund shall be complemented by a fund available to private lenders investing in affordable housing and settlement development. It is meant to achieve financial self-sustainability in 2018.

Locally generated revenue from economic and physical development gains may be used to contribute to the fund, such as portions from property tax revenue. Care should be given to

assure that the system is fair, and is adapted to widening variety of types of immovable property. This would support the strategy of better developed cities contributing to the development of lesser developed cities, and the idea of channeling development into urban hubs country-wide.

The support and promotion of **private rental schemes** need serious consideration and exploration in order to meet the demand of the lowest income groups.

Finally, the advertisement of information readily available should be a major step to be taken. Advertised should be information on available land, its zoning requirements if any, its exact size and location, the profile of potential buyers, if such information is available.

### ***Green building and green growth***

Green building and green growth are contributing discussions to different ongoing projects. Green growth is a new economic paradigm which refers to economic growth with environmental sustainability. Work which has already been done needs wider dissemination, while the topic is being introduced in public discussions and streamlined. Other innovations are expected from equipping universities with centers of excellence, and by building research partnerships.

Green building principles also have to be integrated in the planning codes and standards and in the review of the planning system and tools, to support of innovation in construction, and to piloting initiatives. The green building principles that will be agreed on have to be mainstreamed in all planning and building design applied.

The government can play a role in linking to research institutions and to the private sector to bundle efforts; in funding research on green building and urbanization; and in supporting pilot solutions, e.g. in affordable housing and waste water treatment.

Through regulatory measures or tax easement incentives, prioritization of measures such as water evacuation required on plot, or water treatment required at plot level where there is no central system, can be established. For example, the significance of **construction quality** and **storm water management** in local planning and construction has to be streamlined and shall result in reduction of losses through heavy rains and landslides.

Water management is relatively new and under addressed, but it has currently moved onto center stage with unfortunate increase in flooding/disasters. Kigali has already begun emergency water management and green infrastructural solutions and tendered for two major studies Integrated Water Resource Management. These should be extended and adapted to other parts of Rwanda. They will also help develop regulatory guidelines for principles to be addressed in site planning, which can be a contribution to the development of the planning codes and standards.

Green growth is influenced by integrated transport and especially by non-automotive and non-motorized transport.

As a result of all initiatives, most housing developments in Rwanda should generally react on the challenges of cost efficiency, affordability, environmental sustainability, population increase, and cultural and climatic suitability.

### ***Monitoring and evaluation is efficient at all levels of development management***

Introduced will be three monitoring levels (national-RHA and City, RHA and City-local, local-field). The monitoring systems shall be clearly developed and standardized, and the use of a system which makes data available online will be further expanded.

### ***The capacity of staff at all government levels is enhanced***

This requires assessments at RHA and OSC's or the capacity and training needs for staff. Subsequently, RHA will be supported to develop and deliver training modules on request. Input from the experience of the COK should be scoped in the development of this system. The collaboration with RIAM, other local government training institutions, and educational institutions such as KIST should be strengthened and further explored.

Before developing training modules on development management, however, the procedures, codes and standards shall first be established.

#### ***Government projects administered and managed by RHA and RSTF***

RHA is the implementing agency for built environment and housing projects. In addition, RHA is responsible for the administration and management of government assets. This requires a big portion of funds which relate to construction, renovation and inspection besides from administrative costs. One major project will consist in the provision of work space by constructing a Ministerial Complex and further Administrative Complex.

RHA is further managing projects of national importance, such as the ongoing initiative of asbestos removal from all public and private buildings. The public institutions are therefore demanded to budget for asbestos removal costs.

One major costing point relevant to the work of the Rural Settlements Task Force is a resettlement initiative from disaster prone zones. Financial assistance is given to the most vulnerable groups.

#### ***Underlying City and District Management***

Underpinning the success of all of the above reforms is a fundamentally efficient government administration. Basic operations, including procurement, budgeting, finance/accounting, revenue collection, must be strengthened under decentralization for the above objectives to be met.

## ***4.2 Roles and responsibilities of partners and stakeholders in the Sector***

Described are the roles of stakeholders active in the sector and their responsibilities – central and local government, private sector, civil society, and other organizations.

### **4.2.1 Roles and responsibilities of partners and stakeholders in the Sector**

There is a wide range of stakeholders involved in the core tasks of the sector due to the nature of the sector being an enabling sector for other implementing sector.

#### ***4.2.1.1 Government Ministries and Agencies; and Organizations***

There are a number of activities of the sector that are budgeted in the infrastructure sector. The Ministry of Finance and Economic Planning allocates funds to activities planned by the Ministry of Infrastructure, and the Ministry leads the implementation of the sector's development projects.

With the Urbanization and Rural Settlement Sector supporting cross-sectoral issues identified in other government agencies' (sectors') mandates, it is paramount to collaborate, complement and support the sector's goals. All roles of stakeholders ranging from government ministries and agencies to national and international organizations and interest

groups need comprehensive coordination. The key government stakeholders whose roles impact on or influence the operations are summarized below.

All government institutions are playing an important role for RHA to achieve their objectives in the removal of asbestos, and in government asset and accommodation management, by having to collaborate in the planning and budgeting for a number of necessary activities.

#### *4.2.1.2 Roles of Central and Local government*

The role of both central and local government is to supervise the successful implementation of the sector programs. The core role of the central government, while still in the final phase of decentralization, is the facilitation of the financial resources, monitoring and technical and administrative facilitation where there is need.

MININFRA is the national institution steering and developing urban and infrastructure development, and monitoring implementation. MININFRA has a number of implementing agencies responsible for the provision of services and utilities, which play a primary role in supporting the implementation of development strategies of mainly national importance.

Those are Office National de Transport et Commun (ONATRACOM), Road Maintenance Fund (RMF), Rwanda Transport Development Agency (RTDA), Rwanda Civil Aviation Authority (RCAA), Rwanda Air and Energy, Water and Sanitation Authority (EWSA). EWSA addresses issues relating to Municipal Solid Waste, Energy, Water Supply in Urban areas and in urban extension zone in coordination with MINIRENA. Rwanda Housing Authority (RHA) is an agency responsible for urban development and housing and therefore plays a facilitating role.

A big proportion of the sector priorities is related to making local authorities fully functional. Therefore, local governments are on one hand expected to implement a number of activities at their own responsibility, and the local governments are to provide leadership. According to the *Law Determining the Organisation and Functioning of the District*, the District Council is responsible for urban management tasks, particularly development, construction and organization of towns and trading centers.

On the other hand they are targets of the sector priorities, when developing and improving operational and planning procedures, draft regulations, and build capacity.

#### *4.2.1.3 Roles of Cities: Kigali and the Secondary Cities*

The City of Kigali has increasingly taken on its planning authority role for its own urban planning and implementation of urbanization. Following on specific implementation assignments (roads, public transport, drainage infrastructure, street lighting and naming, solid waste, tc) it has built administrative capacity in urban management at the Department of Planning / One Stop Center. It has also built collaborations with partners in key activities, including affordable housing, integrated water resource management, urban design and non-motorized transport initiatives.

