

# REPUBLIC OF RWANDA



## MINISTRY OF LOCAL GOVERNMENT

### GOVERNANCE AND DECENTRALIZATION SECTOR STRATEGIC PLAN (2018/19 – 2023/24)

Kigali, June 2018

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## ACRONYMS AND ABBREVIATIONS

AU	African Union
CRC	Citizen Report Card
CSOs	Civil Society Organizations
DDS	District Development Strategy
DGG	Decentralization and Good Governance Program
EAC	East African Community
EDPRS	Economic Development and Poverty Reduction Strategy
FFDP	Fiscal and Financial Decentralization Policy
G&D SSP	Governance and Decentralization Sector Strategic Plan
GoR	Government of Rwanda
HGS	Home-grown solutions
ICDL	International Computer Driving License
JRLOS	Justice, Reconciliation, Law and Order Sector
JSR BL	Joint Sector Review Backward Looking
JSR FL	Joint Sector Review Forward Looking
LODA	Local Administrative Entities Development Agency
MHC	Media High Council
MITEC	Ministry of Information Technology and Communication
NCPD	National Council of Persons with Disabilities
NEC	National Electoral Commission
NST1	National Strategy for Transformation 1
NIC	National Itorero Commission
NIDA	National Identification Agency
NISR	National Institute of Statistics of Rwanda
NLR	National Leadership Retreat
NRC	National Rehabilitation Centre
PMO	Prime Minister's Office
RBA	Rwanda Broadcasting Agency
RCSP	Rwanda Civil Society Platform

RDRC	Rwanda Demobilization and Reintegration Commission
RDSP	Rwanda Decentralization Support Program
RGS	Rwanda Governance Score Card
SDGs	Sustainable Development Goals
SSP	Sector Strategic Plan
SWG	Sector Working Group
TWG	Technical Working Group
VAT	Value Added Tax

## FOREWORD

The new Governance and Decentralization Sector Strategic Plan (2018/2019-2023/2024) coincides with the 7- Year Term of His Excellency the President of the Republic of Rwanda and with the National Strategy for Transformation (NST 1). Governance and decentralization are key enablers of the socio-economic transformation, which are expected to lead to improved welfare for the citizens and position Rwanda as an upper middle-income country by 2035 and a high-income country by 2050.

The Sector Strategic Plan puts a special focus on citizen-centered governance and quality service delivery with the use of online services among others. Full participation of citizens, inclusiveness and empowerment as well as transparency and accountability are the necessary conditions for this to happen.

Fiscal and financial decentralization, local economic development as well as sectoral decentralization receive a special emphasis in building strong and self-reliant local governments that contribute to national prosperity as well as jobs creation. Homegrown solutions translating Rwandan values and socio-cultural experience in action will increasingly be used as a mechanism to achieve self-reliance and transformational governance.

Capacity development for Rwandan institutions as well as public servants to deliver to the highest standards and public expectations will continue to be one of the key enablers. The new strategic plan was also developed taking into consideration global initiatives like the Sustainable Development Goals (SDGs) and regional commitments as well as cross-cutting areas such as environment and climate change, regional integration, gender and family, disability and social inclusion. Furthermore, maximum efforts will continue in strengthening of national unity, security and the rule of law as vital components in the governance cluster.

To end, I would like to thank our partners and stakeholders for their valuable contributions. Sound collaboration, networking and coordination of interventions will keep our efforts focused geared towards achieving the targets set in this Strategic Plan

**Prof. SHYAKA Anastase**  
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## EXECUTIVE SUMMARY

**Background and Context.** The Governance and Decentralization Sector Strategic Plan (G&D SSP) 2018/19-2023/24 is developed as a contribution to the National Strategy for Transformation (NST1), which has as its primary focus the transformation of the lives of the citizens in the 7 year government mandate. The G&D SSP takes into consideration the Country's commitments towards national, regional and global strategic orientations such as the Rwanda's Vision 2050, AU Vision 2063 and EAC Vision 2050 and SDGs (agenda 2030).

**Methodology for the elaboration of the G&D SSP.** The G&D SSP was developed building on previous achievements, challenges/emerging issues as well as subsequent recommendations as pointed out by assessments/evaluation studies and reports. These include the Assessment of the Impact of Decentralization Policy Implementation In Rwanda (2001-2017), the mid-term evaluation of EDPRS 2 and the continuous backward and forward looking meetings of the G&D Sector Working Group. The G&D SSP reflects the views and aspirations expressed during wide consultations with stakeholders from central governments, citizen representatives, provincial and local government actors, civil society organizations and development partners. The development of G&D SSP shall be closely linked to District Development Strategies (DDS) and has directly captured the following cross-cutting areas: Gender and Family, Disability and Social Inclusion and Capacity Development. Indirectly also, through different fora and awareness campaigns, the remaining cross-cutting areas are to be taken into account: Disaster Management as well as Environment and Climate Change, HIV/AIDS and Non-Communicable Diseases (NCDs) and Regional Integration.

**Strategic framework of G&D SSP.** The scope of Governance depends among others on whether it is considered as a Pillar or as a Sector component. Along with Economic and Social Transformation pillars, Transformational Governance is the third pillar of NST1 and has the mandate to serve as an “enabler” for other pillars. Under the Governance Pillar, the Sector of Governance and Decentralization will follow the following sector priorities: (1)Participation, Empowerment and Inclusiveness (2)Transparency and Accountability (3)Service Delivery (4)Fiscal and Financial Decentralization (5)Local Economic Development (6)Sectoral Decentralization (7)Capacity Development for transformational governance (8)Values and Home Grown Solutions for transformational governance.

Below are given, for each sector priority, the outcome and outputs as well as related indicators/targets and the envisaged interventions to achieve the outputs/results. Baselines, where available, are also shown. Targets given in the executive summary are for the financial year (2017/18) of the Strategic Plan implementation up to the last year of implementation (2023/24)

1. In order to have the Citizen participation, empowerment and inclusiveness enhanced, two outcome indicators will be monitored: % of citizens' satisfaction in their participation in planning and budgeting processes disaggregated by gender, age and disability and the % of non-state actors satisfaction in citizen participation and empowerment. Under the above outcome, two results/outputs are expected: Strengthened Citizen's capacities and capabilities in participation and strengthened Citizen's participation and engagement in solving their own problems. The following indicators will be used to assess the progress towards achieving the 1st expected result: level of citizen satisfaction with the performance of local government councils; proportion of seats held by women in local governments at district, sector and cell level (SDG Indicator 5.5.1.) and the Proportion of youth enrolled in Voluntary National Service (Urugerero) disaggregated by village, age, gender and disability. Key Interventions to achieve the results are: Institutionalize "Ndi Umunyarwanda and Abarinzi b'Igihango" Programmes" in Local governments, Extend and strengthen Unity clubs up to village level, Empower and engage the non-state actors in citizen participation frameworks, Empower local government councils to deliver on their mandate of representing the citizens, Empower women to contest in LG elections. As for the 2nd expected result, three indicators will be used to assess progress: % citizens' complaints and demands addressed during community outreach programs, % of impact value from Citizen participation and CSO inclusiveness in national development and % of citizens satisfied with community outreach programs. Key Interventions are: Sensitize the population to embrace the culture of problem solving at family level through Cell- committees, Inshuti z'Umuryango and Umugoroba w'Ababyeyi fora; engage the citizen at village level in participatory planning/prioritization as well as budgeting; Conduct policy dialogues with Media, Academia and CSOs.
  
2. Three outcome indicators will be used to monitor the enforcement of transparency and accountability: Level of transparency and accountability in public sector, % of population that perceive the district administration as transparent, accountable and citizen oriented and the proportion of the population who believe decision making is inclusive and responsive by sex, age and disability (SDG Indicator 16.7.2). The 1st related output consists of having institutional capacity for accountability developed with the following indicators: conducting public accountability days per year at District level, involving JADF participation in Local Governance and planning and ensuring feedback to citizen by local government councils. Key Interventions/Policy Actions are: Reinforce mechanisms to monitor transparency and accountability in both local and central institutions; Conduct public accountability days in local government administrative entities at least twice a year; Receive and address citizen's grievances through Community outreach program, Governance Month and other fora. The 2nd expected output is having Participation of Media and CSOs in promoting transparency and accountability strengthened, with the following indicators: % of citizen satisfaction with access to information by the Level of CSOs performance in transparency and accountability promotion. The following are key Interventions: Develop capacity of media houses to

contribute in ensuring transparency and accountability; Engage and develop capacity for JADF members; Enhance the use of ICT in addressing citizens' grievances and strengthen coordination, monitoring and evaluation mechanisms of solving citizen complaints.

3. For improved Service Delivery across all sectors, two outcome indicators were selected: Level of quality service delivery and the % of overall net citizens' satisfaction with service delivery. The 1st related output consists of having the Quality Service culture institutionalized with the following indicators: Proportion of the population satisfied with the last experience of public services (SDG Indicator 16.6.2), the level of citizens' satisfaction with service delivery in local administration and the Level of SD standards implementation in all sectors. Key Interventions are: Inculcate quality service delivery culture among service providers and service recipients; Carry out the review, update, harmonization of Service Delivery (SD) legal, regulatory framework and standards for service delivery; Enhance capacity of individuals and institutions to attain the required level of professionalism in terms of service delivery standards; Carry out service delivery inspections and enforce compliance with SD standards. The 2nd Output is having the use of information technology in service delivery promoted and enhanced, with the following indicators: % of digitized services out of total services in G&D Sector institutions and in local governments and % of people per district disaggregated per age, gender and disability trained in the use of online services.

Key Interventions are : Strengthen the use of technology to promote efficiency and effectiveness in service delivery; Avail required infrastructures and equipment for the cell to become the centre of service delivery. The 3rd output is having Cell capacities for serving as the local center of services developed. Related indicators are: % of services delivered at cell level compared to LG services; % cells with required infrastructures and equipment to become centres of service delivery and the number of staff at cell level. Key interventions are: Adopt the new service charters for the cell; Develop and adopt the new organizational structure of the cell; Recruit related staff as per the adopted organizational structure.

4. For Improved LG revenue mobilization and management for self-reliance, the outcome indicator is the % annual increment of district own revenues. The 1st output consists of having District revenue potential fully exploited with the following indicator: % of locally generated revenues allocated to the district development budget. Key interventions are: harmonize and update the laws and regulations to increase locally administered taxes; constantly update District taxes and fees registry. The 2nd output is about having Capacities for Public Finance Management at local level are developed with the following indicator: Number of Districts with unqualified audit opinion on financial statements. Related Interventions are: Increase efficiency in revenues collection; Strengthen the professional qualification framework for local Government financial managers; Reinforce the local PFM peer review mechanisms. The 3rd output is having the Budget over which the District has discretionary powers increased with the indicator measuring that increase in %. Key interventions are: Engage with responsible Institutions of Government

to reduce earmarked budget and increase block grants; Strengthen the technical capacity of the District to allocate budget to important socio-economic development programs.

5. Developed vibrant local economies contributing to jobs creation and to the national economy is the outcome envisaged under LED with the following outcome indicators: Number of jobs created (disaggregated); % of local businesses paying corporate income tax. The 1st output is about having the conditions for local economies that are attractive to investments and skills are created through Number of businesses per district developed around local potentialities and Percentage of LG budget invested in LED and enabling infrastructure. Key interventions are: Conduct and update the mapping of local potentialities in districts; Develop Communication strategy on existing potentialities; Enhance knowledge and skills transfer for youth, turn their local economic and cultural endowments into income and job creating ventures; Strengthen financial institutions decentralization and promotion of financial services; Operationalize District Project Management Committees. The 2nd output is: Profitable public private partnerships projects proposals are developed and executed. The related indicator measures the % of Public-Private Partnership projects successfully implemented at District Level. Key Interventions are: Facilitate private investors, provide incentives and establish an enabling environment for the private sector; Develop long-term partnerships to attract capital, technology and other economic opportunities from private investors; Establish a data bank of PPP projects implemented under LED; Develop PPP guidelines and strategy for LG.
6. Improved implementation and monitoring of sectoral decentralization process has the following outcome indicator: Percentage of services identified to be decentralized that are effectively decentralized. The 1st output is about Sectoral decentralized services that are updated and implemented with the following indicator: Number of sectors with updated inventory. Related interventions are: Take stock of sectoral decentralized services and update them to identify partially and fully decentralized services; Develop a legal framework on sectoral decentralization; Implement relevant recommendations related to decentralized functions from existing expenditure assignments; Carry out functional assignments analysis in all remaining sectors. The 2nd Output having the Sector decentralization well-coordinated with the following indicator: % of decision is made by sector decentralization steering body that are fully implemented. Related interventions are: Put in place a high level steering organ for sectoral decentralization; Strengthen existing structure in charge of technically guiding sectoral decentralization.
7. Enhanced coordination for implementation and oversight of capacity development is to be monitored by this outcome indicator: % increase of institutional performance resulting from implemented CD plans. The 1st output consists of having capacity development mainstreamed within sector and district planning, budgeting and reporting frameworks and with the following related indicators: % of district CD plan activities aligned with DDS; % of activities of new CD strategy that have been implemented. Interventions/Policy Actions: Produce Capacity Development strategy for LG and G&D Sector in line with the transformational agenda,

Improve coordination framework for planning, budgeting and reporting of LG CD with line ministries. The 2nd output is about having the Capacity development at central & local level delivered through capable and knowledgeable service providers. The related indicator is: % of CD interventions provided by LGI in line with quality assurance framework. Key interventions: Implement new Capacity Development strategy for LG and G&D Sector; Reinforce Local Government Institute (LGI) to develop the capacity of Local Government Entities; Develop and implement quality assurance framework for LG CD service providers.

8..Values, homegrown solutions and innovations streamlined into all institutions for transformational governance is to be monitored by the following outcome indicators: % of institutions applying Home Grown Solutions (HGS) and innovations impacting the livelihood and welfare of citizens and % of HGS and innovations developed in comparison to the problems encountered by different categories of the society. The 1st output is about having HGSs preserved and protected and that shall be monitored by the following indicators: the number of HGSs documented and assessed and the number of HGSs certified and protected. Key interventions are: Register Intellectual Property in relation to HGS; Package and brand of HGS (export market) . The 2nd Output is about having HGSs to generate economic benefit to the country promoted to be measured by the amount of revenues generated from commercialization of HGSs. Key interventions are: Train and certify experts in HGS; Assess how values and HGSs are contributing to development at citizen, community, local and national levels. The 3<sup>rd</sup> output is about having the Local and international awareness of Rwandan Values and HGSs raised with the following related indicators: Proportion of citizens per district disaggregated by age, gender and disability aware of Rwandan values and HGS; % of villages in which “Itorero” is operational; % of schools per district in which Itorero is operational. Key interventions are: Establish HGS centre of excellence; Host and train international delegations on HGS; Use media to promote values and HGSs. The 4th output consists of having the Culture of self-reliance, teamwork spirit, integrity, solidarity and patriotism among Rwandans promoted. The following indicators will be used to monitor the progress: the number of TV & Radio (public and private) programs promoting Rwandan values per week and per media house and the number of protectors of Rwandan values trained certified per cell. Planned key interventions are: identify and publish national values in official gazette; operationalize and monitor Itorero in all villages and schools; construct a model National Civic Education Center for the “Itorero ry’Igihugu” and one branch per Province; conduct impact assessment of Itorero program as well as conduct awareness and mobilization campaign of the youth to participate in National Service/ Urugerero.

Cross-cutting areas. Governance being one of the 3 pillars of NST1 is closely linked to other sectors and take into consideration cross-cutting areas such as gender and climate change. The new G&D SSP is also in harmony with District Development Strategies so as to tackle in a synergetic manner all the challenges that may hinder the envisaged outcomes.

Costing and Funding of the G&D SSP. The estimated cost of the D&G SSP 2018/19-2023/24 amounts to Rwf 302,888,000,000. Thus, the annual average cost of the SSP is estimated at Rwf 50,481,333,333. The above amount is categorized in recurrent (including employee compensation) and development budget. The mobilization of financial resources needed for the implementation of the G&D SSP will sourced own revenues, grants or loans.

Conclusion. The implementation strategies as well as the M&E framework provide for the G&D SSP the mechanisms for making sure that what is planned shall be implemented and that all risks and gaps that may or shall occur are mastered through mitigation strategies and continuous adjustments. The heart of all this being the overcoming of challenges that may hinder complementarity and coordination of various contributions of all those involved in the success of this G&D SSP.

## CHAPTER 1: INTRODUCTION

This chapter describes the context and purpose underlying the Governance and Decentralization Sector Strategic Plan (G&D SSP) as well as the process and methodology for SSP's elaboration.

### 1.1. Context and purpose of the Governance and Decentralization Sector Strategic Plan

The Governance and Decentralization Sector Strategic Plan 2018/19-2023/24 was developed as a continuity to the Sector Strategic Plan 2013/14-2017/18, but also as an implementation tool of the National Strategy for Transformation One (NST1)<sup>1</sup>, which is the 7 Year Government Program (7YGP) set to cover the period up to June 2024.

The NST1 is conceived as the “bridge between the completion of Vision 2020 and the beginning of Vision 2050”<sup>2</sup>. Thus, the development of SSP was done in a particular context whereby Vision 2050 aspires amongst others high standards of living for Rwandans that will be achieved by 2050. For this endeavor, Rwanda Vision 2050 will focus on five main areas<sup>3</sup>: quality of life, modern infrastructure and livelihoods, transformation for prosperity and values for Vision 2050 and international cooperation and positioning.

As it was outlined in the guidelines for the elaboration of the Sector Strategic Plans (SSPs) issued by MINECOFIN in April 2017, the “elaboration of the long and medium term strategies are an opportune moment for the full integration of global and regional planning commitments including: the Sustainable Development Goals (SDGs), the EAC Vision 2050; and the African Union Agenda 2063”. Furthermore, according to the above-mentioned guidelines, NST1 document “shall build on a series of interconnected strategies” including thematic, Sector and District Development Strategies”.

The new SSP will cover the period from July 2018 up to June 2024, and it was elaborated in accordance with the framework mentioned above.

### 1.2. Process and methodology for SSP elaboration

**The elaboration of SSP for the Governance and Decentralization Sector followed the following process:**

- The desk review which focused on various policies, strategies, reports and laws pertaining to the G&D Sector. Various assessments reports made during the backward and forward-looking joint sector reviews, but also the mid-term evaluation of EDPRS 2. Furthermore, the elaboration of SSP considered the results of a comprehensive assessment study of the impact of decentralization policy implementation in Rwanda in the last 17 years. Through the assessments, challenges or identified issues as well as recommendations were pointed out, consideration for the achievements reached, and where possible baselines were obtained.