Clarification will be required about the future administration of secondary cities, and whether or not they will remain urban areas as part of a District area, or whether they shall be administered autonomously by a city government.

## Key stakeholders in the sector and their key roles

<b>Ministry / Government Agency</b>	<b>Key consideration / role</b>
Office of the Prime Minister	Leadership in overall Government policy coordination and guidance, security etc
Office of the Government Spokesperson	Overall Government representation
Ministry of Finance and Economic Planning	Ensure efficient allocation and facilitate mobilization of Financial resources Leadership in national economic policy management, deployment of qualified Economic Planning Officers, and effective monitoring and evaluation of programmes undertaken by the sector
Ministry of Infrastructure	Identify infrastructure needs and providing for the infrastructure demand as well as providing suggestions on the policy direction that will enhance quality execution.
Rwanda Housing Authority	Coordinate, supervise, monitor and evaluate the implementation of the sector's programs
Ministry of Local Government	Leadership in local development management, and project implementation Facilitate housing, urban development, infrastructure and services provision
Rwanda Natural Resources Authority	Land and natural resources management as well as national spatial planning framework
Rwanda Environment Management Agency	Environmental Management
City of Kigali	Integrated urban planning, transport/infrastructure, greening, construction management and oversight for Kigali its three districts. Drive integration and coordination with all relevant ministries and agencies for all Kigali relevant activities.  Act as a training centre for other Districts OSC's
District One Stop Centres	Supervise technically the execution works of the sector's programmes and activities at local level
Secondary Cities	Local planning authorities (Muhanga, Musanze, Rusizi, Rubavu, Huye, Nyagatare)
Rwanda Transport Development Agency	Infrastructure planning and management (transport, roads and public works)
Energy Water and Sanitation Agency	Water, energy and sanitation infrastructure planning and management
Commerce and Industry	Commercial and industrial development projects in the sector
Foreign Affairs	Facilitation of participation at international level
Parliament	Approve sector's policies and legislative issues (which may impact on implementation of programmes/activities)
Justice and Attorney General's Office	Legal advice

Public Service Commission & Public Sector Capacity Building Secretariat	Provide policy direction in Human Resource Management and Development
National Institute of Statistics for Rwanda	Baseline and status statistical data for the sector
Rwanda Development Board (RDB)	Facilitate foreign investors participate in the sector
Police	Strategies for community security; public institutional infrastructure
National Statistics Office	Background studies; Monitoring and Evaluation
Universities (e.g. INES, KIST, NUR)	Research and human resource development
Rwanda Bureau of Standards & Rwanda Utilities Regulatory Authority	Ensure implementation of the sector's projects is up to the required national regulations and standards
RALGA	Platform for local governments
Civil Society Platform	Platform for Civil Society Organizations
International NGP's (e.g. Shelter Afrique)	Support of implementation of programs and projects
Development cooperation (e.g. GIZ, GIZ IS, KfW, JICA, UNDP, UN-HABITAT, GGGI, World Bank, Chinese Government)	Capacity enhancement, financial and technical support to the governmental institutions and civil society
Professional Associations	Contactors, Engineers, Architects, Surveyors. Valuers, Real Estate Developers
Private Sector (e.g. PSF, banks, ESRI, construction companies, property valuers)	Supporting the government in financing, implementation and management

#### 4.2.1.4 Role of Private Sector

The private sector is endowed with human and financial resources which are attractive to the Urbanization and Rural Settlement Sector to complement government programs, projects and resources. The private sector includes the Private Sector Federation (PSF), Private Real Estate and Housing Developing Agencies, Manufacturer and Contractor Groups, Financial and Banking Institutions, Association of Professional Bodies (Architects, Engineers, Surveyors, Urban Planners...), Legal/Arbitration Associations, etc. The private sector provides investment financing for the technical implementation of the programs. The Urbanization and Rural Settlement Sector collaborates with the private sector in identifying needs and providing for the demand, as well as exploring suggestions on the policy direction that will enhance the partnerships between the private and public sectors. The collaboration with banks will play a significant role in homeowner housing finance for homeownership or rental.

#### 4.2.1.5 *Role of civil society and other organisations*

Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs), Faith Based Organizations (FBOs), Development Partners and other special interest groups should be involved in the planning, implementation of local development. Public participation is therefore being anchored as standardized procedure within local planning processes.

#### 4.2.1.6 *Development partners*

Development partners may include but are not limited to World Bank, UN Habitat, Global Green Growth Institute (GGGI), Shelter-Afrique, European Union, French Development Agency (AFD), Swedish International Development Agency (SIDA), JICA, Belgian Technical Cooperation (BTC), Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, DFID. Their role is in sharing of expertise and new ideas that guide the sector's operations and enhance implementation of the programs.

### 4.3 *Mechanisms for Coordination and Information Sharing*

Project coordination and information sharing is one of the most important components for any successful project. It provides possible solutions and mitigations to potential barriers to targeted outcomes. The urbanization and human settlement sector especially carries numerous cross-sectoral and cross-cutting issues and cannot ignore coordination and information sharing. This sub-section addresses a variety of mechanisms for effective coordination and information sharing between stakeholders and partners in the sector.

Coordination mechanisms require not only inter-personal meetings, but can be supported by IT solutions, including data sharing platforms and mechanisms, as well as and monitoring tools.

It is planned to establish a steering committee which regularly bring together the development related sectors, with an overall responsibility for the management of projects of national relevance. The committee would further address the review of the planning system, so that it is eventually coordinated and functional at City and District level, which is the level of responsibility.

Secondly, RHA and Rural Settlement Task Force need to collaborate very closely. Ideally, for collaboration on a daily basis, they share offices in the same building, or at least a regular exchange mechanism must be agreed on.

All sectors including land and natural resources, transport, energy, water and sanitation, environment, private sector, commerce and industry, governance, infrastructure standards as well as representatives from development partners and co-financiers, are responsible to review policies and take policy decisions. The sectors will meet as often as is necessary to report on progress.

Closely related to this, regular joint sector reviews through Urbanization and Rural Settlement Sector Working Group meetings comprising of all key stakeholders shall closely follow-up the progress of the sector's projects and activities.

To ensure that communication between stakeholders, implementers and development partners is effective and knowledge and information is regularly shared, there should be a sector Web Site with dedicated staff to maintain it, which becomes a repository for all communications, materials and scheduling. All stakeholders and individuals should be registered and this could also include regular emails and/or sms updates for all members.



Finally, it is planned to run project implementation review forums, workshops and awareness campaigns. These sessions on quarterly basis will allow monitoring and evaluating the progress of the sector programs. Lessons learnt, best practices and alternative technologies and strategies arising from ongoing projects will assist in identifying possible solutions and mitigations to the threats and root causes which are acting as barriers to successful project implementation and sustainable resource management. Guidelines shall be developed as a result, and be disseminated where appropriate.

Inter-sectoral training and capacity building for stakeholders and partners will ensure that partner institutions and organizations have the necessary skills and capacity and hence promote the knowledge and information sharing within the sector. Training will be developed in close coordination and consultation with relevant government agencies, as well as with key stakeholder sectors.

Spatial information available shall include information on urbanizing areas. The IT system along with publications of articles in the media as well as in radios, newspapers, brochures, leaflets and television broadcastings will support public communication and awareness among the entire public. This should be done in collaboration with pertinent partners like MINALOC, RHA, Districts, City of Kigali, RNRA, RTDA, EWSA and others. A significant element of communication requires a dedicated communications officer and design staff to prepare integrated material, which can be branded and coordinated for consistency.

## **4.4 Risk analysis**

### **4.4.1 Risks Analysis and Proposed Mitigation Strategies**

This sub-section highlights the risks envisaged during the sector projects and activities while offering strategies to effectively manage or minimize them. As the Urbanization and Rural Settlement Sector is cross-sectoral, implementation of the sector programs and projects calls for a wide range of stakeholders to be involved for a successful execution.

Successful project execution will not only depend on the quality of delivery and commitment of stakeholders but also on the availability and efficient utilization of the resources. For each implementation plan, a regular review of all aspects related to project delivery, such as program, risk, funding and procurement will be undertaken with sector stakeholders to ensure that the aspirations of the planned projects are met.

#### **4.4.1.1 Financial risks**

The execution of projects and activities relies on the availability of financial resources from the national budget as well as from other sources highlighted earlier. Failure to avail the required financial resources to facilitate execution of the planned projects and activities will cause a big threat towards achievement of the sector's targets. Unforeseen high inflation rates, stock market fluctuations, economic recession, interest rate changes, or non-compliance of the funding partner may adversely impact on project cost and hence implementation.

Financial risks also come from low capacity in management which wastes money, delays and in the end spends more money because of this. Money is also wasted through when the formulation of TOR's for consultancies are not well thought through, and when project strategies and the objective are not well designed in advance before commissioning works.

One of the mitigation measures is to establish a sustainable urban development fund, or to attach an urban component to the existing local development support fund, to facilitate investment in affordable housing and the required public infrastructure.

#### *4.4.1.2 Human*

The need for human resource is critical in the implementation of projects in numerous ways. Projects may be negatively affected by absenteeism, illness, death, injury, or other loss of key individuals (turnover), and by technical incapacity, or low work performance of technical staff to beneficiaries towards the implemented projects. Because of the upward and outward mobility of staff in most GOR agencies, the loss of institutional memory is a standard challenge. This should be mitigated through good storage and documentation systems, regular induction training for new staff, and possibly paying staff at market rates so that turnover is not so high. A culture of communication is to be encouraged to maintain institutional memory.

The planned projects also depend on the usage, and user fees paid by the benefiting population for higher productivity purposes. Failure in attracting responses by people to migrate into well serviced urban areas, for example, will be a threat. Therefore, each project should be preceded by a demand study.

RHA will develop programs to build human capacity and implement the workplace policy.

#### *4.4.1.3 Operational*

Project operation risks range from exceeding the budget, exceeding planned time, or experiencing issues of product or service quality. The disruption to supplies and operations, loss of access to essential assets, or failures in distribution may also impact on the execution and deliverability of the sector projects.

The strategic planning and development of procedures should precede ad hoc decisions and implementation, so that systems, decisions, objectives, can be coordinated and the way of how to reach an objective is being shared and agreed on by all stakeholders.

Closely related to this are procedural risks which may include failures of accountability, internal systems and controls; or even fraud causing resource wastage. Wastage of resources negatively affects the volume of available resources, which would otherwise be used to deliver the project targets. Any loopholes that facilitate wastage will need to be sealed.

Change of attitude is required to effectively and efficiently manage resources. The adherence to work ethics and structural changes such as adoption of service delivery standards and benchmarking shall be part of the mitigation strategy.

#### *4.4.1.4 Institutional*

There are many initiatives ongoing in parallel, which have some relationship of content. They might also require adjustment and revision in some cases. Higher flexibility shall be promoted in adapting tools and programs to new goals and requirements instead of increasing the number of such tools and programs. For example, the Local Development Agency should be seen as a fund which may accommodate the needs to increased urban pressure, and shall also accommodate a prioritization toward the new sector strategic goal, including the IDP villages and secondary cities development.

If such parallel programs are not seen from a holistic overall approach, the institutional and related environment increases complications in managing the different initiatives, while the impact will not be at the highest possible level.

#### *4.4.1.5 Natural*

Weather, results of climate change and natural disasters (landslides, floods, fire outbreaks), or disease outbreaks are threats to project implementation. Environmental protection and disaster management mechanisms need to be included into the mitigation strategy.

#### *4.4.1.6 Technical*

Non-availability of execution equipment and materials, incapacitated technical executors or technical failures during technical execution of the projects may threaten the successful achievement of the sector goals.

#### *4.4.1.7. Political Will*

In Rwanda, many of the above risk factors can be alleviated by strong political will. The desire to achieve urbanization, must be clearly committed to and stressed, and there is the potential for the achievement of anything.

## 5 Monitoring and Evaluation

The Urbanization and Human Settlement Sector is in charge of all issues related to urban and rural development. An overlap of responsibilities, and gaps in action, however, exist between the sector and various other government institutions. In addition, responsibility for urban management is at District government level, while the human resources are still limited and procedural provisions still insufficient to properly carry out the required tasks. Also, sectoral measures are still handled through the respective Ministries and a uniform and coordinated implementation at local level is challenging.

The challenges led to the creation of the Rwanda Housing Authority (RHA) in 2010, which received the mandate for urban and rural development services bundled in one agency. All projects and activities related to urbanism and public construction are to be monitored and evaluated by RHA, which, however, does not release the District authorities from their responsibility to monitor the local development in the limits of their areas. The Kigali construction permit MIS already supports its districts in reporting.

MININFRA, its implementing agency RHA, and the local planning authorities shall establish procedures to effectively and efficiently guide and monitor development planning, nationwide development and housing activities, in coordination across the sectors at all levels of governance. This should be digital and completely systematized.

The responsible units of authorities in charge of development planning, management and housing must be well structured to collaborate efficiently and effectively in shared tasks. To achieve this, RHA needs to be strengthened in its role as an adviser to local government authorities to help manage urbanization.

Required is the strategic support to a GIS support unit in RHA, which is not operational yet. Its task would be the monitoring of development projects managed through RHA, the data collection and maintenance for government property, land use, and public utilities information, and the support to the districts improving the property tax collection system.

Proposed is also the establishment of a **National data sharing policy and GIS-based information system** to survey, update and access Rwanda's spatial information, including land use, cadastral, properties, demography etc. This system shall be accessed, shared and used by all government levels and institutions to plan and monitor development. The system should include all available data for a better development management, including the land information established by MINIRENA and maintained by RNRA, or government asset database by RHA.

**RHA** shall also efficiently manage construction activities and collaborate with developers based on standardized procedures. For this, a transparent, efficient and easy to update monitoring system is planned to be used for all RHA construction activities.

Kigali's and any other existing experience has to be taken into account in a structured manner, which includes experience in planning, capital improvement planning, organizational management, administration of construction, inspection, and monitoring/ evaluation. This engagement should be well structured in advance and include material knowledge transfer.

Development shall be managed efficiently, and according to fixed procedures at **local government** level with the interim help of RHA. A system to monitor the implementation of local urban development plans will be introduced for the monitoring of permitting and all private construction in the areas of the planning responsibility.