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<sup>1</sup> Update from MINECOFIN as of 13 September 2017

<sup>2</sup> MINECOFIN, Power Point Presentation of 11 August 2017.

<sup>3</sup> MINECOFIN. Concept note for Vision 2050 presented in the National Leadership Retreat

- The priorities and key interventions of NST1 as well as other global and regional commitments (SDGs, AU Agenda 2063, EAC Vision 2050,...provided vital information and inputs)
- Various inputs were solicited from the following:-
  - Planning and brainstorming workshops and retreats as well as wide range consultations with local stakeholders' representatives in all Provinces and the City of Kigali<sup>4</sup>
  - Consultations with stakeholders in the Governance and Decentralization Sector Working Groups (SWGs) as well as related Technical Working Groups (TWGs),
  - Feedback and guidance from various stakeholders, especially MINECOFIN
  - Consultations with the representatives of the civil society organizations (CSOs) as well as consideration of the CSOs submissions as a contribution to NST1<sup>5</sup>.

## CHAPTER 2: OVERVIEW OF THE SECTOR AND SUB-SECTORS

The overview of the sector and sub-sectors includes the policy context as well as the sector status in relation to achievements and challenges.

### 2.1. Policy Context

As mentioned above, the elaboration of the G&D SSP took into consideration national and international goals and policies, such as Eastern African Local Government Forum (Strategic Plan 2015-2020), EAC Vision 2050, African Union Agenda 2063, Vision 2050, SDGs and NST1, among others.

#### 2.1.1 Constitution of the Republic of Rwanda<sup>6</sup>

Rwanda's Constitution of 2003, as revised in 2015 stipulates in its Article 5 that the territory of Rwanda is divided into administrative entities determined by an Organic law that also sets their number, boundaries and structures. Article 6 stipulates that public powers are decentralized at local administrative entities in accordance with provisions of law. Article 10 stipulates that the State of Rwanda commits itself to upholding the following fundamental principles and ensuring their respect: (i) building a State governed by the rule of law, a pluralistic democratic Government, equality of all Rwandans and between men and women which is affirmed by women occupying at least thirty percent (30%) of positions in decision-making organs; and (ii) building a State committed to promoting social welfare and establishing appropriate mechanisms for equal

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<sup>4</sup> Refer to Appendix 1 for the stakeholders who took part in the consultations in Provinces/City of Kigali.

<sup>5</sup> Refer to *Appendix 3*.

<sup>6</sup> Rwanda's Constitution of 2003 with Amendments through 2015.

opportunity to social justice. In addition, Article 11 stipulates that in order to build the nation, promote national culture and restore dignity, Rwandans, based on their values, initiate home-grown mechanisms to deal with matters that concern them.

Last but not least, Article 27 stipulates that all Rwandans have the right to participate in the Government of the country, either directly or through their freely chosen representatives, in accordance with the law. All Rwandans have the right of equal access to the public service in accordance with their competence and abilities.

### **2.1.2 Global Agenda 2030 and the Sustainable Development Goals (SDGs)<sup>7</sup>**

As far as Sustainable Development Goals are concerned, the G&D Sector is concerned mainly by Goal 16 “**Build effective, accountable and inclusive institutions**”. In addition, under Goal 16, the G & D Sector considered (i) target 16.5 “Substantially reduce corruption and bribery in all their forms”; (iii) target 16.6 “Develop effective, accountable and transparent institutions at all levels”; (iv) target 16.7 “Ensure responsive, inclusive, participatory and representative decision-making at all levels”; and (v) target 16.10 “Ensure public access to information”.

The SDG indicators to which the G&D SSP Sector contributes to are the following:

- *Proportion of seats held by women in national parliaments and local governments (Indicator 5.5.1): It was suggested that the GD Sector will monitor the proportion of seats held by women in local governments (at district, sector and cell levels).*
- *Proportion of the population satisfied with their last experience of public service (Indicator 16.6.2)*
- *Proportion of the population who believe decision making is inclusive and responsive, by sex, age, disability and population group<sup>8</sup> (Indicator 16.7.2)*
- *Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically (Indicator 11.3.2)*

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<sup>7</sup>UNDP. Indicators for Sustainable Development Goals

<sup>8</sup> Population group not considered in the Rwandan Context: Refer to the minutes of the SWG meeting.

### 2.1.3 Africa Union Agenda 2063<sup>9</sup>

Agenda 2063, rooted in Pan Africanism and African Renaissance reflects African aspirations for 2063. It is a picture of what Africans desire for themselves, for future generations and the continent.

As far as Africa Union Agenda 2063 is concerned, the elaboration of SSP for G&D Sector considered the Aspiration 3 “**An Africa of good governance, democracy, and respect for human rights, justice and the rule of law**”, Aspiration 4 “**A peaceful and secure Africa**”, Aspiration 6 “**An Africa whose development is people-driven, relying on the potential of African people, especially its women and youth, and caring for children**”. The G&D sector contributes a lot to the respective goals of those aspirations. In addition, there are some specific targets that G&D SSP sector will contribute to, such as reducing local conflicts to zero by 2020, at least 70% of the public knowledge acknowledging that the public service is professional, efficient, responsive, accountable, impartial and corruption free by 2023 and all local governments having by 2023 full administrative and institutional capacities as well as appropriate fiscal powers, local communities having a fair share of the exploitation of natural resources and using them for the benefit of all.

### 2.1.4 EAC Vision 2050<sup>10</sup>

The Vision of the EAC is to attain a prosperous, competitive, secure and politically united East Africa. The Mission is to widen and deepen economic, political, social and cultural integration in order to improve the quality of life of the people of East Africa. In the EAC Vision 2050, the member States committed to become a globally competitive upper-middle income region with a high quality of life for its population based on the principles of inclusiveness and accountability. Some strategic targets of EAC Vision 2050, informed the elaboration of SSP for G&D Sector:

- To have a region with empowered citizens who can spur growth and accelerate poverty reduction;

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<sup>9</sup> African Union, Agenda 2063. August 2014.

<sup>10</sup> East Africa Community, Vision 2050

- Empowered citizens with required development of capacities at local level by establishing appropriate mechanisms, systems and policies that promote participatory planning, budgeting and demand for accountability from local administrations;
- Mobilization of local and external resources and their prudent utilization for pro-poor growth and development;
- Develop regional values and governance ethics to promote social cohesiveness and moving into the future as “one people”.

### **2.1.5 East African Local Government Forum (EALGF) (Strategic Plan 2015-2020)<sup>11</sup>**

EALGF was established with a vision to unite local governments and local government stakeholders of Eastern Africa through their representative bodies in working for a society which promotes the social and economic wellbeing of all citizens through just and democratic local governance and development. Through strong advocacy and lobbying of national governments the mission of EALG is amongst others, to create governance systems with constitutional and statutory devolution of powers to sub-national units according to the principles of subsidiarity, effective empowerment, equitable sharing of responsibilities and resources.

Under East African Local Government Forum, the elaboration of SSP for G&D Sector was concerned more by the following strategic targets as outlined in EALGF- Strategic Plan 2015-2020:

- Reaching devolution whereby citizens are empowered and take a lead role on issues concerning local development at 83% by 2019/2020.
- Local political leaders cognizant of their roles and acting in the best interest of their electorates and whereby local governments with clean audit reports attain 60% by 2019/2020.
- To ensure that appropriate mechanisms and policies that allow local governments to build strong own- resource base to meet their needs are in place.
- A local government system with sufficient revenue to execute its mandate, whereby 100% of local governments are given responsibilities to collect local taxes such as property, hotel, vat, or sales taxes by 2019/2020.

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<sup>11</sup> East Africa Community (EAC) Vision 2050. August 2015

- A local government whereby locally generated revenue as a share of their overall budgets attain 40% by 2019/2020.
- A citizenry that is strongly engaged in income generating activities that are taxable to support service delivery and local development, whereby locally generated revenue by LGs from Local Enterprises reach 40% by 2019/2020.
- 100% of Local Services meeting service delivery standards and easily accessible by all citizens by 2019/2020.
- 100% of citizenry satisfied with local government service delivery by 2019/2020.

### **2.1.6 Rwanda Vision 2020<sup>12</sup>**

In Rwanda Vision 2020, Good Governance is priority with special focus on building an effective State by establishing the culture of rule of law, accountability and transparency as well as citizen participation. This is linked directly with Accountable Governance thematic area of EDPRS 2 which aimed at making Rwanda a capable and well governed State. This thematic area envisages mainly fostering citizens' engagement in all aspects of governance around two priority areas, namely Strengthening Citizen Participation, awareness and demand for accountability, and Service Delivery. As G&D sector will contribute to the achievement of set targets of Vision 2020, the elaboration of G&D SSP was informed by Rwanda Vision 2020.

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<sup>12</sup> MINECOFIN. Overview of Vision 2020 Implementation Status\_ Need to add the year

### **2.1.7 Rwanda Vision 2050<sup>13</sup>**

The aspirations and shared values which will define Rwandans in 2050 as reflected in the Rwanda Vision 2050 blueprint are among others: (i) Self-determination, including self-sufficiency as a Nation (Kwigira), Solidarity and Dignity (Agaciro), (ii) Unity and Rwandan Identity/culture, (iii) Integrity, (iv) Equity (including gender), (v) Transparency and openness, (vi) Accountability, (vii) Community participation contributing to local innovation; and (viii) National stability. The G&D sector shall play a key role in the achievement of the aspirations for 2050 by providing an enabling environment for the socio-economic transformation.

### **2.1.8 Decentralization policy**

In 2000, the Government of Rwanda adopted the National Decentralization Policy that presented a vision for a decentralized government centered on the concepts of good governance, service delivery for the poor and sustainable development. The decentralization vision articulated by the government had an explicit aim to “put people at the center of service delivery” and improve the government’s effectiveness and responsiveness in delivering services<sup>14</sup>.

The Decentralization policy was revised in 2012 with among others the following expected outcomes:

- Responsive, and accountable leadership who derive powers from and are accountable to citizens;
- Enhanced citizens’ and stakeholders’ participation in decision-making processes;
- Enhanced accountability and efficiency as a result of making decisions at local level;
- Improved sectoral planning and inter-governmental collaboration in planning and implementation of service delivery projects between line Ministries and Local Governments;
- Increased efficiency and effectiveness in service delivery as key expenditure decisions are made locally;

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<sup>13</sup> MINECOFIN. The Rwanda we want: towards ‘vision 2050. Date????

<sup>14</sup> Daniel Scher. The promise of imihigo: decentralized service delivery in Rwanda, 2006-2010

- Increased participation in decision-making regarding resource allocation, utilization and accountability.

### **2.1.9 National Urbanization Policy<sup>15</sup>**

In 2015, Rwanda adopted the National Urbanization Policy in order to use urban development as a driver for economic development. The purpose of the Policy is to enhance institutional capacity to manage urbanization in a coordinated manner, integrate urban planning and management to ensure sustainable growth, to improve urban quality of life and provide job opportunities and increase urban productivity. This will be achieved through a series of guiding principles: sustainability and resilience, integrated planning, decentralized urban governance, participatory planning, market-responsiveness, sustainable land use, appropriate urban management and social inclusion.

The government believes that urbanization is an opportunity for socio-economic growth. Well planned urbanization may help achieve proper use of land, other natural resources and investment into infrastructure services, and may help initiate local economic development. If well managed, urbanization can lead to a better quality of life and can improve basic service delivery. The link to the decentralization policy is not only general principles of good governance (meaningful participation, effective financial management etc.) but also activities to foster local economic development.

### **2.1.10 The Smart Rwanda 2020 Master Plan**

The Smart Rwanda 2020 Master Plan has three goals: economic transformation, job creation and accountable governance

As far as the implementation of Rwandan Smart cities is concerned, 27 smart city initiatives have been identified. Relevant initiatives for the G&D Sector are the following:

- Accessible internet zones in strategic and residential areas (Initiative 7)
- Ensure citizen engagement tools are accessible to all (Initiative 9)
- Collaborative multi-ministry one-stop platform for e-services (Initiative 14)

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<sup>15</sup> Rwanda National Urbanization Policy, 2015

- Digital access points for rural villages (Initiative 15)
- ICT skill training in education for local authorities and the general public (Initiative 20)
- Introduce a one-stop e-payment platform for all life-time services (Initiative 26)

As far as Smart Rwanda 2020 Master Plan is concerned, G&D sector target is to ensure the availability of the internet at all public institutions and ensure the accessibility of government services online for better service delivery.

### **2.1.11 Fiscal and Financial Decentralization Policy**

The 4<sup>th</sup> edition of the fiscal and financial decentralization policy<sup>16</sup> highlights the following five objectives which are to be considered in the elaboration process of G&D SSP:

1. Clarify and cost functional competences.
2. Build a consistent and dynamic revenue horizon for decentralized entities.
3. Reinforce project management capacity and develop access to new project financing mechanisms.
4. Strengthen PFM systems at Districts and their subsidiary entities.
5. Promote fiscal and financial transparency, accountability and public outreach.

The 4<sup>th</sup> FFDP outlines strategic actions among which the following are relevant for the G&D SSP:

- Identify, coordinate, harmonize and support all stakeholders contributing to fiscal and financial decentralization policy implementation, especially Local Governments, and the specialized units for implementation of decentralization in line Ministries, Private Sector actors, Civil Society organizations and Development Partners.
- Facilitate effective engagement of the Civil Society and the Private Sector in the fiscal and financial decentralization policy implementation through, among others, information sharing, promoting transparency in decision-making processes and reinforcing their capacities.

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<sup>16</sup> The version of the policy document referred to was awaiting the approval by the Cabinet

- Develop appropriate mechanisms to increase civic participation in the process to attain observance of accountability and set precise accountability mechanisms
- The coordination between sectorial ministries and the Local Governments in implementing the fiscal and financial decentralization policy needs to be strengthened for more efficiency of service delivery and fight against corruption.

#### **2.1.12 Volunteerism Policy**

Given significant contributions of voluntary interventions in various sectors, a volunteerism policy was put in place in 2012. This policy aimed at providing guidance on the management, rights, responsibilities and roles for both the volunteers and the volunteering organizations. The broad objective of the volunteerism policy is to embed volunteerism in the national development process in order to tap the human resources potential and professionals to convert them into active agents of the social and economic transformation. Volunteerism in Rwanda's tradition featured through self-help and mutual aid activities as well as caring for the weak and rendering community service.

In today's Rwandan context, volunteerism is manifested by carrying out activities especially in the framework of volunteer-involving organizations without expecting payment for the service rendered. Volunteerism is exhibited through provision of services to the community such as Umuganda, Ubudehe, Umusanzu (Communal self-help activities based on solidarity), Abunzi, Local Government Councils (Njyanama), Gacaca judges, Community Health Workers (abajyanama b'ubuzima), to name but a few, that do not involve any salary payment in return and done out of free will for the purpose of benefiting the whole community. From the experiences and lessons learnt, volunteerism mechanisms are expected to contribute a lot in achieving the aspirations of the government of Rwanda to become the Upper Middle Income country by 2035 and High Income country by 2050.

### **2.1.14 Umuganda Policy**

In 2005, Umuganda policy was adopted and according to the policy, participation in Umuganda is obligatory to every Rwandan between the ages of 18 and 65. However, expatriates and those above 65 may participate in Umuganda if they so wish. Umuganda takes place once a month on the last Saturday<sup>17</sup>. Umuganda is part of a set of instruments for implementing the national vision for good governance as outlined in Vision 2020. It is expected that through Umuganda citizens are empowered through citizen participation and community members take ownership of development initiatives and processes.

Umuganda policy and strategy were revised in 2016, with the aim to enhance community engagement and bring in innovative approaches that include the utilization of specialized know-how of persons with technical skills and the mobilization of specialized institutions as part of efforts for diversifying Umuganda activities within communities.

### **2.1.15 Service Delivery Policy**

The government and public institutions exist primarily and above all else, to serve citizens in order to meet their needs as well as make their lives better. In order to improve the regulatory framework for service delivery, a national policy on service delivery is under elaboration spearheaded by RGB. Although at the time of elaborating this strategy, the policy was not yet published, its overall objective is to promote quality services that address the needs and respect the rights of service recipients<sup>18</sup>.

The specific objectives of the policy are the following: (i) Enhance policy and regulatory frameworks to facilitate quality service delivery; (ii) Institutionalize the culture of quality of service delivery; (iii) Strengthen the capacity of individuals and institutions to offer service effectively and efficiently; (iv) Set service delivery standards for Public, Private and Civil Society Organizations; and (v) Establish a reliable service delivery coordination, monitoring and evaluation system to inform continuous service delivery improvements in all sectors.

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<sup>17</sup> MINALOC. 2016. Review of Umuganda policy and strategy, Page 12.

<sup>18</sup> RGB. 2017. Draft National Policy on Service Delivery \_

As service delivery is a priority that cuts across the public as well as the private sectors, the implementation concerns all sectors and partners. However, the following partners are expected to play more specific roles in the implementation of this policy<sup>19</sup>: Rwanda Governance Board, Rwanda Development Board, Ministry of Local Government, Ministry of Public Service and Labor, RURA, Ministry of Information Technology and Communications, Ministry of Finance and Economic Planning, the National Bank of Rwanda (BNR) as well as the Private Sector and Civil Society. RGB is mandated to spearhead the implementation, coordination, promotion and monitoring of service delivery.

### **2.1.16 Home Grown Solutions Policy**

Home Grown Solutions (HGSs) policy, which is in the final approval process considers HGS to be derived from Rwandan culture values but blended with modern innovations that help to contextualize them to the current conditions. The most celebrated HGSs include Umuganda, Gacaca, Abunzi, Imihigo, Ubudehe, Itorero, Ingando, Umushyikirano, Umwihherero, and Girinka. HGSs have to a large extent contributed to Rwanda's progress in the domains such as socio-economic, justice, governance and participatory democracy, to name but a few. Examples of HGSs success stories include the Gacaca Courts, that fostered restorative justice and reconciliation to a once divided nation; Ubudehe, which supports rural communities to collectively solve problems related to poverty; Imihigo that enable citizens to keep their leaders accountable and accelerate socio-economic development, Umuganda allows citizens to work together on projects of mutual benefits<sup>20</sup>.