## 5.1 Key performance Indicators and Policy actions 2013/14 to 2017/18

Below the key performance indicators are listed.

### 5.1.1.1 Policy environment

A complete policy and regulatory environment is essential as a basis for further strategy development with shared objectives, and for the functioning of any governmental and operations, as well as for the conformity of private operations in local development.

- Urbanization policy adopted
- Urban and human settlement planning codes and standards adopted

### 5.1.1.2 Local performance

Local performance can be measured indirectly through the actual services provided to the population at City/District level, and indirectly through the satisfaction about such demanded service provision.

- No. of local business licenses issued by Secondary City administrations
- No. of construction in line with local development plans
- No. of construction applications received by Secondary City OSC's each year
- Satisfaction of the population living in secondary cities with the performance of the local government authorities
- No. of citizens accessing urban services

### 5.1.1.3 Affordable housing

Affordable housing can only be indirectly supported and triggered through the policy environment, aggressive advocating, strong public relations, and through facilitation regarding developable lands and public infrastructure support.

- More than one affordable housing finance scheme is developed
- No. of units built through private investment in affordable housing
- No. of developers having accessed housing development fund

### 5.1.1.4 Climate change mitigation and environmental responsibility of growth strategies

Climate change and environmental health should be a streamlined principle underlying any development, and not an extra effort detached from development.

- Green building and green urban growth principles are integrated within the policy, regulatory and planning framework
- Regulatory environment developed which rewards the use of sustainable construction and infrastructure technology
- The housing development receiving permission is environmentally friendly, culturally and climatically suitable in line with the codes and standards

### 5.1.1.5 Monitoring

Monitoring is an important task which should be standardized to be efficient and effective, and provide the opportunity for immediate corrections.

- No. of City/District Authorities which follow their planning, development and monitoring tools according to guidelines

- By 2018 district one stop centers, RHA, and MININFRA are staffed according to institutional plan

#### *5.1.1.6 Capacity*

Capacity building will remain one important component in advancing the sector, especially since the professions related to the build environment and to planning are still young in Rwanda.

- No. of technical staff in MININFRA, RHA and district authorities trained in policy objectives and the practical application of all available urban management tools. RHA is in charge of capacitating district one stop centers.
- No. of new district staff trained in the management of Integrated Urban Planning tools

## *5.2 Key programs for mid-term review or final evaluation of EDPRS*

In the following, the activities to be reviewed at mid-term are presented for each Sector Outcome.

### *5.2.1.1 Institutional framework is reviewed so that local development planning is well coordinated and development project decisions follow the local development plans*

- National Urbanization and Human Settlement Policy
- Implementation strategies for housing policy
- Implementation strategies for urbanization policy
- Detailed analysis of operations in Districts conducted, and recommendations incorporated into the codes and standards
- Adoption of codes and standards
- Adopted decree on citizen participation in planning
- Baseline survey and 1 annual survey on citizen satisfaction with District services, and participation in planning
- Baseline survey and 1 annual survey on service provision by Districts
- Attract funds for affordable housing

### *5.2.1.2 Green building and green urban growth is streamlined planning principle*

- Develop a green city concept tailored to Rwandan context and identify green pilot cities, included as a green growth addendum to National Land Use Master Plan
- Feasibility study for green pilot city / neighborhood
- Green building pilot projects, PR campaigns
- Conceptual Masterplan for green pilot city

### *5.2.1.3 Secondary Cities and IDP villages become poles of growth and investment, offer economic opportunities to citizens, attract investment, and provide services to support economic initiatives*

- Identify trigger projects in each secondary city
- Detailed Physical Plans for Muhanga, Musanze and Rusizi Secondary Cities
- Detailed Physical Plans for Huye, Nyagatare and Rubavu updated in line with National Land Use Master Plan and economic development plan

- Informal settlements survey and upgrading strategy
- Property information surveying and database for secondary cities, and pilot revenue development in 4 secondary cities
- Servicing in 4 informal settlements
- Develop a national roadmap for secondary city development

*5.2.1.4 Affordable housing financing and supply options are accessible to developers*

- Land identified which is available for affordable housing development, and database
- Complete housing needs assessed and projected
- Potential buyers for affordable housing registered
- Affordable housing implementation strategy
- Pilot projects for affordable housing initiated
- Website and other PR strategy
- 4 PPP for the construction of affordable housing established
- Library of housing typologies developed
- Housing cooperatives mobilized and linked to massive investors
- Public infrastructure development supported by housing fund
- Housing Fund starts operating and supports 3 developers to build affordable housing

*5.2.1.5 Monitoring and evaluation is efficient at all levels of urban management according to responsibilities*

- Monitoring system for MININFRA to monitor RHA set up and maintained
- Monitoring system for RHA to monitor developers set up and maintained
- Monitoring system for Districts to monitor local development and private construction set up and maintained

*5.2.1.6 The capacity of staff at all government levels responsible in development management is enhanced*

- Training modules developed, and regular trainings provided to Districts by RHA
- All government documents are accessible online
- RHA trained on AutoCAD, project management, contract management, urban design and planning
- New qualified staff is recruited and incorporated in controlling positions to manage transition and train existing staff.

*5.2.1.7 RHA is administering government projects and manages its assets*

- Asbestos Eradication from buildings completed
- Regular government asset management and refurbishment
- Construction, and regular inspection of government assets
- Resettlement from high risk areas undertaken

# 6 Cost and Financing of the Sector Strategic Plan

## 6.1 Costing and Proposed Financing for the Sector Strategy

To raise the necessary funds for the sector, four main avenues are usually considered; the government, the local private sector, development partners, and international private well-wishers and contributors.

It is vital that the Government carries at least half the cost in order to show a firm commitment towards issues of urbanization and human settlement. The other 50% would then be split between foreign development partners and the private sector (local and foreign). The estimated cost requirement for EDPRS2 to achieve the targets are presented in the below table.

### 6.1.1 Strategies to mobilize resources

The sources of funding for this Strategic Plan and strategies to be used to mobilize funds are outlined below.

#### 6.1.1.1 Government of Rwanda

The main contribution to the financial needs will be sourced from the Government, including the appropriations in aid. The sector through its mother Ministry hopes to attract enhanced funding from the exchequer through clear articulation of its priorities in the MTEF annual reports, and accomplishment of performance targets, as reflected in the performance contracts and annual work plans.

#### 6.1.1.2 Development Partners

The Urbanization and Rural Settlement Sector through its mother Ministries is engaging and collaborating with a number of development partners in addressing development issues. There is potential to attract more financial and technical assistance.

#### 6.1.1.3 Exploitation of untapped local resources

There is great potential for mobilizing additional resources from private sector companies and organizations, and from NGOs to supplement the available resources, and to bridge the financial gap.

#### 6.1.1.4 Diaspora and international socially engaged and well-wishers

The topic of affordable housing in particular could be spread internationally through intense, world-wide online campaigns and information sharing. The Ministry and RHA shall make available concrete information on developable land, including its location, zoning requirements, cost and location on a dedicated website. An online donation system could be considered, with the funds being channeled into the anticipated affordable housing fund.

It could even be considered to establish a fund-raising event combined with an international Marathon for example. Once a trigger amount has been collected, such affordable housing fund could be self-sustaining.



### 6.1.2 Funds available

The yearly funds provided by the central government to MININFRA's urban planning and housing department and RHA range around 350 Million RWF for the headquarters, and 17 Billion RWF for the implementation works managed by RHA.

### 6.1.3 Costs

The cost summary of the sector programmes is shown in below table..

### 6.1.4 Funds to be mobilised

The costs to be mobilized is about 50 Billion FRW for the 5 year period ahead.

RWF '000	EDPRS 2					Total for EDPRS 2
	2013/14	2014/15	2015/16	2016/17	2017/18	
<b>Funds Available</b>						
Government	15,000,000	15,000,000	15,000,000	15,000,000	15,000,000	<b>75,000,000</b>
Donor projects	10,000,000	10,000,000	10,000,000	10,000,000	10,000,000	<b>50,000,000</b>
Private sources						<b>0</b>
Other sources						<b>0</b>
<b>Total</b>	<b>25,000,000</b>	<b>25,000,000</b>	<b>25,000,000</b>	<b>25,000,000</b>	<b>25,000,000</b>	<b>125,000,000</b>
Existing Baseline Expenditure						<b>0</b>
Funds Available for EDPRS 2	25,000,000	25,000,000	25,000,000	25,000,000	25,000,000	125,000,000
<b>Total Projected Cost</b>						
National projects costs	40,204,503	39,695,575	38,773,083	28,507,083	23,440,083	<b>170,620,327</b>
Districts' project costs	951,200	887,200	845,600	820,000	820,000	<b>4,324,000</b>
<b>Total</b>	<b>41,155,703</b>	<b>40,582,775</b>	<b>39,618,683</b>	<b>29,327,083</b>	<b>24,260,083</b>	<b>174,944,327</b>
<b>Overall Deficit/Surplus</b>	<b>-16,155,703</b>	<b>-15,582,775</b>	<b>-14,618,683</b>	<b>-4,327,083</b>	<b>739,917</b>	<b>-49,944,327</b>
% Surplus/deficit	-65%	-62%	-58%	-17%	3%	-40%

**Table 2. Sector Cost and Financing**

# 7 Annexes

## 7.1 Sector Priority and Outcome Matrix

(1) THEMATIC OUTCOME	(2) SECTOR PRIORITY	(3) SECTOR OUTCOME	(4) SECTOR OUTCOME INDICATOR
	Improve urban and rural settlement development planning and management system	Well-coordinated urban and rural settlement development planning and management	<ul style="list-style-type: none"> <li>• Policy, legal and regulatory frameworks fully harmonized</li> <li>• The number of District One Stop Centers fully operational</li> </ul>
	Develop secondary cities as poles of growth	A network of secondary cities created that provide services and attract economic activities	<ul style="list-style-type: none"> <li>• Percentage of population living in secondary cities</li> <li>• Percentage of new off-farm jobs created in secondary cities</li> </ul>
	Develop urban and rural settlements around economic activities	Integrated urban and rural settlements	<ul style="list-style-type: none"> <li>• Percentage of development projects executed in line with integrated local development plans</li> <li>• Percentage of households living in integrated &amp; economically viable settlements (rural)</li> <li>• Percentage of urban housing units located in mixed use neighborhoods</li> </ul>
	Financing and supply options for affordable housing	Developed affordable housing and finance options	<ul style="list-style-type: none"> <li>• Number of housing units affordable for low income earners</li> </ul>
	Collaboration with private sector	Increased private sector activity in urbanization and human settlement development	<ul style="list-style-type: none"> <li>• Number of construction permit applications submitted for commercial uses</li> <li>• Amount of investment in affordable housing</li> <li>• Percentage of building permits applying green building / growth principles</li> </ul>
	Institutional and human capacity building in urbanization and rural settlement sector	Improved institutional and human capacities	<ul style="list-style-type: none"> <li>• Percentage of staff hired in district one stop centers staffed according to institutional plan</li> <li>• Percentage of District One Stop Center staff regularly trained by RHA</li> </ul>
	Support the public institutional priorities and needs and support public health in the built environment	Efficient management of government assets, work space and initiatives targeting public health	<ul style="list-style-type: none"> <li>• Number of Government institutions housed in government property</li> <li>• Percentage of asbestos eradicated countrywide</li> </ul>

## 7.2 Annex D: Sector Monitoring Matrix

SECTOR OUTCOME	SECTOR OUTCOME INDICATOR	BASE-LINE (2012)	2013/14		2014/15		2015/16		2016/17		2017/18		Reporting Responsibility
			Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Well-coordinated urban and rural settlement development planning and management	The number of District One Stop Centers fully operational	6	7		12		18		24		30		MINALOC
A network of secondary cities provides services and attracts economic activities	Percentage of population living in urban areas of secondary cities	To be updated after 2012 census results											NISR, MININFRA
	Number of new off-farm jobs created in secondary cities	0	2,000		6,000		15,000		40,000		100,000		RDB/ Districts
Integrated urban and rural settlements	Percentage of development projects executed in line with integrated local development plans	0	50%		60%		70%		80%		99%		Districts, MINALOC, RHA
	Percentage of households living in integrated & economically viable settlements	37.5%	43%		48%		53%		58%		65%		MINALOC

	(rural)												
	Percentage of new urban housing units located in mixed use neighborhoods	0	30%		40%		50%		60%		70%		District OSC's, RHA
Developed affordable housing and finance options	Number of housing units affordable for low income earners	250	2,500		3,000		6,000		12,000		25,000		RHA
Increased private sector activity in urbanization and human settlement development	Number of private investors in affordable housing development	0	2		4		6		8		10		RDB/ Districts
	Percentage of building permits applying green building / growth principles	0	5		10		20		35		55		RDB/MININF RA/RHA/Districts
Improved institutional and human capacities	District One Stop Centers and RHA trained	0	0		6		14		22		30		OSC's
	Institutions fully staffed	3	3		12		18		24		30		MINALOC
Efficient management of government assets, work space and initiatives targeting public health	Number of the current 41 government institutions accommodated in rented buildings	41	36		24		16		8		0		RHA

	Area (m2) of asbestos sheets removed and buried nationwide	201,681 m2	401,681 m2		851,681 m2		1,308,259 m2							RHA
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### 7.3 Sector Priority / Policy Actions Matrix