Taking into consideration the significant achievements recorded from HGSs, there was a need to put in place a number of mechanisms to ensure a coordinated management of HGSs. Therefore, a Home Grown Solutions policy was formulated to enhance effective management and sustainability of HGSs. The policy is aimed at strengthening the management systems of HGSs to ensure development and sustainability of HGSs for the benefit of Rwandans. RGB has been mandated by law "to preserve, protect and promote the use of home-grown solutions in Rwanda and devise strategies meant for applying them efficiently.

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<sup>19</sup> Idem

<sup>20</sup> Government of Rwanda. Home Grown Solutions Policy and its implementation Strategy, March 2017. This Policy was still a draft as of November 2017.

Gacaca, Abunzi, Ubudehe, Itorero and Umuganda have proven to be the best practices to provide participatory initiatives that promote democratic decision making in society and have proven vital in terms of empowering people and generating a grassroots democratic movement.

## 2.2. Sector Status: Achievements and Challenges

The achievements from EDPRS 2 as well as those recorded with the Sector Strategic Plan 2013-2018 are the foundation of the G&D Sector Strategic Plan 2018-2024. They constitute in most of the cases the baselines for the current strategic plan. One of the main aspects of the G&D SSP is to ensure that the achievements are sustained so as to keep the momentum. Challenges are pending or identified issues consisting of the targets that were not achieved as well as other issues identified through evaluation or assessment reports/studies. Below are presented key achievements as well as key challenges:

### 2.2.1. Achievements

#### *Citizen participation and inclusiveness*

Participation by citizens both in planning and effective monitoring of government programs has ensured feedback to the local leaders on government program implementation and find mutual solutions for continued challenges. This was made possible through some platforms presented below:

- *Joint Imihigo* has improved joint planning and budgeting and implementation between central government, district and private sector. Citizens can now also participate directly in national budgeting and planning through a formal consultative platform launched by MINALOC in November 2016, an approach devised to strengthen sub-district Imihigo.
- *Umuganda*: 80.5% of citizens indicate that they participate in Umuganda. Citizens indicate that Umuganda facilitates in sensitization of citizens on government programs (94.9%), contributes to instituting good co-existence among Rwandans (94.7%); 88.1% of citizens admit that Umuganda contribution extends to the construction and rehabilitation of infrastructures as well as to the government budget support (*RGB, Citizen Report Card 2016, p 117*).
- *Local Planning*: Different frameworks are in place to increase citizens' participation in the planning processes such as the 1<sup>st</sup> Planning and Budgeting Call Circular (PBCC) which provides guidelines for Local government on citizen participation and engagement in the local planning process
- *Awareness and Knowledge of the Decentralization Policy*: A key area of citizens' empowerment under decentralization is awareness and knowledge. More than four in five (84.7%) of respondents knew or were aware of the National Decentralization Policy (*Assessment of the impact of decentralization policy implementation in Rwanda in the last 17 years-Draft*). 90.9% of respondents expressed a feeling that Government is closer to citizens as a result of decentralization (*Idem, page 27*)

## ***Transparency and Accountability***

- Migration from analogue to digital system of broadcasting enabled new TV and radio stations with improved signal coverage. Public radio and community radio programmes are available to nearly all citizen (that is, 97.9% and 92.0% respectively), while private radios are accessible to 8 in 10 citizens. TV programs (public and private) are available to the majority of citizens (75.5% and 64.2% respectively).
- Access and provision of information is not only confined to print and media broadcasts. The advent of online resources and social media platforms such as twitter and Facebook has increased social interactions between citizens and leaders.
- Imihigo framework has improve accountability and transparency. Citizen get to know what local leaders have pledged to achieve and how they have performed on annual basis.
- JADF open days have also offered citizens opportunities to know and inquire on what is happening in their district both for district authorities and any other development actors in their locality
- In relation to the access to Information at global level, according to the Rwanda Governance Review 2016 (p.3), Rwanda improved over thirty places from 74th to 44th (*Refer to the Global Open Data Index 2014*)
- 95.5% of respondents agree that ordinary citizens can challenge the decision made by local authorities without fear of retribution (*Assessment of the impact of decentralisation policy implementation in Rwanda in the last 17 years, page 46*)
- 93.5% of respondents agree that LG officials are more accountable for their work as a result of decentralization (*Idem, page 47*)
- Regular local authorities meetings with citizenry on development issues.

## ***Service delivery***

- Improved citizens' scores on the provision of services resulting from the introduction of forums intended to promote joint planning and accountability at local level, "while ensuring that the right services are delivered to the citizens in a timely approach". The 2016 Rwanda Governance score card results show that 81.6% of citizens are satisfied with these available mechanisms to hold leaders accountable
- Within the public sector, the Ministry of Labour (MIFOTRA) recently initiated a reform program, requiring all public institutions to set up "service charters" or citizen charters, which clarify the categories of service rendered by institutions, indicators attached to them, and the commitment of institutions for quick, transparent and accountable delivery of services.
- An Integrated Electronic Case Management System is being used to track the case management in justice sector
- A public private dialogue platform was created to improve service delivery in business issues.

### ***Fiscal and Financial Decentralization***

- The block grants from which LGs get funds to hire and remunerate staff, have increased progressively from Rwf 2.4 billion in 2007 to Rwf 52.1 billion in the fiscal year 2017/18. This reflects some considerable level of harmony between administrative and fiscal decentralization aspects<sup>21</sup>.
- Local Government revenue has increased from Rwf 49.7 billion in 2006 to Rwf 440.3 billion in 2017/18. This significant expansion in LG's fiscal capacity explains the increased level of service delivery<sup>22</sup>.
- The share of the national budget allocated to districts has increased from 12% (2012) to around 17% (2016/17). Both inter-governmental fiscal transfers and own revenues have increased significantly, reflecting overall progress in fiscal decentralization. Own source revenues, for example expanded from Rwf 13.9 billion in 2006 to Rwf 51.7 billion<sup>23</sup>.
- Local Revenue Performance: Levels of own source revenue (OSR) generation has increased from Rwf 14 billion in 2006 to Rwf 50 billion in 2016/17<sup>24</sup>.
- Enhancing capacity for good public financial management practices: Information Technology (IT)-based financial management and reporting architecture has been established across the 30 districts, and human resource capacity developed to operationalize it. The largest cadre of personnel in the districts is now Finance and Accounting. Both the CG and LGs use the Integrated Financial Management Information System (IFMIS) that are integrated<sup>25</sup>.
- Stakeholder coordination through JADFs: Many development partners closely work together with districts, and there is some level of coherence and collaboration and local development actors

### ***Capacity Development***

- A Local Governance Institute (LGI) began training Local Government staff in 2016. The Institute offers a master's degree in local governance studies which is affiliated to the University of Rwanda
- Induction courses for newly elected local government leaders: The most recent induction course was held in Gabiro in March 2016.
- *ICT Awareness campaigns*: In order to resolve low computer and digital literacy among citizens, awareness and culture, local content; MYICT in partnership with ICDL Africa are in the process of translating the Digital Citizen book in Kinyarwanda. ICT awareness campaigns were organized and the Digital Literacy awareness was conducted through ICT Buses. MYICT through VIZIYO Program; ASI-D has fully taken on the initiative to increase ICT penetration in Education Sector.

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<sup>21</sup> Assessment of the impact of decentralization policy implementation in Rwanda in the last 17 years, page 66).

<sup>22</sup> Idem, page 66

<sup>23</sup> Idem, page 66

<sup>24</sup> Idem, page 69

<sup>25</sup> Idem, page 74

- *Improved awareness of service delivery standards and rights:* Various strategies are being championed at both the local and central government to raise increase awareness of good service standards. Key initiatives include:
  - Introduction of the Mobile School of Governance (MSG) and the Governance Month (GM) by the Rwanda Governance Board, in effort to mobilize districts and sectoral entities to provide improved service delivery to citizens.
  - On a national level, the Rwanda Governance Board introduced the “Nk’uwikorera” campaign, geared towards raising awareness of quality and standards of services required of service providers, while enjoining advocacy on part of the citizens to reject and report poor quality services.
  
- *Political Decentralization:* Rwanda’s LG system comprise of 131,030 elected leaders. The current batch of councilors and executives were democratically elected in April 2016 for a term of 5 years. These elected leaders include 52,516 women (40.1%) and 78,514 (59.9%). There was significant improvement in the quality in terms of education and diversity in terms gender and youth representation as well as socioeconomic background and experience<sup>26</sup>.
- *Administrative Decentralization and Human Resources Management:* The administrative structure of districts now has 84 personnel positions for districts categorized as rural (increase for 44 positions provided for in 2010). For urban districts, permanent staff positions are 94, increase from 45 in 2010 Sector level personnel have increased from 6 in 2010 to 11-15 in 2015 with urban sectors having up to 18 staff<sup>27</sup>. The cell level now has 2 permanent staff from none previously when the Cell Coordinator was a volunteer. This increase has contributed greatly to service delivery, especially in the land sector (in urban areas where volumes of land transactions are high) and to the agricultural sector.

### **2.2.2. Challenges**

After 17 years of Decentralization policy implementation in Rwanda, significant progress have been made in terms of governance and decentralization.

However, some challenges to the effective implementation of Decentralization policy and effective governance in Rwanda have been identified. The official assessments such as Mid-term evaluation of Economic Development and Poverty Reduction Strategy 2 (EDPRS 2)2013 – 2018, Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 Years and Rwanda Citizens Report Card (CRC 2016) helped to identify the challenges related to decentralization and governance. Furthermore, various consultations held with a wide range of

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<sup>26</sup> Assessment of the impact of decentralization policy implementation in Rwanda in the last 17 years

<sup>27</sup> Idem, page 63

stakeholders including different representatives of local governments, CSOs, FBOs and Private sector also pointed out challenges and issues to be addressed in the SSP 2018-2024.

The identified challenges are classified into six sector priorities, namely (i) Citizens' participation, (ii) Transparency and accountability, (iii) Service Delivery, (iv) Fiscal and Financial Decentralization, (v) Local Economic Development, (vi) Sectoral Decentralization, and (vii) Capacity Development

### **Transparency and Accountability**

Many societies which have experienced lack of accountability remain prone to poverty, exclusion, nepotism, “clientelism”, corruption which, in turn, pave the way to political instability and various forms of violence. Accountability is all about being called to account for one's actions<sup>28</sup>. One of the objectives of decentralization policy in Rwanda was to strengthen accountability and transparency in Rwanda by making local leaders directly accountable to the communities they serve. But, some challenges with regard to transparency and accountability remain. For instance, it was indicated that the percentages of population that perceive the District Administration as transparent, accountable and citizen oriented stands at 51%<sup>29</sup>. Again, it was shown that the performance and continuous improvement in the Local Government system is more incentivized by pressure and oversight from the Central Government organs, and much less influenced by internal accountability by Councils and /or demand for accountability from citizens and/or citizen' groups<sup>30</sup>. Lastly, from the assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 Years, it was shown that corruption still exists in local governments. For instance, 27.8% of surveyed respondents agreed that there was corruption in LG. Corruption was more likely to be encountered at District level (27.7%), Village (23.5%) and Cell level (19.9%). The most common form of corruption likely to be encountered is bribery (reported by 67.7%)<sup>31</sup>.

To these challenges, some measures were recommended: (i) coordinate and monitor the effectiveness and efficiency of Governance mechanisms in place by strengthening home grown

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<sup>28</sup> UNDP, 2014. Page 14

<sup>29</sup> G&D JSR BL REPORT 2015-2016. Page 5

<sup>30</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 years. Page 61-62.

<sup>31</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 years. Page 30

solutions to solve citizens; (ii) Increased awareness of rights and confidence of citizens to demand for accountability; (iii) Put in place appropriate mechanisms to empower ordinary citizens to keep the LG accountable without having to necessitate Central Government intervention (iii) Review the local accountability structures; and (iv) Strengthen a new culture of citizen-state relations

### **Service Delivery**

The revised decentralization policy aimed to enhance effectiveness and efficiency in the planning, monitoring, and delivery of services by promoting joint development planning between central and local governments and ensuring that service delivery responsibilities and corresponding public expenditure are undertaken at the lowest levels possible<sup>32</sup>. Administration decentralization aimed to bring local officials and services closer to citizens, so that service delivery is cheaper, more rapidly or faster, and timely delivered.

However, according to CRC (2016) the overall satisfaction of citizens on service delivery at National level was at **67.7%**. Citizens 'satisfaction on service delivery at the local government level stood at 74.30%, Citizens 'satisfaction on service delivery at the central government level (Ministries) was at 57.07%, while it was at 58.08% for Boards or government specialized agencies<sup>33</sup>. Taking about challenges in service delivery, the assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 Years, showed that the significant proportion of surveyed respondents indicated that they have to make more than 3 trips to and from the service centre, which makes access to services for them more costly. As matter of facts, 35.4% indicated that they do 2-3 trips to District headquarter to get service they want; 41.4% do 2-3 trips to get what they want from Sector office, while 39.5 do 2-3 trips to get service from cell office. Too many people at service centre or overcrowded service centres make people to wait so long or do more than 2-3 trips to get served<sup>34</sup>. Last but not least, citizens' complaints often take too long to be addressed, especially complaints related to expropriation. To address the challenges related to service delivery, some measures were suggested: (i) Regular monitoring of customer care staff at Ministries, Districts and Government specialized Agencies; and (ii) Nk'uwikorera" campaign,

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<sup>32</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 years. Page 7

<sup>33</sup> CRC, 2016 (Executive summary, Page Viii)

<sup>34</sup> Draft Report: Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 Years. Page 20-21

Mobile School of Governance (MSG) and the Governance Month (GM) by the Rwanda Governance Board should continue and be strengthened.

### *Online service delivery*

Though the target of the Government is to digitalize all government information and services so that they are accessible and offered online, some challenges remain to achieve this endeavor. There is low ICT skills and inadequate infrastructure for ICT driven service delivery. For instance, according to EICV4, the percentage of households owning computer was 2.5% in 2012<sup>35</sup>, while access to electricity was at 27.9%<sup>36</sup>. 283 Sectors are currently installed with LAN and able to support online services through the Rwanda online platform, while 133 sectors don't have LAN infrastructure<sup>37</sup>. In addition, it was shown that Internet network connectivity and unreliable power supply (power cut-off) in many Sectors make e-government services unreliable. Communication within Local Government and between Local and Central Government remains largely off-line and a lot of transactions are done through telephone, making follow-up and records keeping difficult<sup>38</sup>. Finally, it was shown that there is still low level of Payment transactions done electronically (Targeted in EDPRS 2 was 65% and 75%, but actual performance is at 15.5%)<sup>39</sup>. To these challenges, it was suggested that Internet should be easily accessed countrywide by the citizens; ICT literacy among citizens increased and online service delivery should be institutionalized and become a culture.

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<sup>35</sup> EICV 4

<sup>36</sup> Mid Term Evaluation report of EDPRS , page 47

<sup>37</sup> RISA, 2017. Available at [<http://www.risa.rw/index.php>]

<sup>38</sup> Draft Report: Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 Years. Page 84

<sup>39</sup> EDPRS 2 Mid Term Evaluation report. Page 71

## **Fiscal & Financial Decentralization**

Financial responsibility is a core component of decentralization. If LGs are to carry out decentralized functions effectively, they must have adequate and predictable flow of income. LG incomes will normally comprise of locally raised revenues (tax and non-tax revenue), and Central Government subventions<sup>40</sup>. Many challenges related to fiscal and financial decentralization were identified as indicated below:

- Inadequate mobilization of resources from a variety of sources by LGs. (i) Target Tax revenue (2016/17) was 31.6 Bn, Achieved was 13.3 Bn (42%). Difference was 18.3 Bn. (ii) Target Fees revenue (2016/17) was 80.03 Bn, Achieved was 27Bn (33.7%). Difference was 53.03 Bn<sup>41</sup>
- LGs have control over only own revenue which accounts for 12% of their budget. Inter-governmental transfers constitute a significant proportion of LG budgets, the biggest proportion of which is conditional /earmarked transfers. This limits discretionary power of LG to determine expenditure for largest proportion of the funds<sup>42</sup>
- All LGs have limited local fiscal base, because of number of factors: i) Limited scope of taxation; (ii) Economic activities in most districts are limited, and are constrained by under-developed private sector and high levels of poverty; and iii) Limited institutional capacity for local revenue planning, assessment and tax administration<sup>43</sup>

## **Local Economic Development (LED)**

With the decentralization policy, the GoR was aiming at fast-tracking poverty reduction through sustainable Local Economic Development. The Local Economic Development approach aimed at stimulating the economy, increasing jobs and incomes. Although during the second phase of decentralization, Local Economic Development (LED) gained more attention<sup>44</sup>, challenges related to LED are still many and need to be addressed. They include the following :-

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<sup>40</sup> Governance and Decentralization Sector Strategic Plan 2013/14-2017/18

<sup>41</sup> 2016/17 Imihigo (MINECOFIN)

<sup>42</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 16 years .Page 68

<sup>43</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 16 years .Page 69

<sup>44</sup> Governance and Decentralization Sector Strategic Plan 2013/14-2017/18.

- District Development Plans (DDPs) are more of rapid undertakings to generate documents rather than participatory strategic processes that engage stakeholders in identifying what they want to achieve for their areas, thinking through opportunities and limitations to generate priorities<sup>45</sup>;
- Lack or inadequate functioning statistical offices and M&E capabilities. As a result, LG plans (including DDPs and Imihigo) are compiled without sound statistical base;
- Unpredictable funding and inadequate mechanisms to mitigate it. Action plans at LGs cannot be effectively implemented because funds are released late. This affects the quality of service delivery as contactors are rushing to complete and Districts do not have enough time for control and evaluation.

One of the focus areas of the revised decentralization policy was to build capacity for effective local service delivery and ensuring efficient service delivery through further sectoral decentralization. Sectoral decentralization entails that services which were normally delivered from central government are decentralized and can be delivered from local government level. Normally, the transfer of services goes hand in hand with transfer of capacities or means (financial, material and human). Some challenges with regard to sectoral decentralization were identified and grouped into two major points that need to be addressed in the future.

- ***Sectoral decentralization is done at very slow dimension as sectoral ministries and government specialized agencies continue to perform functions that should be done by the LGs. Related to this point is the inadequate involvement of LGs in projects that they are directly implemented by Central Government agencies.***
- ***The inadequate capacity of LGs to handle the volume of services being decentralized from the center to LGs.***

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<sup>45</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 16 years. Page 75.