THEMATIC OUTCOME	SECTOR OUTCOME	SECTOR OUTPUT (Aggregated)	PRIORITY/POLICY ACTIONS (ANNUAL OUTPUT)					TOTAL BUDGET FOR 5-YEARS (RWF)	
			2013/14	2014/15	2015/16	2016/17	2017/18		
	Well-coordinated urban and rural settlement development planning and management	Policy and regulatory frameworks harmonized	<ul style="list-style-type: none"> <li>Update National Urbanization and Human Settlement Policy</li> <li>Develop Urban Planning and Human Settlement Codes and Standards</li> <li>Detailed analysis in OSC's</li> </ul>	<ul style="list-style-type: none"> <li>Adoption of codes and standards</li> <li>Data sharing policy</li> </ul>					447,000,000
		Sector implementation strategies set	<ul style="list-style-type: none"> <li>Implementation strategies for housing policy</li> <li>Complete orders and decrees to laws</li> <li>Develop PM Order on local urban planning</li> <li>Draft decree on citizen participation in planning</li> </ul>	<ul style="list-style-type: none"> <li>Implementation strategies for urbanization policy</li> <li>Adopt decree on citizen participation in planning</li> </ul>					
		Monitoring & evaluation established, and is efficient and effective	<ul style="list-style-type: none"> <li>Baseline survey on citizen satisfaction with</li> </ul>	<ul style="list-style-type: none"> <li>Annual surveys on citizen satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>Annual survey on citizen satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>Annual survey on citizen satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>Annual survey on citizen satisfaction</li> </ul>		

			<p>District services, and participation in planning</p> <ul style="list-style-type: none"> <li>• Baseline survey on service provision by Districts</li> <li>• Data collection of all existing infrastructure</li> <li>• Establish Regular Monitoring and Evaluation Mechanisms</li> <li>• Establish reporting mechanisms (1 MININFRA to monitor RHA, 2 RHA to monitor developers, 3 Districts to monitor local development and private construction)</li> </ul>	<p>with District services, and participation in planning</p> <ul style="list-style-type: none"> <li>• Annual survey on service provision by Districts</li> <li>• Incentive schemes for investment in affordable housing</li> <li>• Data collection of all existing infrastructure</li> <li>• National Geo-Database</li> <li>• Maintain Regular Monitoring and Evaluation Mechanisms</li> <li>• Maintain reporting mechanisms</li> </ul>	<p>with District services, and participation in planning</p> <ul style="list-style-type: none"> <li>• Annual survey on service provision by Districts</li> <li>• Maintain Regular Monitoring and Evaluation Mechanisms</li> <li>• Maintain reporting mechanisms</li> </ul>	<p>with District services, and participation in planning</p> <ul style="list-style-type: none"> <li>• Annual survey on service provision by Districts</li> <li>• Maintain Regular Monitoring and Evaluation Mechanisms</li> <li>• Maintain reporting mechanisms</li> </ul>	<p>with District services, and participation in planning</p> <ul style="list-style-type: none"> <li>• Annual survey on service provision by Districts</li> <li>• Maintain and expand National Geo-Database</li> <li>• Maintain Regular Monitoring and Evaluation Mechanisms</li> <li>• Maintain reporting mechanisms</li> </ul>	
		Sector Coordination Platform established	<ul style="list-style-type: none"> <li>• Establish a Sector Wide Approach secretariat</li> <li>• Strengthen Sector Working Group (SWG)</li> <li>• Establish coordination mechanisms and tools</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen Sector Working Group (SWG)</li> <li>• Apply coordination mechanisms and tools</li> </ul>	<ul style="list-style-type: none"> <li>• Apply coordination mechanisms and tools</li> </ul>	<ul style="list-style-type: none"> <li>• Apply coordination mechanisms and tools</li> </ul>	<ul style="list-style-type: none"> <li>• Apply coordination mechanisms and tools</li> </ul>	



	<p>A network of secondary cities provides services and attracts economic activities</p>	<p>Develop a national strategy for green growth and identify a green pilot city, included as a green growth addendum to National Land Use Master Plan</p>	<ul style="list-style-type: none"> <li>• Develop a national strategy for green growth and identify a green pilot city, included as a green growth addendum to National Land Use Master Plan</li> <li>• Feasibility study</li> <li>• Review of LUDP's for secondary cities in line with development goal</li> </ul>	<ul style="list-style-type: none"> <li>• Green building pilot projects, PR campaigns</li> <li>• Draft conceptual Masterplan for green pilot city</li> <li>• Review of LUDP's for secondary cities in line with development goal</li> <li>• Alignment of objectives with District Development Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Green building pilot projects, PR campaigns</li> <li>• Conceptual Masterplan for green pilot city</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Draft implementation strategy for conceptual Masterplan/ green city cities</li> </ul>	<ul style="list-style-type: none"> <li>• Final implementation strategy for conceptual Masterplan/ green city</li> </ul>	<p>2,150,000</p>
		<p>Identify Package of interventions for secondary cities development identified and implemented</p>	<ul style="list-style-type: none"> <li>• Identify the package of interventions with different stakeholders</li> <li>• Identify strategic investments in secondary cities</li> <li>• Elaborate, update and implement detailed physical plans for all Secondary Cities</li> <li>• Initiate provision and/or upgrading of basic public trunk</li> </ul>	<ul style="list-style-type: none"> <li>• Elaborate, update and implement detailed physical plans for all Secondary Cities</li> <li>• Huye, Nyagatare and Rubavu updated in line with National Land Use Master Plan and economic development plan</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement sites</li> <li>• Upgrade informal settlements</li> <li>• Property information surveying scaled up to 4 secondary</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement sites</li> <li>• Upgrade informal settlements</li> <li>• Property information surveying scaled up to 6 secondary</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement sites</li> <li>• Upgrade informal settlements</li> <li>• Scaling up of revenue development to remaining Districts</li> </ul>	

			<p>infrastructure for new and old settlement sites</p> <ul style="list-style-type: none"> <li>• Upgrade informal settlements</li> <li>• Identify a green pilot city</li> <li>• Identify trigger projects in each secondary city</li> <li>• Detailed Physical Plans for Muhanga, Musanze and Rusizi Secondary Cities</li> <li>• Service new Settlement Sites for Secondary Cities serviced with graded roads</li> <li>• Property information surveying and database for secondary cities</li> <li>• Establish revenue management system</li> <li>• Run pilot revenue development in one secondary city</li> </ul>	<ul style="list-style-type: none"> <li>• Initiate provision and/or upgrading of basic public trunk infrastructure for new and old settlement sites</li> <li>• Upgrade informal settlements</li> <li>• Property information surveying scaled up to 2 secondary cities</li> <li>• Scaling up of revenue development to 2 secondary cities</li> </ul>	<p>cities</p> <ul style="list-style-type: none"> <li>• Scaling up of revenue development to 4 secondary cities</li> </ul>	<p>cities</p> <ul style="list-style-type: none"> <li>• Scaling up of revenue development to 6 secondary cities</li> <li>• Scaling up of revenue development to 6 secondary</li> </ul>		
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Integrated urban and rural settlements	Detailed physical plans for urban areas and IDP villages	<ul style="list-style-type: none"> <li>• Informal settlements survey and upgrading strategy</li> <li>• Elaborate District Land Use Development Plans conform with the National Land Use Development Master Plan to guide District Development Plans</li> <li>• Sensitization campaigns both to private sector and local authorities/communities</li> <li>• Establish Coordination framework</li> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2,148)</li> </ul>	<ul style="list-style-type: none"> <li>• Sensitization campaigns both to private sector and local authorities/communities</li> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2148)</li> </ul>	<ul style="list-style-type: none"> <li>• Sensitization campaigns both to private sector and local authorities/communities</li> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2148)</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2148)</li> </ul>	<ul style="list-style-type: none"> <li>• Prepare detailed physical plans for 500 ha in each District Urban Areas and lay out plans in rural areas (2148)</li> </ul>	
	Implementation of local physical plans	<ul style="list-style-type: none"> <li>• Upgrade 1 village per District into a</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade 1 village per District into a</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade 1 village per District into a</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade 1 village per District into a</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade 1 village per District into a</li> </ul>	