## Capacity development

- With the decentralization policy, LGs were given the responsibilities to develop sustainable economic planning and management capacity at local levels and to enhance effectiveness and efficiency in the planning, monitoring, and delivery of services. To accomplish these responsibilities, LGs need to be capacitated in all domains, especially in Human resources management. From various assessments, it was shown that capacity building at LG level still faces a number of challenges which need to be addressed:
- Overall, staff positions are filled at 69%. Almost 31% of staff positions are not filled<sup>46</sup>;
- District Capacity Building planned activities were implemented at 54% due to Budget constraints<sup>47</sup>. Furthermore, the new Local Government Capacity Building Plans are yet to be developed, this is vital since the previous LG CB Strategy ended in 2015.
- Despite their increased numbers, nearly all accounting and audit personnel in Districts need the professional training needed to implement the required PFM practices including proper book keeping and financial reporting. As result, Fewer LGs attain qualified opinions from the Auditor General<sup>48</sup> and only CoK received unqualified audit opinion for the FY 2016-17;
- Many districts do not have personnel in critical areas such engineers, Statistician and economist. The said critical areas are on the district organizational structure, but competent professionals are not attracted to work in the districts, especially rural districts.

### 2.3. Institutional overview of the sector

The Governance and Decentralization Sector is not only wide but also permeates all Sectors, Districts and even cross cutting areas. Actually, any sector or any institution that is affected by bad governance is doomed to perform poorly, because good governance fosters good performance. MINALOC being the Lead Ministry for the Governance and Decentralization Sector has working relations with other Ministries, Government Agencies, Development Partners, International and Local NGOs. Sector Working Group (SWG) is one of the mechanisms used to coordinate inputs of various stakeholders. The role of Sector Working Group (SWG)<sup>49</sup> is two-fold:

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<sup>46</sup> Joint Sector Review, Forward Looking Report 2017-2018, pages 5- 6.

<sup>47</sup> Idem

<sup>48</sup> Assessment of the impact of Decentralization policy implementation in Rwanda in the last 17 years . Page 74

<sup>49</sup> From MINALOC, *Generic Terms of References for Technical Working Groups to be established under Decentralization and Good Governance(G&D) Sector Working Group.*

- To ensure adequate coordination of development efforts in view of implementation of EDPRS- or, in the current context, NST1.
- To serve as a forum to conduct in-depth dialogue between the Government of Rwanda and its partners.

The SWG is composed of TWGs that have the following objectives:

- Provide a forum for technical dialogue, teamwork, ownership and accountability of the development agenda by all stakeholders at governance and decentralization sector level.
- Build synergies in action plan formulation, implementation and enhance regular reviews.
- Follow up and coordinate activities within the sector and ensure alignment and harmonization to reach sector outcomes
- To support, contribute and update SSP indicator matrix
- To facilitate Joint Sector Reviews (JSR) reports twice a year (backward and forward-looking) as per planning calendar and conduct bimonthly TWG meetings.
- To facilitate in the development of the sector priorities implementation plan and the M&E framework.
- Ensure mainstreaming of cross-cutting issues at sector level.

The table below outlines the (TWGs) within the G&D SWG as well as their role/mandate:

<b>TWG</b>	<b>Role/Mandate</b>
<b>Local Government Capacity Building and Service Delivery</b>	<ul style="list-style-type: none"> <li>• Look at capacity development of local governments, including related issues at central government level and especially the design, implementation and M&amp;E of the capacity building components of the Decentralization Policy and of the LG CB Strategy Developed.</li> </ul>
<b>Voice and Accountability</b>	<ul style="list-style-type: none"> <li>• Deal with all issues related to democracy, transparency, civic participation voice and accountability which include on one side the ownership of citizen and their participation in decision making.</li> <li>• Propose strategy to broaden involvement of participation of main actors in Districts.</li> </ul>
<b>Local Economic Development</b>	<ul style="list-style-type: none"> <li>• Advise and follow up on the development and implementation of local economic development strategy and progress in service delivery</li> <li>• Advise to the sector on how to achieve objectives related to the Local economic development and Service Delivery</li> </ul>

<b>Evidence based, Planning and M&amp;E in Local Government and Sector Decentralization</b>	<ul style="list-style-type: none"> <li>• Focus on the general subject of statistical coordination and better informed planning. However, the G&amp;D SWG can request this TWG to look at specific issues within this broadly defined mandate.</li> <li>• Make proposals on how better the budget process can be organized in order to prepare a realistic plan and to take into account needs of the population. It has also to provide advice on “Imihigo” preparation and evaluation in order to improve districts performance.</li> <li>• Address the cross-cutting issue of sectoral decentralization</li> </ul>
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The following table shows the agencies under MINALOC, which are directly linked to the G&D, sector as well as their legal framework:

	<b>AGENCIES</b>	<b>RELATED LAW</b>	<b>OFFICIAL GAZETTE</b>
1	<b>LODA</b>	Law n° 62/2013 of 27/08/2013 establishing the Local Administrative Entities Development Agency (LODA) and determining its mission, organization and functioning	Official Gazette n° 41 of 14/10/2013
2	<b>NIC</b>	Law n° 41/2013 of 16/06/2013 establishing the National Itorero Commission and determining its mission, organisation and functioning	Official Gazette n° 29 of 22/07/2013
3	<b>MHC</b>	Law n° 03/2013 of 08/02/2013 determining the responsibilities, organisation, and functioning of the Media High Council (MHC)	Official Gazette n° 10 of 11/03/ 2013
4	<b>NIDA</b>	Law n° 14/2008 of 04/6/2008 governing registration of the population and issuance of the national identity card	Official Gazette n° special of 16/07/2008
5	<b>RBA</b>	Law n°42/2013 of 16/06/2013 establishing Rwanda Broadcasting Agency and determining its mission, organization and functioning	Official Gazette n° special of 02/07/2013

*N.B. RGB legal mandate is presented in Chapter 4 (Implementation of G&D SSP)*

## CHAPTER 3: THE STRATEGIC FRAMEWORK

Taking into consideration the policy context, achievements, challenges or identified issues as well as subsequent recommendations<sup>50</sup>, the main orientations are outlined in this chapter. But, first of all, this is what is meant by “governance” and hence by decentralization.

**Governance** is closely linked to democracy and decentralization. Actually governance strives for democracy “that suits and serves the interests of the Rwandan people”. The “hallmark” of governance is to “foster unity among Rwandans, to protect the safety of persons and property and to build the capacities of government”. Governance has the mandate to improve the welfare of the citizen and to make them take part actively in their own development and the development of the country. Along with Economic and Social Transformation pillars, Transformational Governance is the third pillar of NST1 and has the mandate to serve as an “enabler” for other pillars.

As opposed to centralization, **decentralization** entails that the governance institutions as well as related services are made more accessible, closer to the citizens. Decentralization is also linked to the high level of involvement of citizens in decisions making as well as other choices impacting their lives. Thus, decentralization seeks to empower citizens so that their participation is made effective and contributes to sustainable development.

Within NST1, within the *Governance* as a pillar, there are *Governance and Decentralization* considered as a Sector along with the Justice, Reconciliation, Order and Law Sector (JRLOS). Thus, the scope of Governance is depends among others on whether it is considered as a Pillar or as a Sector component.

### 3.1. Mission and Objectives

Transformational governance within the Vision 2050 aspirations aims at strengthening further the institutions of accountability and governance, fostering further citizen participation, civil society and media involvement but also promoting Rwandan core values. In the G&D SSP, Governance is understood to support “the transformational determination of building national self-reliance”.

The **mission** of the Governance and Decentralization Sector is to ensure that all stakeholders and partners, including citizens, perform to the highest professional standards and harmonize their interventions to bring about quality of life, prosperity and self-reliance for and by all citizens.

The **overall objective** of the Governance and Decentralization Sector is to enable the socio-economic transformation envisaged in NST1 and Vision 2050 through high level performance resulting from sound collaboration and coordination of interventions.

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<sup>50</sup> This refers especially to the assessment made on the impact of the decentralized implementation since the year 2000.

The **specific objectives** of the Governance & Decentralization Sector are outlined below:

1. To empower citizens in an inclusive way so that their participation and engagement in development, self-reliance, unity and reconciliation keep improving continuously;
2. To put up mechanisms which continue to enforce transparency and accountability at institutional and individual level;
3. To ensure that service delivery to the citizens meet the highest quality standards;
4. To build the capacity of local governments so that they become financially self-reliant, promote their local potentialities for economic development with special focus on jobs creation;
5. To ensure that all services offered at local level are effectively decentralized and that all stakeholders (Government, CSOs, Private Sector, Development Partners, Citizens) work in harmony and converge all their contributions towards the transformation agenda;
6. To develop the capacity of public institutions as well as non-state actors so that they respond effectively to transformation agenda;
7. To promote innovations through streamlining best practices and homegrown solutions as well as Rwandan core values to ensure sustainability in consideration of the country's unique development context.

### 3.2. Sector priorities for G&D SSP 2018/19-2023/24

Taking into account the policy context including the international and regional commitments relevant to the governance and decentralization sector, including the Vision 2050 aspirations as well as the National Strategy for Transformation priorities and key interventions; also considering the achievements that have to be sustained, the challenges and emerging issues that have to be addressed as well as the outcomes from the consultations held, the following 8 sector priorities were drawn out to drive the SSP 2018/19-2023/24:

- 1. Participation, Empowerment and Inclusiveness**
- 2. Accountability and Transparency**
- 3. Service Delivery**
- 4. Fiscal and Financial Decentralization**
- 5. Local Economic Development**
- 6. Sectoral Decentralization**
- 7. Capacity Development for transformational governance**
- 8. Values and Home Grown Solutions for transformational governance**

Below are presented, for each sector priority, related outcome, outcome indicators, outputs, outputs indicators as well as the policy actions/interventions.

#### **SECTOR PRIORITY 1: CITIZEN PARTICIPATION, EMPOWERMENT AND INCLUSIVENESS**

##### **Outcome 1: Enhanced citizen participation, empowerment and inclusiveness**

- % of citizens satisfaction in their participation in planning disaggregated by gender and age ( KPI)
- % of citizens satisfaction in their participation in budgeting processes disaggregated by gender and age
- % of citizens satisfaction in their participation in decision making disaggregated by gender and age
- Level of gender parity in leadership

##### **Output 1.1: Citizen's capacities and capabilities towards their participation is strengthened**

- % of citizen satisfaction with the performance of local government councils.
- Proportion of seats held by women in Local governments at district, sector and cell level (SDG Indicator 5.5.1.) –KPI

### **Proposed Interventions/Policy actions**

- Institutionalize “Ndi Umunyarwanda and Abarinzi b’Igihango” Programmes” in Local governments
- Extend and strengthen Unity clubs up to village level
- Empower and engage the non-state actors in citizen participation frameworks
- Empower local government councils to deliver on their mandate of representing the citizens
- Empower women to contest in LG elections

### **Output 1.2: Citizen’s participation and engagement in solving their own problems are strengthened**

% of citizens’ complaints and demands addressed during community outreach programs

### **Proposed Interventions/Policy Actions**

- Sensitize the population to embrace the culture of problem solving at family level through Cell-committees, Inshuti z’Umuryango and Umugoroba w’ababyeyi fora
- Engage the citizen at village level in participatory planning/prioritization as well as budgeting
- Conduct policy dialogues with Media, Academia and CSOs

## **SECTOR PRIORITY 2: TRANSPARENCY AND ACCOUNTABILITY**

### **Outcome 2: Enforced transparency and accountability**

- [Level of transparency and accountability in public sector \(KPI\)](#)
- % of population that perceive the district administration as transparent, accountable and citizen oriented.
- Proportion of the population who believe decision making is inclusive and responsive by sex, age and disability (SDG Indicator 16.7.2)

### **Output 2.1: Institutional capacity for accountability is developed**

- Number of public accountability days per year conducted at District level
- Level of JADF participation in Local Governance and planning
- Level of feedback to citizen by local government councils (To be incorporated in CRC)

### ***Interventions/Policy Actions***

- *Reinforce mechanisms to monitor transparency and accountability* in both local and central institutions
- Conduct public accountability days in local government administrative entities at least twice a year
- Receive and address citizen’s grievances through Community outreach program, Governance Month and other fora

**Output 2.2: Participation of non-state actors in socio-economic transformation strengthened**

- Level of CSOs in influencing public policy
- Level of CSOs impact to the national development

**Output 2.3: Participation of Media and CSOs in promoting transparency and accountability is strengthened.**

- % of citizen satisfaction with access to information
- Level of CSOs performance in transparency and accountability promotion

**Interventions/Policy Actions**

- Develop capacity of media houses to contribute in ensuring transparency and accountability
- Engage and develop capacity for JADF members
- Enhance the use of ICT in addressing citizens' grievances
- Strengthen coordination, monitoring and evaluation mechanisms of solving citizen complaints

**SECTOR PRIORITY 3: SERVICE DELIVERY**

**Outcome 3: Improved Service Delivery across all sectors**

- % Citizens satisfied with service delivery (KPI)

**Output 3.1: Quality Service culture is institutionalized.**

- Proportion of the population satisfied with the last experience of public services (SDG Indicator 16.6.2)
- Level of citizens' satisfaction with service delivery in Local Administration (KPI)
- Level of SD standards implementation in all sectors

**Interventions/Policy Actions**

- Inculcate quality service delivery culture among service providers and service recipients
- Carry out a review, update, harmonize legal, regulatory framework and standards for service delivery
- Enhance capacity of individuals and institutions to attain the required level of professionalism in terms of service delivery standards
- Carry out service delivery inspections and enforce compliance with SD standards

**Output 3.2: The use of information technology in service delivery is promoted and enhanced**

- % of digitized services out of total services in local governments

**Interventions/Policy Actions**

- Strengthen the use of technology to promote efficiency and effectiveness in service delivery
- Avail required infrastructures and equipment for the cell to become the centre of service delivery

**Output 3.3: Cell capacities for serving as the local centre of services are developed**

- % of services delivered at cell level compared to LG services
- # of staff at cell level

**Interventions/Policy Actions**

- Adopt the new service charters for the cell
- Develop and adopt the new organizational structure of the cell
- Recruit related staff as per the adopted organizational structure

**SECTOR PRIORITY 4: FISCAL AND FINANCIAL DECENTRALIZATION**

**Outcome 4: Improved LG revenue mobilization and management for self-reliance**

- % Annual increment of districts own source revenues (KPI)

**Output 4.1: Capacities for Public Finance Management at local level are developed**

- Number of Districts with unqualified audit opinion on financial statements

**Interventions/Policy Actions**

- Increase efficiency in local revenues collection
- Strengthen professional capacities for local Government financial managers
- Reinforce the local PFM peer review mechanisms

**Output 4.2: Budget over which the District has discretionary powers is increased**

- % of budget over which Districts have discretionary powers

**Interventions/Policy Actions**

- Engage with responsible Institutions of Government to reduce earmarked budget and increase block grants
- Strengthen the technical capacity of the District to allocate budget to important socio-economic development programs

## **SECTOR PRIORITY 5: LOCAL ECONOMIC DEVELOPMENT**

### **Outcome 5: Developed vibrant local economies contributing to jobs creation and to the national economy**

- % of LG budget invested in LED enabling infrastructure

### **Output 5.1: Conditions for local economies that are attractive to investments and skills are created**

- % [Project feasibility studies that meet established standards \( KPI\)](#)

### **Output 5.2: Profitable public private partnerships projects proposals are developed and executed**

- # of Public-Private Partnership projects implemented at District Level

### **Proposed Interventions/Policy Actions**

- Facilitate private investors, provide incentives and establish an enabling environment for the private sector
- Develop long-term partnerships to attract capital, technology and other economic opportunities from private investors
- Establish a data bank of PPP projects implemented under LED
- Develop PPP guidelines and strategy for LG
- LG capacity building around designing projects based on feasibility studies
- Conduct and update the mapping of local potentialities in districts
- Develop Communication strategy on existing potentialities
- Enhance knowledge and skills transfer for youth to turn local economic and cultural endowments into income and job creating ventures
- Strengthen financial institutions decentralization and promotion of financial services
- Operationalize District Project Management Committees

## **SECTOR PRIORITY 6: SECTOR DECENTRALIZATION**

### **Outcome 6: Improved implementation and monitoring of sectoral decentralization process**

- % of services identified to be decentralized that are effectively decentralized ( KPI)

### **Output 6.1: Sectoral decentralized services are updated and implemented**

- Number of sectors with updated inventory on decentralized services

### **Interventions/Policy Actions**

- Take stock of sectoral decentralized services and update them to identify partially and fully decentralized services
- Develop a legal framework on sectoral decentralization
- Implement relevant recommendations related to decentralized functions from existing expenditure assignments
- Carry out functional assignments analysis in all remaining sectors

### **Output 6.2: Sector decentralization is well coordinated**

- % of decisions made by the sector decentralization steering body that are fully implemented.

### **Interventions/Policy Actions**

- Put in place a high level steering organ for sectoral decentralization
- Strengthen existing structure in charge of technically guiding sectoral decentralization

## **SECTOR PRIORITY 7: CAPACITY DEVELOPMENT FOR TRANSFORMATIONAL GOVERNANCE**

### **Outcome 7.1 : Enhanced coordination for implementation and oversight of capacity development**

- [Level of implementation of Local Government Capacity Development Strategy \( KPI\)](#)

### **Interventions/Policy Actions**

- Produce Capacity Development strategy for LG and G&D Sector in line with the transformational agenda
- Improve coordination framework for planning, budgeting and reporting of LG CD with line ministries

### **Output 7.2: Capacity development at local level is delivered in line with quality assurance framework**

- % of CD interventions provided by LGI that are in line with quality assurance framework

### **Interventions/Policy Actions**

- Monitor implementation of new Capacity Development strategy for LG and G&D Sector
- Reinforce Local Government Institute (LGI) to develop the capacity of Local Government Entities
- Develop and implement quality assurance framework for LG CD service providers

## **SECTOR PRIORITY 8: VALUES AND HOME GROWN SOLUTIONS FOR TRANSFORMATIONAL GOVERNANCE**

### **Outcome 8: Values, homegrown solutions and innovations streamlined into all institutions for transformational governance**

- # of research on Rwanda's innovations for their qualification as HGSs ( KPI)

#### **Output 8.1: HGSs are preserved and protected**

- HGSs digital platform operationalized
- # of HGSs locally Certified and protected
- # of HGSs internationally protected
- # of HGSs impact assessment conducted

#### **Interventions/Policy Actions**

- Register Intellectual Property in relation to HGS
- Package and brand of HGS (export market)

#### **Output 8.2: HGSs to generate economic benefit to the country are promoted**

- Amount of revenues generated from commercialization of HGSs (Frw)

#### **Interventions/Policy Actions**

- Train and certify experts in HGS
- Assess how values and HGSs are contributing to development at citizen, community, local and national levels

#### **Output 8.3: Local and international awareness of Rwandan Values and HGSs is raised**

- Proportion of citizens per district aware of Rwandan HGSs
- % of villages in which “Itorero” is operational
- % of schools per district in which Itorero is operational

#### **Interventions/Policy Actions**

- Establish HGS centre of excellence
- Host and train international delegations on HGS
- Use media to promote values and HGSs

**Output 8.4: Culture of self-reliance, teamwork spirit, integrity, solidarity and patriotism among Rwandans is promoted.**

- Proportion of youth enrolled in Voluntary National Service (Urugerero) disaggregated by gender
- Level of State-Civil Society dialogue relations

**Interventions/Policy Actions**

- Identify and publish national values in official gazette
- Operationalize and monitor Itorero in all villages and schools
- Construct a model National Civic Education Center for the “Itorero ry’Igihugu” and one branch per Province
- Conduct impact assessment of Itorero program
- Conduct awareness and mobilization campaign of the youth to participate in National Service/Urugerero.

### 3.3. Link with NST1, Cross-Cutting Areas, other Sectors and DDS

The relevance of G&D SSP 2018/19-2023/24 on its level of linkage or alignment with NST1, Cross-Cutting Areas, Other Sectors as well as the Districts Development Strategies. In that, compared to the G&D SSP 2013/14-2017/18, the new SSP has introduced a number of new priorities and innovations.

#### 3.3.1. Link with NST1 and Other Sectors

The link between G&D SSP and NST1 is reflected in how the sector priorities as well as related outcomes and outputs contribute to the implementation of the key interventions under NST1 priority areas. That link is established in a direct or indirect way. In a direct way, specific priority areas inspire the substance of G&D SSP. In indirect way, given the “cross-cutting nature of the G&D Sector when it comes to collaboration and coordination, the G&D SSP contributes to the remaining priority areas and key interventions of the Governance Pillar in particular and the Social and Economic transformation in general. Thus, G&D SSP is mainly framed by NST1 and NST1, especially with regard to the Governance Pillar, takes stock of the key considerations in the Governance and Decentralization Sector.

The six priority areas under the Governance pillar are presented below:

- Reinforce Rwandan culture and values as a foundation for peace and unity (Priority area 1)
- Ensure Safety and Security of citizens and property (Priority area 2)
- Strengthen diplomatic and international cooperation to accelerate Rwanda and Africa’s development (Priority area 3)
- Strengthen Justice, Law and Order (Priority area 4)
- Strengthen Capacity, Service delivery and Accountability of public institutions (Priority area 5)
- Increase citizens’ participation, engagement and partnerships in development (Priority area 6)

Among the above six priority areas, Priority areas 1, 5 and 6 constitute the main substance of G&D SSP. Below are presented how the sector priorities are aligned to NST1:

***Citizen Participation, Empowerment and Inclusiveness*** is aligned to NST1 priority area 6 “Increasing citizens’ participation, engagement and partnerships in development” but also to priority area 1 “reinforcement of Rwandan culture and values which underlie the “foundation for peace and unity” (Priority area 1). The inclusiveness echoes “partnerships in development”, whereby “no one is to be left behind”; citizens alongside with the media, non-governmental organizations (NGOs), Faith Based Organizations (FBOs) as well as the private sector engage in “national development and social welfare”. Moreover, the empowerment of the citizens as well as other stakeholders mentioned above is the guaranty to the effectiveness and efficiency of citizen participation and engagement. This sector priority contributes to crime prevention through strengthening community policing, promoting the culture of problem-solving in families and reinforcement of amicable settlement of disputes. By active involvement in solving their own problems up to family level, citizens living in harmony focus more on what matters most: their own development and welfare through District planning and prioritization (Priority areas 5 and 6).

**Transparency and accountability** contribute to Priority area 1 through the enhancement among citizens and families of the values of integrity, transparency, fighting against corruption, injustice and intolerance. Transparency and Accountability play a great role in fighting and preventing cross-border crimes, human and drug trafficking as well as cybercrimes and thus contribute to the Priority area 2. It is also a direct contribution to Priority area 5 which is related to “Accountability of Public Institutions”.

**Service delivery** is directly aligned to Priority area 5 in relation to the “Strengthening of Service Delivery of Public Institutions”. This sector priority implies that the culture of service delivery permeates up to citizen level. As such, the establishment of National Civic Education Center which seeks among others to promote service delivery as a culture is a contribution to this sector priority. The improved service delivery enforces the envisaged advocacy under Priority area 3 “for continued removal of barriers to intra-African trade such as visa requirements and other obstacles to free movement of people and goods within the continent” and extended better service delivery to the diaspora. The combination of making the Cell as the Centre of Service Delivery as well as digitalizing service delivery is expected to contribute considerably to the efficiency, transparency and accountability of public institutions as well as other stakeholders. Thus, this sector priority contributes a lot to the NST1 target under priority 5 of increasing citizen satisfaction with service delivery from 67.7% to 90% by 2024 and Government online services from 40% in 2017 up to 100% by 2024.

**Fiscal and Financial Decentralization** through the mobilization and sound management of local revenues contributes to Priority area 5 (Capacity, accountability of public institutions) but also to Priority area 6 especially through the enforcement of citizen participation. The sector priority is a direct contribution to Finance Development, one of the sectors of NST1. Through this sector priority, the achievement of NST1 target consisting of “increasing the number of entities obtaining unqualified audit opinion on financial statements and compliance with laws and regulations from 32% (2015/16) to 70% by 2023/24” shall be achieved.

**Local Economic Development (LED)** is a significant contribution to the Priority area 3 by “locally and internationally promoting the investment, expanding tourism and products made in Rwanda”. LED also contributes to Priority area 5 by making sure that implemented projects will have been previously well designed as provided for in the National Investment Policy. By exploiting District priorities, LED is one of the privileged channels for self-reliance as well as the 1,500,000 jobs to be created.

**Sectoral Decentralization** contributes to Priority area 5 whereby public institutions have to be more efficient. Indeed, sectoral decentralization shall improve the intra and inter-government relations and allow that more services are delivered to the citizens from the closest distance possible. Line ministries and other central agencies benefit from sectoral decentralization as they will focus more and invest more time on the strategy, oversight, monitoring and evaluation functions, rather than overlapping with centralized implementation, thus leading to inefficiencies and poor service delivery.

**Capacity Development** contributes especially to Priority areas 3 and 5. In the 1<sup>st</sup> case, capacity development allows, through the training of skilled and Rwandan experts **to work** abroad but also to attract foreign skills and expertise to come and develop the capacity of local citizens. In the 2<sup>nd</sup> case, institutional capacity development contributes to the achievement of what is planned under NST1 consisting of “enshrining in public institutions a culture of dedicated service to citizens for fast and effective service delivery”. As an example, it is through this sector priority that the envisaged NST1 key intervention on the strengthening of the “functioning of clusters, sector working groups and JADF to enhance coordination in planning and implementation” is to be achieved.

**Values and Home grown solutions.** This sector priority also contributes to the Priority area 2 key intervention consisting of “reinforcing values and culture of excellence, patriotism, dedication and service while striving for dignity of the nation and putting citizens at the center”. It also contributes to Priority area 3 under which it is planned that “mechanisms will be put in place to raise awareness of Rwanda’s home-grown solutions locally and internationally to support development”. As a contribution to Priority area 6, the sector priority intervenes in the promotion of the culture of self-reliance, teamwork spirit, solidarity and patriotism among Rwandans and developing home-grown solutions to problems encountered by different categories of Rwandan society. Values and home grown solutions, along with innovations contributes to the “fostering of the mindset that accelerates development and self-reliance” as stated in NST1. Strengthening the voluntary national service programme (Urugerero) under the national civic education institution (Itorero ry’Igihugu) with the objective of developing the Rwandan youth into citizens who aspire to become self-reliant and hardworking as envisaged under Priority area 6 is another contribution of the sector priority.

The G&D SSP is interlinked with all the sectors in NST1. Indeed, all sectors need a high level of governance and benefit from effective decentralization. For instance, health, social protection, agriculture, education, infrastructure development as well as any other sector have no chance to perform well in a context whereby the priorities envisaged under G&D SSP (be it citizen centeredness, inclusiveness, transparency and accountability, service delivery, home grown solutions,...) are not institutionalized in the working environment.

On the other hand, all other sectors contribute to G&D sector. For instance, through education citizens are empowered, through agriculture citizens can ensure food security of their families, through ICT services are digitalized, etc. This is also true for other sectors under all NST1 pillars. The awareness of such mutual reinforcement between G&D Sector and other sectors is the foundation for sound collaboration and coordination among stakeholders including citizens themselves.

### 3.3.2. Link with Cross-Cutting Areas

G&D SSP is closely linked to the following Cross-Cutting Areas (CCAs): Gender and Family, Disability and Social Inclusion, HIV/AIDs and Non-Communicable Disease, Disaster Management, Environment and Climate Change, Capacity Development as well as Regional Integration. All sector priorities in G&D SSP contribute directly or indirectly to CCAs. The consideration of CCAs in G&D SSP is also important as some CCAs if not attended to can easily jeopardize the envisaged impact of the transformational agenda. The specific linkage with specific CCAs is presented below:

**Gender and Family.** Citizens considered as individuals are grouped into the family which is the nucleus of the country's life. G&D SSP takes into account gender and family as follows:

By disaggregating indicators into gender so that what to be measured takes into consideration how men and women are involved or served. The special focus is put on women whereby, specific indicators relate to them. This is mainly with regard to women involvement in managerial/leadership role including District Councils. By consecrating some outcomes and outputs as well as interventions to the gender and family. For instance, those related to the problem-solving at family level. In conclusion, the G&D SSP is built around the concept of "citizen centeredness" whereby all the targets concur to bring positive transformation and lives improvements at family level. The consideration of the age factor in most of the indicators is also an other focus at gender and family level. The Itorero and Urugerero programs as well as other home grown solutions aim to make the family the conducive environment for the citizens to flourish.

**Disability and Social Inclusion.** G&D SSP integrates this CCA as a continuation of the focus on Gender and Family. The indicators, where applicable are disaggregated not only by gender and age, but also by disability to make sure that the special needs of such citizens are catered for and that they are not forgotten in citizen participation and empowerment which seeks to be all-inclusive with "no one left behind".

**Disaster Management** as well as **Environment and Climate Change** are among CCAs which are not directly addressed by G&D SSP. However, through citizen participation, empowerment and inclusiveness, these two CCAs are addressed by considering them in planning and prioritization at sector level. The institutional capacity development as well as the creation of awareness among citizens shall be done taking into account the two CCAs. Indeed, failure to do so, the prime consequences befall to citizens and to families and to all the development of infrastructures so far achieved. Prevention and sound management of these two CCAs are crucial in preserving the welfare of the citizens and households.

**HIV/AIDS and Non-Transmissible Diseases (NCDs).** As with disaster management, environment and climate change, G&D SSP considers that the threats of HIV/AIDS and NCDs on families and citizens as well as at country level can't be ignored. Thus, through mechanisms of empowerment and sensitization, for instance "Umugoroba w'Ababyeyi" the awareness and ways to prevent the above diseases will be on the agenda.

**Regional Integration.** G&D SSP contributes indirectly to regional integration through the priority given to service delivery and to the values and home grown solutions as well as to the sound management of fiscal and financial decentralization. Through LED also, regional integration is promoted especially by creating a conducive local environment for foreign investors to come and work together in exploiting local potentialities and by improving Made in Rwanda products so that they can be exported.

**Capacity Development.** G&D SSP has given a special focus to capacity development which has to enable transformational governance. Capacity development cuts across all sector priorities and covers all the individual, organizational and institutional dimensions. Indeed, G&D SSP considers capacity development as the condition to achieve the envisaged transformation. The focus will be made on capacity development plans which shall be produced in accordance with the transformational agenda.

### **3.3.3. Link with DDS**

Though all other sectors are linked to the District Development Strategies, the G&D SSP has a special linkage. Indeed, the G&D SSP focuses on local government as whole and that is reflected in outcomes, outputs and interventions. Most of the indicators, baselines and targets are related to districts or local governments. For instance, making of a cell a center of service delivery or improving fiscal and financial decentralization. Citizen participation is mostly envisaged at local level.

Moreover, whereas at sector level G&D consists of strategizing, oversight, monitoring, coordination of activities being implemented by districts, the successful implementation of most of the G&D SSP interventions are to be observed at local level. Part of the content of G&D SSP was obtained through consultations of mainly local governments' representatives. The study on the impact of the implementation of decentralization captures also the views of the citizens as well as the evidence of the policy implementation at local level. As such, the consideration of achievements, challenges and recommendations in various assessments and consultations in the elaboration of G&D SSP and the process of aligning between DDS and G&D SSP as well as between DDS and NST1 shows the strong linkages that exist between the mentioned strategies.

### **3.3.4. New Priorities and Innovations in G&D SSP**

The new priorities and innovations contained in the new G&D SSP are summed up in the following points:

- The aspirations of Vision 2050 which focuses on *quality of life, transformation for prosperity* and *underlying core values* aimed at granting to the Rwandan citizens “high standards of living to transform lives at household and individual levels. In that context, G&D SSP contribution

to Vision 2050, covering the period from 2020/21 up to 2023/24 is special in that it seeks, through NST1 to strengthen the foundations of the targets to achieve in later years.

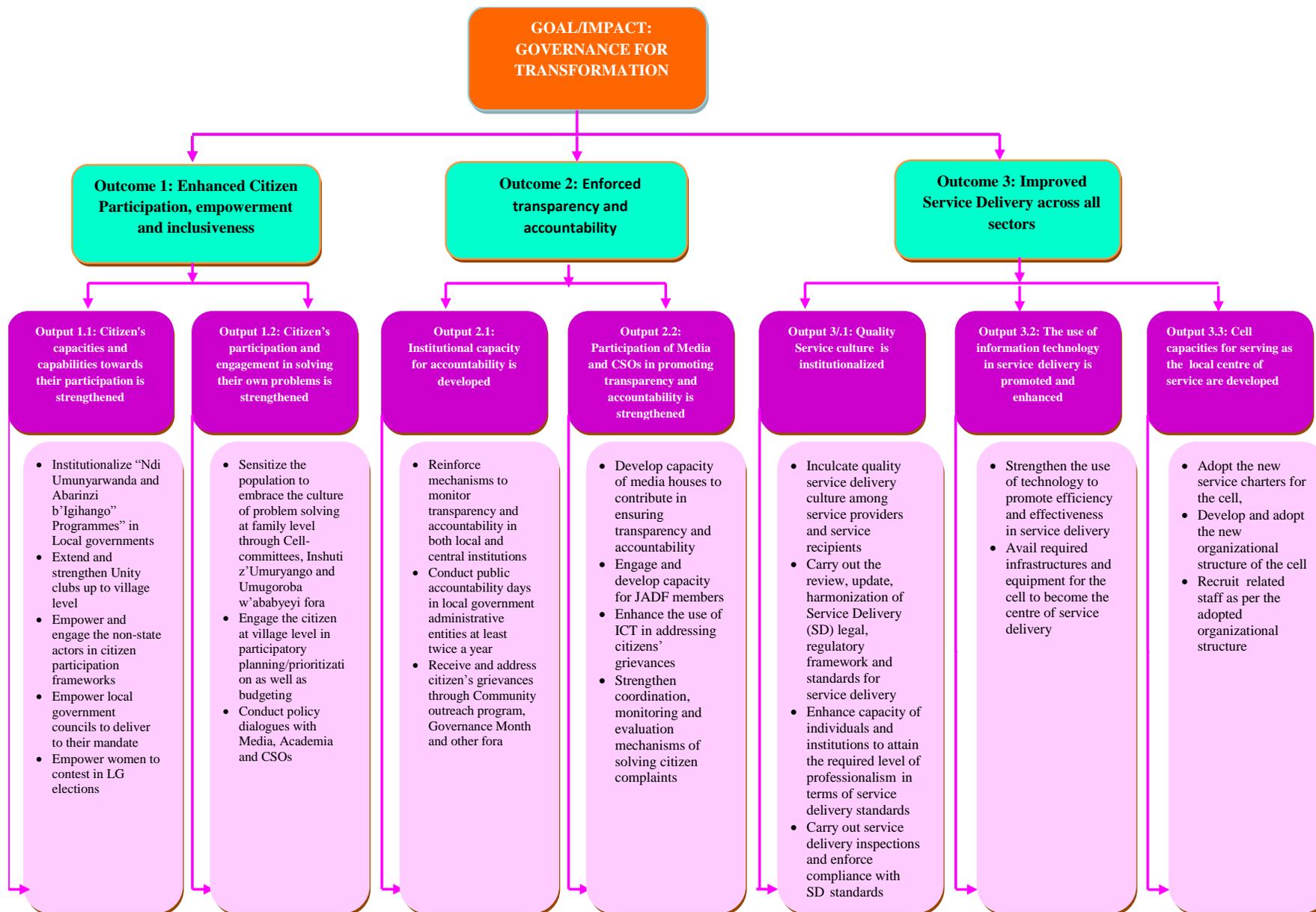
- Governance in Kinyarwanda can be translated by “*imiyoborere*” with a special focus on “*imikorere n’ imikoranire*” (performance and synergy). In Vision 2050 Concept note and NST1 priorities, Governance is referred to as “Transformational Governance”, that is Governance for transformation. So, how different stakeholders/partners within and across sectors and districts are to work together, to converge all contributions for the attainment of the common goal is the crucial role to be played by Governance. And the best expression of Governance is Decentralization which is the recognition that power is to belong to where it emanates: citizen shall be the prime focus of all that is undertaken by all institutions, of all that is pursued in all institutional processes. How for instance each sector performs (“*imikorere*”) and how it harmonizes its intervention with other sectors interventions (“*imikoranire*”/“*ubwuzuzanye*”) to make poverty disappear, to curb malnutrition, to make sure there is no drop outs (from schools), to create jobs,... that should be what governance stands for. The essence of governance is in how work is performed and how necessary synergies are built with other performed works to make the highest impact.
- Decentralization is an “ongoing concern”. If Rwanda envisages to become a an upper middle income country by 2035 and a high income country by 2050, that means, the expected transformation will benefit not only from boosting home grown solutions, but also by the *decentralization of knowledge*. Indeed, as much as it is necessary to draw from Rwandan culture, it is also crucial to draw from the best in time and space from all over the world. Knowledge is to be decentralized, the innovators of tomorrow have to be well informed from their young age. The G&D SSP, by empowering citizens, seeks to be proactive and give the content to capacity development related interventions. The future contribution of the next generation of Rwandans, especially the required innovations by the younger ones depends mainly on the knowledge that will be decentralized at village and household levels alongside with the formal education. This refers for instance to “*Itorero*” and “*Urugerero*”. Thus, capacity development for transformational governance shall extend to “democratizing knowledge democratization”/ decentralization” from high learning institutions to grassroots level, to household level, to the members of the household. Parents forum (“*Umugoroba*