			<p>model green village using IDP approach</p> <ul style="list-style-type: none"> <li>• Plot servicing on at least 10km per District</li> <li>• Relocation of people living in high risk zones into integrated green villages</li> </ul>	<p>model green village using IDP approach</p> <ul style="list-style-type: none"> <li>• Plot servicing on at least 10km per District</li> <li>• Relocation of people living in high risk zones into integrated green villages</li> </ul>	<p>model green village using IDP approach</p> <ul style="list-style-type: none"> <li>• Plot servicing on at least 10km per District</li> </ul>	<p>model green village using IDP approach</p> <ul style="list-style-type: none"> <li>• Plot servicing on at least 10km per District</li> </ul>	<p>model green village using IDP approach</p> <ul style="list-style-type: none"> <li>• Plot servicing on at least 10km per District</li> </ul>	
	Developed affordable housing and finance options	Affordable Housing financing options developed	<ul style="list-style-type: none"> <li>• Establish and operationalise a Housing Development Fund</li> <li>• Mobilise and link Housing cooperatives to private investors</li> <li>• Establish opportunities for Public Private Partnerships (PPP)</li> <li>• Develop public relation and marketing strategy to proactively attract investors and funding</li> <li>• Create database to register potential buyers for affordable</li> </ul>	<ul style="list-style-type: none"> <li>• PPP for the construction of affordable housing established</li> <li>• Library of housing typologies developed</li> <li>• Housing cooperatives mobilized and linked to massive investors</li> <li>• Housing Fund starts operating</li> <li>• Investment incentives scheme established and published</li> <li>• Attract funds for affordable housing</li> <li>• Establish</li> </ul>	<ul style="list-style-type: none"> <li>• PPP for the construction of affordable housing established</li> <li>• Public infrastructure development supported by housing fund</li> <li>• Housing fund supports 3 developers to build affordable housing</li> <li>• Attract funds for affordable housing</li> <li>• Operate Housing and urban development fund in pilot phase</li> </ul>	<ul style="list-style-type: none"> <li>• PPP for the construction of affordable housing established</li> <li>• Public infrastructure development supported by housing fund</li> <li>• Housing fund supports 5 developers to build affordable housing</li> <li>• Attract funds for affordable housing</li> <li>• Operate Housing and urban development fund in pilot phase</li> </ul>	<ul style="list-style-type: none"> <li>• Attract funds for affordable housing</li> <li>• Operate Housing and urban development fund in pilot phase</li> </ul>	990,000,000

			<p>housing</p> <ul style="list-style-type: none"> <li>• Develop affordable housing implementation strategy</li> <li>• Attract funds for affordable housing</li> <li>• Establish Housing and urban development fund</li> </ul>	Housing and urban development fund				
		Affordable Housing Units available	<ul style="list-style-type: none"> <li>• Develop procedural facilitation scheme for private sector to invest in affordable housing</li> <li>• Identify land for affordable housing development and establish a land database</li> <li>• Complete housing needs assessments and projections</li> <li>• Register potential buyers for affordable housing units</li> <li>• Develop affordable</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate private sector to invest in affordable housing</li> <li>• Complete housing needs assessments and projections</li> <li>• Initiate pilot projects for affordable housing</li> <li>• Scale up use of local building materials</li> <li>• Support research centre on cost-efficient durable local building materials</li> <li>• Register</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate private sector to invest in affordable housing</li> <li>• Register potential buyers for affordable housing units</li> <li>• Maintain website and other PR strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate private sector to invest in affordable housing</li> <li>• Register potential buyers for affordable housing units</li> <li>• Maintain website and other PR strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitate private sector to invest in affordable housing</li> <li>• Register potential buyers for affordable housing units</li> <li>• Maintain website and other PR strategy</li> </ul>	

			<p>housing implementation strategy</p> <ul style="list-style-type: none"> <li>• Establish affordable housing project management unit</li> <li>• Initiate pilot projects for affordable housing</li> <li>• Establish research centre on cost-efficient durable local building materials</li> <li>• Scale up use of local building materials</li> <li>• Promote green building principles in affordable housing</li> <li>• Develop website and other PR strategy</li> </ul>	<p>potential buyers for affordable housing units</p> <ul style="list-style-type: none"> <li>• Maintain website and other PR strategy</li> </ul>					
	Increased private sector activity in urbanization and human settlement development	Investment incentives schemes for affordable housing construction offered by government	<ul style="list-style-type: none"> <li>• Liaise with MINECOFIN on the offer of depreciation schemes in affordable housing construction</li> </ul>	<ul style="list-style-type: none"> <li>• Offer of depreciation schemes in affordable housing construction, or other incentives</li> </ul>	<ul style="list-style-type: none"> <li>• Offer of depreciation schemes in affordable housing construction, or other incentives</li> </ul>	<ul style="list-style-type: none"> <li>• Offer of depreciation schemes in affordable housing construction, or other incentives</li> </ul>	<ul style="list-style-type: none"> <li>• Offer of depreciation schemes in affordable housing construction, or other incentives</li> </ul>		

		Innovation in construction encouraged	<ul style="list-style-type: none"> <li>• Incentivize the adoption of green building principles in the construction sector</li> <li>• Incentivize the use of renewable energies by private entities</li> </ul>	<ul style="list-style-type: none"> <li>• Incentivize the adoption of green building principles in the construction sector</li> <li>• Incentivize the use of renewable energies by private entities</li> </ul>	<ul style="list-style-type: none"> <li>• Incentivize the adoption of green building principles in the construction sector</li> <li>• Incentivize the use of renewable energies by private entities</li> </ul>	<ul style="list-style-type: none"> <li>• Incentivize the adoption of green building principles in the construction sector</li> <li>• Incentivize the use of renewable energies by private entities</li> </ul>	<ul style="list-style-type: none"> <li>• Incentivize the adoption of green building principles in the construction sector</li> <li>• Incentivize the use of renewable energies by private entities</li> </ul>	
Improved institutional and human capacities	District One Stop Centers and RHA trained	<ul style="list-style-type: none"> <li>• Develop training modules for OSC's on regulations and procedures</li> <li>• Train RHA on AutoCAD</li> <li>• Set up a affordable housing program management unit in RHA</li> </ul>	<ul style="list-style-type: none"> <li>• Develop training modules</li> <li>• Regular trainings provided to Districts by RHA</li> <li>• Train RHA on project management, contract management</li> <li>• Strengthen affordable housing program management unit in RHA</li> </ul>	<ul style="list-style-type: none"> <li>• Regular trainings provided to Districts by RHA</li> <li>• Train RHA on urban design and planning</li> </ul>	<ul style="list-style-type: none"> <li>• Regular trainings provided to Districts by RHA</li> </ul>	<ul style="list-style-type: none"> <li>• Regular trainings provided to Districts by RHA</li> </ul>	180,000,000	
	Institutions fully staffed	<ul style="list-style-type: none"> <li>• Recruit staff for RHA and MININFRA</li> </ul>	<ul style="list-style-type: none"> <li>• Recruit staff for District One Stop Centers</li> </ul>	<ul style="list-style-type: none"> <li>• Recruit staff for District One Stop Centers</li> </ul>	<ul style="list-style-type: none"> <li>• Recruit staff for District One Stop Centers</li> </ul>	<ul style="list-style-type: none"> <li>• Recruit staff for District One Stop Centers</li> </ul>		