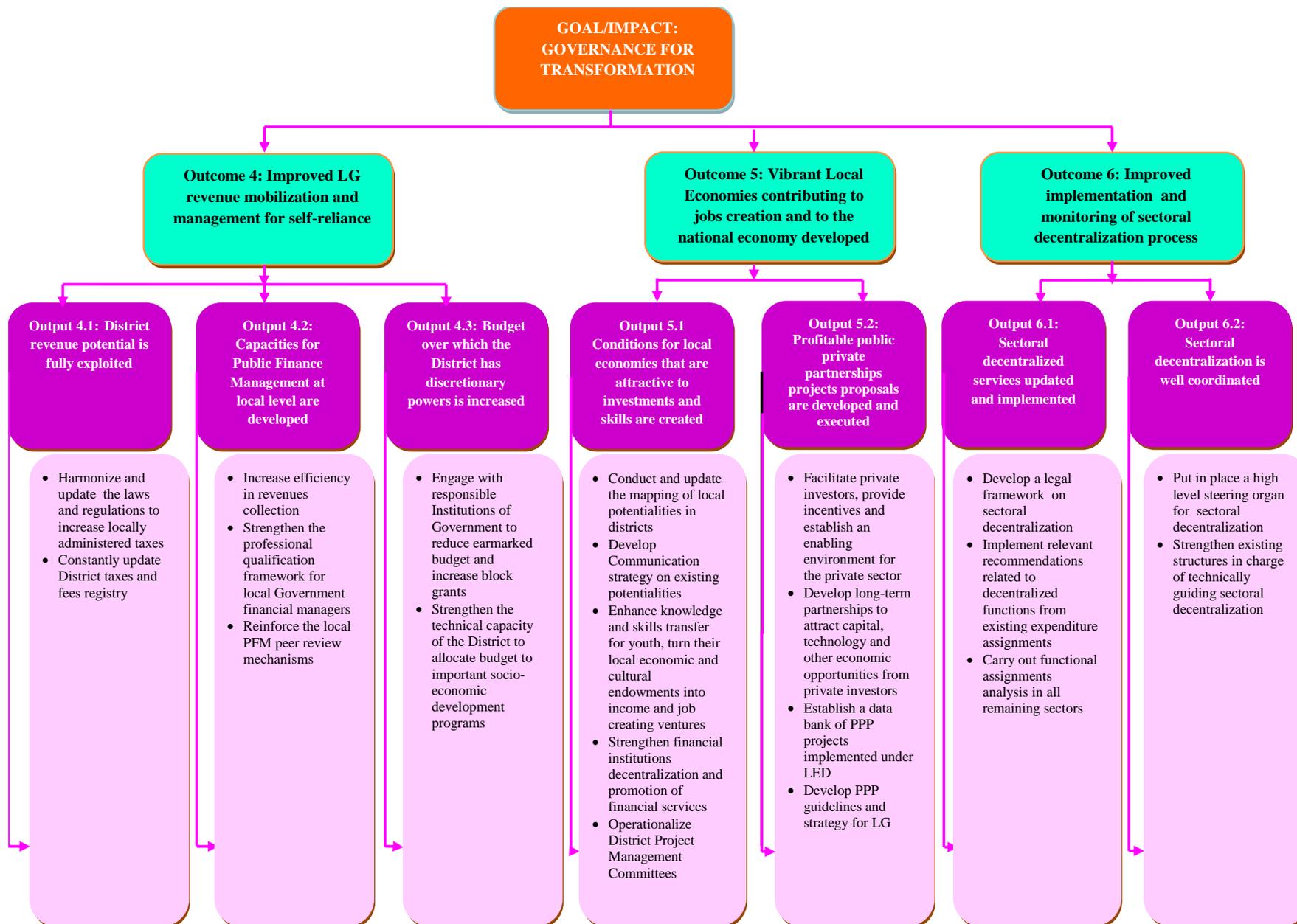
*ww'ababyeyi''*) at village level are to become tools for transformation, for capacity development, for awareness and responsibility.

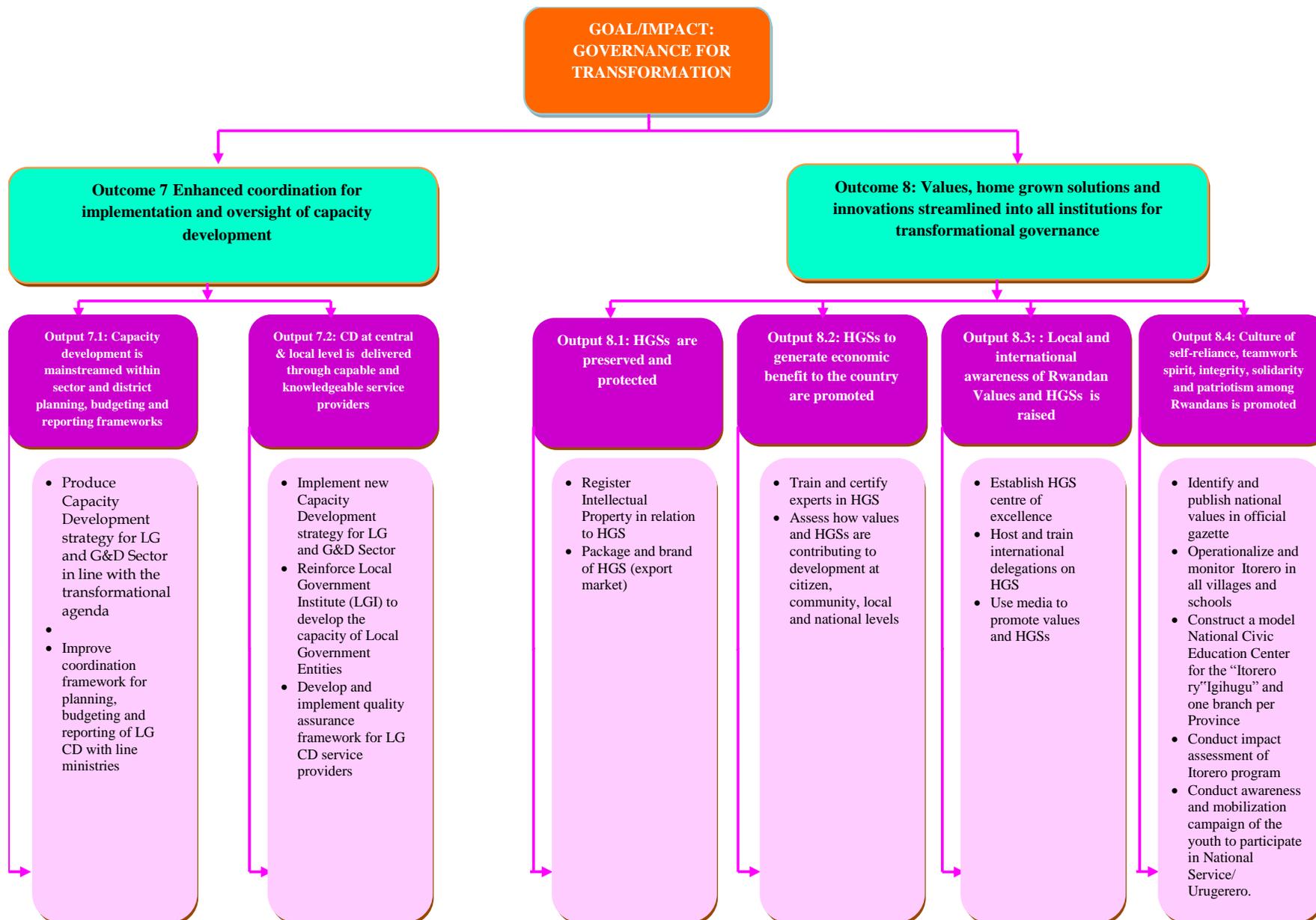
- Enhanced decentralization of operations: this refers mainly to sectoral decentralization. In order to foster good governance, it is important that institutions at central level such as ministries or other regulatory agencies have exhaustive data or information well centralized so as to monitor, supervise and well coordinate expected outcomes. Operations that are centralized are performed remotely far from the citizen they are supposed to benefit and delays as well as other bureaucratic diseases occur.
- More emphasis on citizen centered transformational governance: though the aim of good governance and the decentralization policy is to put the citizen at the center, with NST1 and Vision 2050, that focus is emphasized. It is in that logic that the cell is being made the center of service delivery with, in perspective, on serving better the citizen. Citizen as the prime beneficiary of all stakeholders' interventions but also citizen as the active contributor to his/her own welfare as well as the development of the country stands out as the new phase in the pursuit of decentralization.
- Putting the home grown solutions, the core values and the culture of Rwandans as the cornerstone to self-reliance and sustainable development is also introduced for the first time in G&D SSP.

### **3.4. SSP 2018-2024 Results chain**

The SSP 2018-2024 results chain consists of outcomes and outputs as well as related key interventions or policy actions under the overall goal of the Governance and Decentralization Sector contributing as an enabler for the economic and social transformation. The figure below shows the results chain. Below is presented the figure on results chain:







## CHAPTER 4: IMPLEMENTATION OF THE SECTOR STRATEGIC PLAN

The G&D SSP 2018/19-2023/24 will be implemented since July 2018 up to June 2024. The sections below show the sequencing of interventions as well as interdependences between sector priorities and key actions, the role and responsibilities of partners and stakeholders, the mechanisms for coordination of interventions as well as the risks analysis and mitigation strategies.

### 4.1. Sequencing of interventions

The key interventions or priority actions which are linked to outcomes and outcomes indicators as well as corresponding targets indicate that there is an interdependence between interventions. As the G&D SSP is for 6 years, each annual plan will be drawn from the SSP and the level of annual implementation will determine the baseline for the implementation of the following year. The sequencing of interventions is also closely related to the allocation of responsibilities and the coordination of different interventions from a web of partners/stakeholders.

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

The implementation of G&D SSP 2017/18-2023/24 will involve diverse stakeholders. Among them, there are agencies with specific missions, objectives and responsibilities which are closely related to the sector priorities as outlined in the SSP document. Here are they below:

#### A. ENTITIES UNDER MINALOC AND THEIR KEY RESPONSIBILITIES

- **LODA (Local Administrative Entities Development Agency).** Established by Law n° 62/2013 of 27/08/2013, it has, among others, the following responsibilities:
  - to coordinate Government's development activities in local administrative entities with legal personality;
  - to finance development activities in local administrative entities with legal personality;
  - to serve as an intermediary between local administrative entities with legal personality and donors especially those involved in financing development activities in those entities;
  - to put in place mechanisms of distributing financial support in local administrative entities with legal personality;
  - to monitor the use of funds allocated by LODA to development activities in the local administrative entities with legal personality;
  - to establish strategies for creation of high intensive labour and assistance to those unable to perform such jobs and who are approved by decentralized entities;
  - to contribute to sensitizing population and building their capacities in analyzing and solving their problems;
  - to contribute to sensitizing population to participate in development activities meant for them;

- to contribute to sensitizing population on the culture of making savings and using the services of banks and micro-finance institutions;
- to build capacities of local administrative entities with legal personality within the scope of LODA mission;
- **NIC (National Itorerero Commission)** established by Law n° 41/2013 of 16/06/2013 with the general objective of “bringing up a patriotic Rwandan who has values and taboos of the Rwandan culture and who has a culture of Intore”. NIC has the following responsibilities:
  - To train Rwandans to:
    - make them understand their shared values and taboos in their coexistence, be patriotic and contribute to national development;
    - be aware of and have proficient knowledge of national programs and necessary means for their implementation;
    - be confident in their ability to solve problems they are faced with and uphold their dignity
    - be Intore who are worthy Rwandans in all categories and catalysts for positive changes;
    - have the culture of volunteerism through national service;
    - have the culture of being proud to set performance targets and proclaim their achievement
  - to train leaders to engage in a leadership style that promotes the values and strive to become the best performers;
  - to train Rwandans to promote respect for the values and taboos as a basis for coexistence and national development;
  - to collaborate with other public and private institutions and non-governmental organizations that train in values and taboos and seek their advice;
  - to prepare and follow up volunteerism activities through the national service;
  - to perform any other task deemed relevant to its mission
- **RBA (Rwanda Broadcasting Agency)** established by Law n°42/2013 of 16/06/2013 with among others, the following responsibilities:
  - to provide the Rwandan population and other members of its audience with (a) national and international news that is not biased and accurate (b) educational, recreational and entertaining programs
  - to promote the Rwandan culture and to act as a catalyst for national development
  - to deliver to residents of Rwanda the benefit of new information and communication technologies;
  - to establish relations and collaboration with other regional and international partners as appropriate;
  - to ensure equitable distribution of infrastructure for audio and video broadcasting by interested licensed operators;
  - to bring Rwanda to the global information arena
- **MHC (Media High Council)** established by Law n° 03/2013 of 08/02/2013 as an institution responsible for media capacity building. Below are some of its responsibilities:

- to advocate for media capacity building;
  - to build partnership with other institutions in a bid to mobilize resources for media capacity building;
  - to conduct regular research enabling to build media capacities;
  - to participate in initiating and implementing policies and strategies to develop the media sector;
  - to build innovative capacities and to produce media content that disseminates and promotes the Rwandan values, culture and products;
  - to liaise, collaborate and cooperate with other national, regional, and international institutions with similar or related responsibilities;
  - to assist in setting up an enabling environment that facilitates investments in the media sector;
- **NIDA (National Identification Agency).** Established by Law n° 14/2008 of 04/6/2008 governing registration of the population and issuance of the national identity card. The responsibility of NIDA is to build and modernize the National Population Registration and production of modern identity cards and integrate systems for online authentication purpose in order to contribute to socio-economic and political planning.

## **B. OTHER PUBLIC AGENCIES INTERVENING IN GOVERNANCE AND DECENTRALIZATION SECTOR**

Those agencies include the National Unity and Reconciliation Commission, the Office of Ombudsman as well as the Rwanda Governance Board.

- **NURC (National Unity And Reconciliation Commission)** is assigned by the Law N° 35/2008 of 08/08/2008 the following responsibilities:
  - To prepare and coordinate the national programs aimed at promoting national unity and reconciliation;
  - To establish and promote mechanisms for restoring and strengthening the Unity and Reconciliation of Rwandans;
  - To educate, sensitize and mobilize the population in areas of national unity and reconciliation;
  - To carry out research, organize debates, disseminate ideas and make publications on the promotion of peace, and the unity and reconciliation of Rwandans;
  - To propose measures and actions that can contribute to the eradication of divisionism among Rwandans and reinforce unity and reconciliation;
  - To denounce and fight actions, publications, and utterances that promote any kind of division and discrimination, intolerance and xenophobia;
  - To make an annual report and other reports that may be deemed necessary, on the level of attainment of national unity and reconciliation;

- To monitor how public institutions, leaders and the population in general comply with the National Unity and reconciliation policy and principles;
- **OFFICE OF THE OMBUDSMAN.** Established by Law N° 76/2013 of 11/09/2013 with the following responsibilities:
  - to act as a link between the citizen and public and private institutions;
  - to prevent and fight injustice, corruption and related offences in public and private entities;
  - to receive and examine complaints from individuals and associations in connection with the acts of civil servants, State organs and private institutions, and mobilize such civil servants and institutions to resolve those complaints if it finds they are founded;
  - to advise Cabinet and other concerned institutions as regards strengthening and improving their policy of preventing, fighting and punishing corruption and related offences;
  - to make a follow up on how the policy of prevention and fight against injustice, corruption and related offences is implemented by public and private institutions;
  - to make a follow up on the respect of laws relating to conduct of politicians and leaders;
  - to sensitize the population to refrain from corruption and related offences in general and to train for the same purpose employees either in public and private institutions or non-governmental organizations;
  - to prepare and make public the list of persons definitively convicted for the crime of corruption and related offenses and the sentences received;
  - to contribute to strengthening of good governance in all institutions by drawing the attention of such institutions where their functioning and relations are weak due to their contradiction with the law, with their respective responsibilities, with the State general policy or because they have negative impact on the population;
  - to sensitize the population to work together with public and private institutions to build the country and dare to denounce bad practices based on injustice, corruption and related offences;
  - to advise public and private institutions as to the improvement of the quality of services delivered to the population;
  - to follow up the enforcement of the Law relating to access to information;
  - to identify laws that hinder the good functioning of Government institutions or that hamper the general interest of the population;

In relation with the above responsibilities, the Ombudsman has the power

- to request for explanations on decisions and actions taken by Government and public institutions, private institutions and non-governmental organizations with which the population is not satisfied;
- to carry out investigations on actions of Government institutions, public establishments or those of private institutions or international organizations or institutions operating in Rwanda and in which the population finds injustice;

- **RWANDA GOVERNANCE BOARD.** Established by Law No 76/2013 of 11/09/2013 with the following mandate:
  - to regularly monitor the service delivery and the compliance with the principles of good governance in public and private sector as well as in non-governmental organizations;
  - to conduct research on governance in Rwanda, explore citizens' perception with service delivery and disseminate the findings;
  - to preserve, protect and promote the use of home-grown solutions in Rwanda and devise strategies meant for applying them efficiently;
  - to give pre-authorization and follow up studies and research carried out in Rwanda on governance and home grown solutions whether by Rwandan or foreigner;
  - to advise the Government on the implementation of the decentralization and capacity development policy and on activities meant for building the capacity of decentralized entities;
  - to promote principles of good governance, democracy, performance and quality services delivery and advise the Government and other concerned institutions thereof;
  - to advise the Government on policies and strategies related to the promotion of excellent performance and good governance that enhance the country's development;
  - to provide views, upon request or at its own initiative, to administrative organs on laws that are in force in the country or on draft laws so as to ensure compliance with governance fundamental principles;
  - to put in place strategies to mobilize the citizens on their participation to interventions meant for them and accountability in respect thereof;
  - to promote the media sector and provide advice on its operations;
  - to coordinate and follow up the Joint Action Development Forum activities

RGB has, among others, the power (a) to request for explanations relating to governance, performance and service delivery in public and private institutions and to request for administrative sanctions against defaulting institutions or staff members (b) to certify that the means being used in Rwanda genuinely belong to home-grown solutions and hold accountable the person misusing them or using them without authorization.

RGB guiding principles include the promotion of (a) good governance and quality service delivery in all its operations (b) citizen centeredness (c) unity and reconciliation among Rwandans (d) a culture of excellence and time management (d) a culture of home-grown innovations in performance and governance as well as (e) democracy, transparency, dialogue and consultation in the exercise of its mission as well as integrity and high standards in its functioning.

### **C. DEVELOPMENT PARTNERS**

Development partners in G&D sector play a vital role in the implementation of interventions in different programs/areas through technical and financial support. They organize and participate in consultative meetings with all stakeholders through SWGs and TWGs.

For instance, the BTC funded Rwanda Decentralization Support Program (RDSP) contributes in “sector coordination enhancement through support to Sector Working Group (SWG) in policy /strategy and capacity development”. GIZ provides financial and technical support in the area of

Fiscal Decentralization & PFM, Local Service Delivery & Citizen oriented Local Governance as well as Capacity Development.

#### **D. CIVIL SOCIETY ORGANISATIONS (CSOs)**

- Organize with administrative authorities at central and local level, consultative forums and thematic groups to debate on issues pertaining to local development
- Provide feedback to the population on commitments made, on discussed policies and strategies
- Support the G&D sector in implementing and monitoring some social economic programs

#### **E. PRIVATE SECTOR**

The Private Sector which has the mission of driving the economy and development of the country, shall play a key role in the SSP implementation. This includes:

- Develop a local infrastructure through public works private investment;
- Act as a catalyst in the promotion of rural economy and of local investments;
- Provide financial support, to community initiatives through the system of micro-finance and build viable microfinance institutions;
- Create local employment for people not employed in the public sector;
- Increase mutual accountability in implementation of public works by instituting checks and balances;
- Contribute to the broadening of the knowledge base by investing their profits into research and development, innovations and skills development.

#### **F. CITIZEN**

As reflected in the sector priorities, citizen participation is the basis as well as the objective of the strategy. The transformation sought for the citizen in terms of improving the livelihood and ensuring quality of life shall be achieved by involving the prime beneficiaries (citizen themselves). As such, the SSP implementation shall benefit from citizen involvement through among others the following interventions:

- Participate in the planning and Imihigo process at the level of planning and implementation
- Provide feedback on issues that concerns them to the local government
- Engagement and Participation in transformational activities through community works (umuganda), public works programs, Ubudehe, etc

### **4.3. Mechanisms for co-ordination of interventions**

Mechanisms for coordination of interventions are embedded in the manner partners and stakeholders own the Governance and Decentralization Sector Strategic Plan and find in it the reflection of what they aspire to achieve. The capacity of each stakeholder to package well his/her interventions so as to fit in the target to be achieved but also the sound complementarity of interventions are the key ingredients for well-coordinated interventions. In that logic, innovative

mechanisms will be introduced. That is for instance, the *Local Government Performance Assessment Calendar* which shall be used to harmonize all stakeholders intervening in the assessment of “Imihigo” or performance in the local sphere.

As an illustration of the mechanisms above, there are Sector Working Group (SWG)<sup>51</sup> and related Technical Working Groups (TWGs) which are organized in a manner that development partners, local and international NGOs as well as the Private Sector participate in the matters concerning the implementation of the G&D SSP.

In that context, the G&D SWG is composed of the representatives of the following institutions: (1) MINALOC as the Lead Sector Ministry, Chair of the SWG (2) Germany Embassy as the Lead Development Partner, Co-Chair of the SWG (3) Prime Minister’s Office (4) Other concerned line ministries and Government Institutions (5) MINALOC/LODA (6) National Institute of Statistics (7) Development Partner Organizations intervening in the sector (7) Private Sector Organizations operating in the sector and (8) Civil Society Organizations involved in the sector. **Appendix 3** gives the composition of the TWGs under the G&D SWG. The remaining challenge is to really operationalize SWG and TWG so as to make them powerful tools for design, implementation, monitoring and evaluation of joint programs.

#### 4.4. Risk analysis and mitigation strategies

The main risk that may jeopardize the implementation of the SSP is the failure to embrace the culture of collaboration as well as coordination or complementarity. Given the fact that all outcomes and key priority actions are self-enforcing and Governance and Decentralization is influenced by the contribution of other sectors as well as cross-cutting areas, the failure in implementing part of the strategy risks to impact negatively on the whole strategy. The mitigation strategy to this risk lies in effective communication with all stakeholders within and outside the sector as well as their continuous engagement towards jointly implementing the agreed upon interventions to achieve the set targets.

There is also the risk of disconnecting with the overall goal or impact sought and be overwhelmed by daily stress. The SSP is different from the previous ones in that it is embedded in the Vision 2050 aspirations and has been highly consultative. The contribution to the transformation agenda requires the mindset change as well as the systematic implementation of SSP. The mitigation strategy to the above risk is the effective communication as well as the mutual enforcement among stakeholders and the capacity development which focuses on the ability to be driven by the Vision and keep in touch with the daily realities, the daily steps to be performed.

The failure to implement the SSP through annual actions plans throughout the whole SSP duration is another risk to consider. The mitigation strategy shall consist among others in the ownership by the top managers in partner institutions and to minimize as much as possible the “ad hoc agenda”.

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<sup>51</sup> Especially through Backward and Forward Looking Joint Sector Review Meetings and Reports

## CHAPTER 5: MONITORING AND EVALUATION

Monitoring and Evaluation (M&E) is key to the successful implementation the Governance and Decentralization SSP which is scheduled to be implemented from the Financial Year 2018/19 and cover the period up to 2023/2024. The M&E matrix (logical framework) which is presented at the end of the Chapter is one of the tools to carry out the Monitoring and Evaluation.

M&E is important in order to fill the gaps between what is planned and what is implemented but also in order to measure the impact of what is implemented as well as the negative impact of what is not implemented. This is mainly crucial as this SSP has been developed to contribute to NST1 which is the 7 Year Government Program, but also in order to help achieve Vision 2020 and even the progress of the Vision 2050 due to take over after 2020.

This chapter covers key elements to consider for M&E framework and the logical framework or M&E Matrix.

### 5.1. Elements taken into account in developing the M&E framework for G&D SSP

- The success of the M&E is conditioned by the quality of the outcomes, outcome indicators, baselines, targets, interventions, resources allocated, means of verification, assumptions as well how implementation strategies are concretely put in actions.
- Adjustments made out of the conducted assessments shall help in pursuing the achievement of set targets building on the lessons learnt and on the contextualization of the implementation plan. The SSP strategic plan (2013/14-2018) puts it in this way: “M&E provides good quality information on time, enabling the sector to report on good progress, or to alert the sector of bad progress and, pending further analysis, to devise remedial actions”.
- The quality of the M&E is dependent to the quality of the validated the SSP document, especially with regard to the level of harmony between SSP, Actions Plans (incl. Imihigo) as well as NST1. Taking into account the efficiency principle, the M&E shall keep a look at how the allocation of required resources to targeted outputs/policy actions -time, human resource, material as well as institutional arrangements.
- At central level, the SWGs as well as related Technical Working Groups will have to be strengthened so as to improve the existing mechanisms for collaboration and coordination. The G&D SSP 2018/19-2023/24 indicates the following: “technical working groups that have clear terms of reference and specific areas of focus and will regularly guide the thorough and carryout in-depth analysis of critical issues within the sector.”
- At local level, strengthen JADF as well as citizen and other non-government stakeholders. As this is the choice made to improve governance in Rwanda, the M&E shall assess how all those stakeholders harmonize their contributions/interventions from planning, budgeting to implementing, monitoring and evaluation. For instance, the level of alignments of District Development Strategies (DDS) with NST1 and G&D SSP is going to be a key success factor.

- Continuous capacity development at individual, organizational and institutional levels. For instance, it will be necessary to review some organizational structure of stakeholders involved in governance and decentralization so as to reflect NST1 priorities areas and to avoid unnecessary duplications or overwhelmed situations whereby the sharing of responsibilities among stakeholders would make it easier. For instance, this requires the exhaustive inventory of all stakeholders intervening in governance and decentralization sector but associating stakeholders from other sectors and cross cutting areas which are in a way or another linked to the Sector.
- The Lead Ministry (MINALOC), the Co-chairs of SWG and TWGs through its established Management Meetings, Senior Management Meetings which meet regularly (weekly, monthly,...) shall play key roles in keeping up with the pace of implementation so that the monitoring and evaluation interventions be carried out on time. The M&E shall make sure that regular meetings are scheduled, scheduled meetings are held and minutes from the meetings are shared, exploited and resolutions implemented.
- Other forums such as Imihigo evaluation, National Leadership Retreats, National Dialogues are going to be key in monitoring and evaluation.
- In the legal framework or organizational structure of some agencies, the monitoring or evaluation roles are well embedded. For instance, the mandate given to RGB with regard to “following up the implementation of RGB’s decisions related to service delivery and good governance”. Other institutions such as Ombudsman, Office of the Auditor General, IPAR (with regard to Imihigo), Parliament committees, CSOs,... through their mandate play a key role in monitoring and evaluation. What is very important is how the assessments are carried out and how the assessment outcomes are taken into account in implementing the recommendations, in adjusting or improving where weaknesses are pointed out.
- The use and improvement of the management information system including teleconferences, media facilities to be used are going to be additional tools to facilitate M&E especially by getting timely feedback.
- It is also important that self-assessment with regard to M&E is made within Governance and decentralization sector so as to lead by example and have the authority to look into how governance and decentralization is achieved in other sectors especially with regard to collaboration and coordination.

The M&E Matrix is presented below:

## 5.2. M&E Matrix

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>GOAL/IMPACT: GOVERNANCE AS AN ENABLER FOR ECONOMIC AND SOCIAL TRANSFORMATION</b>									
<b>Sector Priority 1: Citizen Participation, Empowerment and Inclusiveness</b>									
<b>Outcome 1: Enhanced citizen participation, empowerment and inclusiveness</b>									
% of citizens satisfaction in their participation in planning disaggregated by gender and age ( KPI)	31.9% (CRC, Oct, 2017 p.146	40%	50%	60%	70%	80%	90%	CRC	Relevant measures to actively involve the citizens are implemented - Harmonize CRC survey with FY calendar
% of citizens satisfaction in their participation in budgeting processes disaggregated by gender and age	29.3% (CRC, Oct, 2017 p.146)	40%	45%	60%	70%	80%	90%	CRC	
% of citizens satisfaction in their participation in decision making disaggregated by gender and age (KPI of NST 1)	45.5% (CRC, Oct, 2017 p.146)	50%	60%	70%	75%	80%	90%	CRC	Relevant measures to actively involve the citizens in decision making are implemented
Level of gender parity in leadership	83.72%	85%	90%	95%	100%	100%	100%	RGS	

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Output 1.1: Citizen's capacities and capabilities towards their participation is strengthened</b>									
% of citizen satisfaction with the performance of local government councils.	80% (CRC, Oct, 2017, p.110)	85%	90%	95%	95%	95%	95%	CRC/ Imihigo Evaluation	Councils engage in consulting and giving feedback to their constituencies
Proportion of seats held by women in Local governments at district, sector and cell level ( <i>SDG Indicator 5.5.1.) -KPI</i>	43.6% (Rwanda's Gender Dividend, March 2017, P.18)	44%	45%	50%	50%	50%	50%	Local Government elections and bi-elections	Women are empowered and men consider it an advantage to have a sufficient number of women in leadership
<b>Output 1.2: Citizen's participation and engagement in solving their own problems are strengthened</b>									
% of citizens' complaints and demands addressed during community outreach programs	76.2% (Annual report, July 2017)	80%	85%	90%	95%	95%	95%	MINALOC Note: Ministerial instructions No 0755/07.01 of 3rd June 2016 on community outreach programs are in place as amended	All stakeholders work together to enforce citizen protection but also the culture and mindset of peace is well enshrined via education at family and school levels

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Sector Priority 2: Transparency and Accountability</b>									
<b>Outcome 2: Enforced transparency and accountability</b>									
Level of transparency and accountability in public sector ( Sector KPI)	85.78% (RGS, 2016 p. 45)	90%	93%	95%	95%	95%	95%	RGS (RGB, OAG, Ombudsman, RPPA)	
% of population that perceive the district administration as transparent, accountable and citizen oriented	85.0% (CRC, Oct, 2017 p.108)	90%	93%	95%	95%	95%	95%	CRC	
Proportion of the population who believe decision making is inclusive and responsive by sex, age and disability (SDG Indicator 16.7.2)	TBD	TBD	TBD	TBD	TBD	TBD	TBD	CRC/SDGs Monitoring Reports	This indicator is included in the existing monitoring/assessment tools and is captured in surveys by RGB
<b>Output 2.1: Institutional capacity for accountability is developed</b>									
Number of public accountability days per year conducted at District level	30 (Annual reports, July 2017)	30	36	36	48	48	48	MINALOC: Annual reports.	The organization of accountability days is improved for maximum impact of their overall goal

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
Level of JADF participation in Local Governance and planning	72.3% (CSDB, 2nd ed. 2015) [Civil Society Influencing Public Policy)	75%	80%	85%	87%	88%	90%	CSDB (RGB/TI Rwanda)/Media/Research findings	JADF performance self-assessment/Assessment and Research findings recommendations are considered for improvements
Level of feedback to citizen by local government councils (To be incorporated in CRC)	54.5% (CRC, 2016, p.37)	60%	65%	70%	75%	80%	85%	CRC/Assessment studies	Harmonization of methods and techniques used to measure the indicator
<b>Output 1.3: Participation of non-state actors in socio-economic transformation strengthened</b>									
Level of CSOs in influencing public policy	72.3% (CSDB, 2015, p.60)	75%	80%	85%	90%	95%	95%	Rwanda Civil Society Development Barometer(R CSDB)	CSOs, FBOs, Private Sector are empowered to contribute to the development and the welfare of citizens. Enforcement of JADF

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
Level of CSOs impact to the national development	68% (RCSDB: 2015)	70%	75%	80%	82%	85%	90%	Rwanda Civil Society Development Barometer(R CSDB)	CSOs, FBOs, Private Sector are empowered to contribute to the development and the welfare of citizens. Enforcement of JADF
<b>Output 2.2: Participation of Media and CSOs in promoting transparency and accountability is strengthened</b>									
% of citizen satisfaction with access to information	65% (RGS, 2016, p. 27)	65%	70%	75%	80%	85%	90%	RMB/RGS	Other relevant studies (e.g. from universities) are harmonized with official reports
Level of CSOs performance in transparency and accountability promotion	72.3% (CSDB, 2nd ed. 2015)	75%	80%	85%	87%	88%	90%	Civil Society Influencing Public Policy Report (CSDB) RGB/TI Rwanda)	Assessment studies (e.g. from universities) are harmonized with official reports

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Sector Priority 3: Service Delivery</b>									
<b>Outcome 3: Improved Service Delivery across all sectors</b>									
Level of quality service delivery ( Sector KPI)	72.93% RGS 2016)	73%	75%	80%	85%	90%	95%	RGS	Other relevant studies (e.g. from universities) are harmonized with official reports
Percentage of Citizens satisfied with Service Delivery (KPI of NST 1)	67.7%	73%	75%	79%	83%	85%	90%	RGS/CRC	Methods and techniques of assessment are harmonized across sectors
<b>Output 3.1: Quality Service culture is institutionalized</b>									
Proportion of the population satisfied with the last experience of public services ( <i>SDG Indicator 16.6.2</i> )	TBD	TBD	TBD	TBD	TBD	TBD	TBD	SDGs Implementation reports	SDGs indicators are domesticated in local planning as well as monitoring and evaluation practices

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
Level of citizens' satisfaction with service delivery in Local Administration (Sector KPI)	85.6% (CRC 2017)	86%	87%	87.5%	88%	88.5%	90%	CRC	Methods and techniques of assessment are harmonized across sectors
Level of SD standards implementation in all sectors	None	50%	60%	70%	75%	80%	85%	Service Delivery assessment Report	Harmonization of methods and techniques used to measure the indicator in all sectors and consolidation of findings about service delivery
<b>Output 3.2: The use of information technology in service delivery is promoted and enhanced</b>									
% of digitized services out of total services in local governments	11% (26/223 of online services)	15%	30%	50%	75%	85%	100%	MICT Reports/Districts reports on ICT	IT literacy and IT infrastructure and equipment are availed at cell level.
<b>Output 3.3: Cell capacities for serving as the local centre of services are developed</b>									
% of services delivered at cell level compared to LG services	10%	11%	13%	20%	30%	40%	50%	Service delivery inspection reports	Collaboration and coordination of interventions

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
# of staff at cell level	2 staff	2staff	3 staff	3 staff	4 staff	4 staff	5 staff	District reports/MIN ALOC reports	Revised LG Organizational structure approved
<b>Sector Priority 4: Fiscal and Financial Decentralization</b>									
<b>Outcome 4: Improved LG revenue mobilization and management for self-reliance</b>									
Increase of district own source revenue. (Sector KPI)	10% Average / year ( 4th Fiscal & Financial dec Policy, P.19)	10%	10%	10%	10%	10%	10%	MINECOFI N Revenue Collection Report	Implementation of LED strategies
<b>Output 4.1: Capacities for Public Finance Management at local level are developed</b>									
Number of Districts with unqualified audit opinion on financial statements	0	4	8	10	15	20	30	Office of the Auditor General (OAG) Report	Skilled staff in finance and accountancy at local level and implementation of AOG recommendations
<b>Output 4.2: Budget over which the District has discretionary powers is increased</b>									
% of budget over which Districts have discretionary powers	24.3%	30%	35%	40%	45%	50%	50%	MINECOFI N Reports	Line ministries/agencies implement the sectoral

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
									decentralization; sectoral decentralization effectively implemented
<b>Sector Priority 5: Local Economic Development</b>									
<b>Outcome 5: Developed vibrant local economies contributing to jobs creation and to the national economy</b>									
% of LG budget invested in LED enabling infrastructure	10%	11	13	15	17	20	23	Assessment reports, annual report LODA	
<b>Output 5.1: Conditions for local economies that are attractive to investments and skills are created</b>									
% Project feasibility studies that meet established standards (Sector KPI)	96/446 (21.5% - 2017/2018 )	28	35	45	55	65	75	Annual report for funded LG infrastructure Projects with feasibility studies ( LODA)	