		Institutional work flows optimized	<ul style="list-style-type: none"> <li>Assess institutional work flows</li> </ul>	<ul style="list-style-type: none"> <li>Optimize institutional work flows</li> </ul>	•	•	•	
		Technical staff in MININFRA, RHA and district authorities access all government documents on policy objectives, and are capable to apply all available urban management tools	<ul style="list-style-type: none"> <li>All government documents are accessible online</li> </ul>					
Efficient management of government assets, work space and initiatives targeting public health	Government institutions are housed in government property	<ul style="list-style-type: none"> <li>Start construction of Ministerial complex, refurbishment of MINALOC building and Tri-Ministerial building</li> <li>Improve asset management</li> </ul>	<ul style="list-style-type: none"> <li>Construction of Ministerial complex, refurbishment of MINALOC building and Tri-Ministerial building</li> </ul>	<ul style="list-style-type: none"> <li>Construction of Ministerial complex, refurbishment of MINALOC building and Tri-Ministerial building</li> </ul>	<ul style="list-style-type: none"> <li>Sourcing of further government assets depending on demand</li> </ul>	<ul style="list-style-type: none"> <li>Continued far-sighted asset management</li> </ul>		
	Asbestos is eradicated countrywide	<ul style="list-style-type: none"> <li>Trainings and licensing of further removal companies</li> <li>Removal and burial</li> </ul>	<ul style="list-style-type: none"> <li>Removal and burial</li> </ul>	<ul style="list-style-type: none"> <li>Removal and burial</li> </ul>	<ul style="list-style-type: none"> <li>Wrap up of program</li> </ul>			



## 7.4 District Matrix

SECTOR OUTCOME	DISTRICT PRIORITY OUTPUT FOR SECTOR (Aggregated)	DISTRICT PRIORITY/POLICY ACTIONS (Annualized)					DISTRICT BUDGET REQUIREMENT
		Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	RWF
Well-coordinated urban and rural settlement development planning and management	<ul style="list-style-type: none"> <li>Monitoring system for Districts to monitor local development and private construction</li> </ul>	<ul style="list-style-type: none"> <li>Set up monitoring system for Districts to monitor local development and private construction</li> </ul>	<ul style="list-style-type: none"> <li>Regular planning committee meetings</li> <li>Maintain monitoring system for Districts to monitor local development and private construction</li> </ul>	<ul style="list-style-type: none"> <li>Regular planning committee meetings</li> <li>Maintain monitoring system for Districts to monitor local development and private construction</li> </ul>	<ul style="list-style-type: none"> <li>Regular planning committee meetings</li> <li>Maintain monitoring system for Districts to monitor local development and private construction</li> </ul>	<ul style="list-style-type: none"> <li>M Regular planning committee meetings</li> <li>Maintain monitoring system for Districts to monitor local development and private construction</li> </ul>	100,000,000
A network of secondary cities provides services and attracts economic activities	<ul style="list-style-type: none"> <li>Detailed physical plans for all Secondary Cities elaborated or updated</li> <li>New Settlement Sites for Secondary Cities serviced with graded roads</li> </ul>	<ul style="list-style-type: none"> <li>Identify trigger projects in each secondary city</li> <li>Detailed Physical Plans for Muhanga, Musanze and Rusizi Secondary Cities</li> <li>Property information surveying and database for secondary cities</li> </ul>	<ul style="list-style-type: none"> <li>Detailed Physical Plans for Huye, Nyagatare and Rubavu updated</li> <li>Property information surveying scaled up to 2 secondary cities</li> </ul>	<ul style="list-style-type: none"> <li>Property information surveying scaled up to 4 secondary cities</li> </ul>	<ul style="list-style-type: none"> <li>Property information surveying scaled up to 6 secondary cities</li> <li>Scaling up of revenue development to 6 secondary cities</li> </ul>	<ul style="list-style-type: none"> <li>Property information surveying scaled up to 6 secondary cities</li> </ul>	120,000,000

Integrated urban and rural settlements	<ul style="list-style-type: none"> <li>Detailed physical plans for IDP villages</li> <li>District Land Use Plans are elaborated conform with the National Land Use Development Master Plan to guide District Development Plans</li> <li>Improved informal settlements</li> </ul>	<ul style="list-style-type: none"> <li>Elaborate District Land Use Plans for all Districts</li> <li>Upgrade informal settlements</li> <li>Plot servicing</li> </ul>	<ul style="list-style-type: none"> <li>Support upscaled implementation of concepts</li> <li>Upgrade informal settlements</li> <li>Plot servicing</li> </ul>	<ul style="list-style-type: none"> <li>Support upscaled implementation of concepts</li> <li>Upgrade informal settlements</li> <li>Plot servicing</li> </ul>	<ul style="list-style-type: none"> <li>Support upscaled implementation of concepts</li> <li>Upgrade informal settlements</li> <li>Plot servicing</li> </ul>	<ul style="list-style-type: none"> <li>Support upscaled implementation of concepts</li> <li>Upgrade informal settlements</li> <li>Plot servicing</li> </ul>	
Increased private sector activity in urbanization and human settlement development	<ul style="list-style-type: none"> <li>Private sector involved in development planning processes</li> <li>Private sector actively encouraged to partner in servicing, maintenance etc</li> </ul>	<ul style="list-style-type: none"> <li>Address the private sector publicly and promote collaboration</li> </ul>	<ul style="list-style-type: none"> <li>Develop partnership strategy in service delivery</li> </ul>	<ul style="list-style-type: none"> <li>Start PPP's in local service delivery</li> <li>Increase efficiency in building permit processing</li> </ul>	<ul style="list-style-type: none"> <li>Maintain PPP's in local service delivery</li> <li>Encourage investments in line with local development plans</li> </ul>	<ul style="list-style-type: none"> <li>Maintain PPP's in local service delivery</li> <li>Encourage investments in line with local development plans</li> </ul>	
Improved institutional and human capacities	<ul style="list-style-type: none"> <li>District One Stop Centers fully staffed</li> <li>Institutional work flows assessed and optimized</li> </ul>	<ul style="list-style-type: none"> <li>Assess institutional work flows</li> </ul>	<ul style="list-style-type: none"> <li>Optimize institutional work flows</li> <li>Take the lead in plan preparation processes</li> </ul>	<ul style="list-style-type: none"> <li>Take the lead in plan preparation processes</li> </ul>	<ul style="list-style-type: none"> <li>Take the lead in plan preparation processes</li> </ul>	<ul style="list-style-type: none"> <li>Take the lead in plan preparation processes</li> </ul>	

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