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Output 5.2: Profitable public private partnerships projects proposals are developed and executed</b>									
# of Public-Private Partnership projects implemented at District Level	New	5	10	11	12	15	18	LODA Reports on PPP districts	
<b>Sector Priority 6: Sector Decentralization</b>									
<b>Outcome 6: Improved implementation and monitoring of sectoral decentralization process</b>									
% of services identified to be decentralized that are effectively decentralized (Sector KPI)	11% (22/223)	15%	30%	35%	40%	45%	50%	Sector Decentralization Report by MINALOC	Sound Collaboration between line ministries and other stakeholders and effective coordination of sectoral decentralization interventions
<b>Output 6.1: Sectoral decentralized services are updated and implemented</b>									
Number of sectors with updated inventory on decentralized services	0	3	6	10	15	15		Study on Sector decentralization/Sector Decentralization Report	Inventory of Services to be decentralized with required resources to implement them

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Output 6.2: Sector decentralization is well-coordinated</b>									
% of decisions made by the sector decentralization steering body that are fully implemented.	0%	50%	80%	85%	90%	95%	100%	Decentralization Unit Report	Line ministries support to sector decentralization implementation
<b>Sector Priority 7: Capacity Development for transformational governance</b>									
<b>Outcome 7.1 : Enhanced coordination for implementation and oversight of capacity development</b>									
Level of implementation of Local Government Capacity Development Strategy (Sector KPI)	0	0	25%	60	70	80	90	/MINALOC	CD Plans are developed taking into account targets to be achieved in DDS
<b>Output 7.2: Capacity development at local level is delivered in line with quality assurance framework</b>									
% of CD interventions provided by LGI that are in line with quality assurance framework	0%	0%	50%	60%	70%	80%	100%	CESB/RAL GA/Report	Sound coordination of CD interventions and resources
<b>Sector Priority 8: Values and Home grown solutions for transformational governance</b>									
<b>Outcome 8: Values, home grown solutions and innovations streamlined into all institutions for transformational governance</b>									
# of research on Rwanda's innovations for their qualification as HGSs (Sector KPI)	8	2	2	2	2	2	2	RGB	Adoption of HGS and innovations are the outcome of the Synergy between HGS and

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
									international best practices
# of HGSs impact assessment conducted	9	2	2	2	2	2	2	Documentation and Assessment reports on HGS	Sound Criteria to assess HGS are well developed
<b>Output 8.1: HGSs are preserved and protected</b>									
HGSs digital platform operationalized	None	Feasibility study available	HGSs digitalized	HGSs documentation center operationalized	RGB	HGSs documentation center to serve as one stop center for HGSs information and documentation			
# of HGSs locally Certified and protected	4	2	2	2	2	2	2	Certificates of locally protected HGSs	Law on IP enforced and IP international agreements respected
# of HGSs internationally protected	None	2	2	2	2	2	2	Certificates of globally protected HGSs	Law on IP enforced and IP international agreements respected

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Output 8.2: HGSs to generate economic benefit to the country are promoted</b>									
Amount of revenues generated from commercialization of HGSs (Frw)	12 million RWF	12 million	18 million	100 million	200 million	250 million	338.66 million	Report on revenues generated from commercialization of HGSs	Effective communication strategy in place
<b>Output 8.3: Local and international awareness of Rwandan Values and HGSs is raised</b>									
Proportion of citizens per district aware of Rwandan HGSs	TBD	30	40	50	60	80	100	RGB	Sensitization and awareness campaigns conducted at community levels
% of villages in which “Itorero” is operational	9.4%	70%	100	100	TBD	TBD	TBD	Districts and NIC reports	Content of Itorero programs well designed and well delivered
% of schools per district in which Itorero is operational	TBD	70%	100	100	100	100	100	Districts and NIC reports	Content of Itorero programs well designed and well delivered

Indicator	Baseline	Target						Means of Verification	Assumptions
		2018/2019	2019/2021	2020/2021	2021/2022	2022/2023	2023/2024		
<b>Output 8.4: Culture of self-reliance, teamwork spirit, integrity, solidarity and patriotism among Rwandans is promoted</b>									
Proportion of youth enrolled in Voluntary National Service (Urugerero) disaggregated by gender	TBD	55%	60%	60%	70%	75%	80%	Districts/NIC Reports	Sensitization campaigns continue
Level of State-Civil Society dialogue relations	87.5%	88%	89%	90%	92%	95%	95%	Civil Society Barometer	

## CHAPTER 6: COST AND FINANCING OF THE SECTOR STRATEGIC PLAN

The cost and financing of the SSP is developed following the customized costing model as well as other information from various stakeholders on available or expected funding for the period extending from July 2018 to June 2024. Below are exposed the main components of the costing model as well as comments on key components

### 6.1. Presentation of the costing model

#### Main Components of the costing model which are relevant to G&D SSP

- Input
- Pillars by Sector Report
- Funding Sources Report
- Implementation
- Parameters
- List of Assumptions

Among the above components, the **input (#1)** is key to costing and funding. This component is to be filled at sector level for the purpose of automatically generating other key reports at NST1 level. The component “**input**” in the costing model is structured into 30 columns as shown in the table below:

Columns	Description		Observations
#1 to #3	They use the information from NST1	<ul style="list-style-type: none"> <li>• Pillar</li> <li>• Priority Area</li> <li>• Outcome</li> </ul>	G&D SSP Outcomes and Interventions are aligned with NST1 Priority Areas and Outcomes.
#4 to #6 #29 #30	They use the information from G&D SSP	<ul style="list-style-type: none"> <li>• Key intervention/activity</li> <li>• Output/Project</li> <li>• Project description</li> <li>• Responsible institutions</li> <li>• Remarks/ Comments/ Assumptions</li> </ul>	For G&D SSP, the customized model allocate budget to key interventions (priority actions)
#7 to #28	They are about the actual costing/main information captured is made of	<ul style="list-style-type: none"> <li>• Cost allocation</li> <li>• Cost per year from 2018/2019 to 2023/2024</li> <li>• Expenditure type [a]</li> <li>• Funding source [b]</li> <li>• Funding type [c]</li> </ul>	[a] Recurrent/Development/ Employee Compensation [b] Domestic/External/Private Sector [c] Own Revenues, Grants, Loans

*Source: Compilation made from the analysis of the costing model*

## 6.2. D&G SSP Costing and Financing

The costing and financing of D&G SSP uses the customized costing model described in section 6.1 and presented in *Appendix 5*. The estimated cost of the D&G SSP 2018/19-2023/24 amounts to **Rwf 302,888,000,000**. Thus, the annual average cost of the SSP is estimated at **Rwf 50,481,333,333**.

The table below shows the budget allocated to interventions (policy/priority actions) under each G&D SSP outcome.

Interventions under outcome 1	15,460,000,000
Interventions under outcome 2	4,916,000,000
Interventions under outcome 3	181,260,000,000
Interventions under outcome 4	5,320,000,000
Interventions under outcome 5	27,240,000,000
Interventions under outcome 6	600,000,000
Interventions under outcome 7	6,250,000,000
Interventions under outcome 8	61,842,000,000
<b>Total Cost for G&amp;D SSP 2018/19-2023/24</b>	<b>302,888,000,000</b>
<b>Average Cost of the G&amp;D SSP per year</b>	<b>50,481,333,333</b>

The details of the costing are to be found in the costing model. A simplified table which shows the budget allocated for each intervention as well as the responsible institution is given in *Appendix 4*.

## APPENDICES

### APPENDIX 1: CONSULTATIONS IN PROVINCES

	Northern Province	Eastern Province	City of Kigali	Southern Province	Western Province	Total
District of Each Province	5 Districts	7 Districts	3 Districts	8 Districts	7 Districts	30 Districts
Date	20/09/2017	21/09/2017	22/09/2017	27/09/2017	28/09/2017	
Governor	1	1	1	1	1	5
Executive Secretary	1	1	1	1	1	5
Mayors	5	7	3	8	7	30
Security Organs	10	14	6	16	14	60
District Councilors Bureau	15	21	9	24	21	90
District Executive Committee	15	21	9	24	21	90
District Executive Secretary	15	21	9	24	21	90
District Corporate Service Division Manager	5	7	3	8	7	30
Director of Planning	5	7	3	8	7	30
JADF Bureau	10	14	6	16	14	60
Representative of FBO operating in the District	10	14	6	16	14	60
Representative of CSOs operating in the District	10	14	6	16	14	60
Representative of Private Sector Federation	5	7	3	8	7	30
1 Sector Executive Secretary per District	5	7	3	8	7	30
1 Cell Executive Secretary per District	5	7	3	8	7	30
1 Village Leader per District	5	7	3	8	7	30
<b>TOTAL</b>	<b>122</b>	<b>170</b>	<b>74</b>	<b>194</b>	<b>170</b>	<b>730</b>

## APPENDIX 2: KEY INSTITUTIONS CONTRIBUTING TO SSP

### Citizen Participation, Empowerment and Inclusiveness

<b>LODA</b>	Contribute to sensitizing population and building their capacities in analyzing and solving their problems, participating in development activities meant for them, acquiring the culture of making savings and using the services of banks and micro-finance institutions
<b>NIC</b>	Make the population be aware of and have proficient knowledge of national programs and necessary means for their implementation
	Make the population be confident in their ability to solve problems they are faced with and uphold their dignity
	Educate the population to be Intore who are worthy Rwandans in all categories and catalysts for positive changes
	Have the culture of being proud to set performance targets and proclaim their achievement
	Collaborate with other public and private institutions and non-governmental organizations that train in values and taboos and seek their advice
	Prepare and follow up volunteerism activities through the national service
<b>NRS</b>	Advise the Government on measures for the prevention of deviant behaviors
	Establish and make follow-up on the program designed to provide counseling services to those placed in rehabilitation centers and transit centers to help them change their behaviors and provide individualized treatment for those who need it
	Develop sustainable measures for rehabilitation and social reintegration of people exhibiting deviant attitudes and behaviors and make follow-up on their implementation
	Ensure that those placed in rehabilitation centers are provided with knowledge and vocational education preparing them to reintegrate into society in compliance with the program of public institutions in charge of such education
	Conduct research aiming at pointing out the causes of deviant behaviors and carry out awareness campaigns to prevent and combat such behaviors
	Establish mechanisms for preventing recidivism in deviant behaviors among those graduating from rehabilitation centers and transit centers
<b>NEC</b>	Organize free, fair and transparent elections to promote democracy and good governance in Rwanda
<b>NURC</b>	Prepare and coordinate the national programs aimed at promoting national unity and reconciliation
	Establish and promote mechanisms for restoring and strengthening the Unity and Reconciliation of Rwandans
	Educate, sensitize and mobilize the population in areas of national unity and reconciliation

	Carry out research, organize debates, disseminate ideas and make publications on the promotion of peace, and the unity and reconciliation of Rwandans
	Propose measures and actions that can contribute to the eradication of divisionism among Rwandans and reinforce unity and reconciliation
	Denounce and fight actions, publications, and utterances that promote any kind of division and discrimination, intolerance and xenophobia
	Make an annual report and other reports that may be deemed necessary, on the level of attainment of national unity and reconciliation
<b>OMBUDSMAN</b>	Act as a link between the citizen and public and private institutions

## Transparency and Accountability

<b>RBA</b>	Provide the Rwandan population and other members of its audience with (a) national and international news that is not biased and accurate (b) educational, recreational and entertaining programs
	Deliver to residents of Rwanda the benefit of new information and communication technologies
	Bring Rwanda to the global information arena
<b>NEC</b>	Free, fair and transparent elections to promote democracy and good governance in Rwanda
<b>NURC</b>	Monitor how public institutions, leaders and the population in general comply with the National Unity and reconciliation policy and principles
	Make an annual report and other reports that may be deemed necessary, on the level of attainment of national unity and reconciliation
<b>OMBUDSMAN</b>	Prevent and fight injustice, corruption and related offences in public and private entities
	Receive and examine complaints from individuals and associations in connection with the acts of civil servants, State organs and private institutions, and mobilize such civil servants and institutions to resolve those complaints if it finds they are founded
	Advise Cabinet and other concerned institutions as regards strengthening and improving their policy of preventing, fighting and punishing corruption and related offences
	Make a follow up on how the policy of prevention and fight against injustice, corruption and related offences is implemented by public and private institutions
	Make a follow up on the respect of laws relating to conduct of politicians and leaders
	Sensitize the population to refrain from corruption and related offences in general and train for the same purpose employees either in public and private institutions or non-governmental organizations
	Prepare and make public the list of persons definitively convicted for the crime of corruption and related offenses and the sentences received

	Contribute to strengthening of good governance in all institutions by drawing the attention of such institutions where their functioning and relations are weak due to their contradiction with the law, with their respective responsibilities, with the State general policy or because they have negative impact on the population
	Sensitize the population to work together with public and private institutions to build the country and dare to denounce bad practices based on injustice, corruption and related offences
	Follow up the enforcement of the Law relating to access to information
<b>RGB</b>	Provide views, upon request or at its own initiative, to administrative organs on laws that are in force in the country or on draft laws so as to ensure compliance with governance fundamental principles
	Promote the media sector and provide advice on its operations
	Regularly monitor the service delivery and the compliance with the principles of good governance in public and private sector as well as in non-governmental organizations
	Promote principles of good governance, democracy, performance and quality services delivery and advise the Government and other concerned institutions thereof

## Service delivery

<b>RBA</b>	Ensure equitable distribution of infrastructure for audio and video broadcasting by interested licensed operators
<b>NIDA</b>	Build and modernize the National Population Registration
	Produce modern identity cards and integrate systems for online authentication purpose in order to contribute to socio-economic and political planning
<b>OMBUDSMAN</b>	Advise public and private institutions as to the improvement of the quality of services delivered to the population
	Identify laws that hinder the good functioning of Government institutions or that hamper the general interest of the population
	Contribute to strengthening of good governance in all institutions by drawing the attention of such institutions where their functioning and relations are weak due to their contradiction with the law, with their respective responsibilities, with the State general policy or because they have negative impact on the population
<b>MHC</b>	Facilitate in the public awareness campaigns of some key programs and activities in service delivery
<b>RGB</b>	Regularly monitor the service delivery and the compliance with the principles of good governance in public and private sector as well as in non-governmental organizations
	Conduct research on governance in Rwanda, explore citizens' perception with service delivery and disseminate the findings

	Promote principles of good governance, democracy, performance and quality services delivery and advise the Government and other concerned institutions thereof
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### **Fiscal & Financial Decentralization**

<b>LODA</b>	Finance development activities in decentralized local administrative entities
	Serve as an intermediary between decentralized local administrative entities and donors
	Put in place mechanisms of distributing financial support in decentralized local administrative entities
	Monitor the use of funds allocated by LODA to development activities in the decentralized local administrative entities
	Contribute to sensitizing the population on the culture of making savings and using the services of banks and micro-finance institutions
<b>MHC</b>	Assist in setting up an enabling environment that facilitates investments in the media sector

### **Local Economic Development (LED)**

<b>LODA</b>	Coordinate Government's development activities in decentralized local administrative entities
	Establish strategies for creation of high intensive labor and assistance to those unable to perform such jobs and who are approved by decentralized entities
<b>RGB</b>	Coordinate and follow up the Joint Action Development Forum activities

### **Capacity development**

<b>MHC</b>	Advocate for media capacity building
	Build partnership with other institutions in a bid to mobilize resources for media capacity building
	Conduct regular research enabling to build media capacities
	Participate in initiating and implementing policies and strategies to develop the media sector
	Liaise, collaborate and cooperate with other national, regional, and international institutions with similar or related responsibilities

## Values and Home grown initiatives

<b>NIC</b>	Make the citizens understand their shared values and taboos in their coexistence, be patriotic and contribute to national development
	Instill in the citizens the culture of volunteerism through national service
	Train leaders to engage in a leadership style that promotes the values and strive to become the best performers
	Train the youth to be Intore who are worthy Rwandans in all categories and catalysts for positive changes
	Collaborate with other public and private institutions and non-governmental organizations that train in values and taboos and seek their advice
<b>RBA</b>	Promote the Rwandan culture and act as a catalyst for national development
<b>MHC</b>	Build innovative capacities and produce media content that disseminates and promotes the Rwandan values, culture and products
<b>RGB</b>	Give pre-authorization and follow up studies and research carried out in Rwanda on governance and home grown solutions whether by Rwandan or foreigner

**Source:** *Compilation of relevant laws by Author, September 2017*

### APPENDIX 3: COMPOSITION OF THE TWGs UNDER G&D SWG

*N.B. This might change due to some prevailing conditions during G&D SSP 2018/19-2023/24 implementation and especially to align with new priorities and interventions.*

CATEGORY OF STAKEHOLDERS	VOICE AND ACCOUNTABILITY	LOCAL GOVERNMENT CAPACITY BUILDING AND SERVICE DELIVERY	LOCAL ECONOMIC DEVELOPMENT	EVIDENCE BASED, PLANNING AND M&E
<b>MINISTRIES</b>	MINALOC MINECOFIN	MINALOC MIFOTRA MINECOFIN	MINALOC MINECOFIN MIGEPROF	MINALOC (Chair) MINECOFIN MINICAAF
<b>DEVELOPMENT PARTNERS: EMBASSIES/ INTERNATIONAL ORGANIZATIONS/ NGOs</b>	GERMANY (GIZ, Co-Chair) BELGIUM EMBASSY/ BTC) UNDP USAID EU WORLD BANK DFID CARE INTERNATIONAL NORWEGIAN PEOPLE AID SNV TROCAIRE ACTION-AID TRANSPARENCY INTERNATIONAL (TI) CARE INTERNATIONAL NORWEGIAN PEOPLE AID SNV TROCAIRE ACTION-AID TRANSPARENCY INTERNATIONAL (TI)	BELGIUM EMBASSY/ BTC) NETHERLANDS EMBASSY USAID WORLD BANK CIDA	NETHERLANDS EMBASSY(Co-Chair) BELGIUM EMBASSY / BTC WORLD BANK GERMANY (GIZ, KfW)	UNDP (Chair) BELGIUM EMBASSY/BTC EU UNICEF WORLD BANK GERMANY (GIZ, KfW) PLATFORM FOR INTERNATIONAL NGOS TRANSPARENCY INTERNATIONAL
<b>PUBLIC AGENCIES</b>	OMBUDSMAN (Chair) RBA NEC OAG RGB NIC HUMAN RIGHTS COMMISSION	RGB (Chair) NCBS RMI	LODA (Chair) WDA NIDA	NISR NCBS NURC OAG RGB
<b>LOCAL NGOs</b>	POLITICAL PARTIES FORUM MEDIA HIGH COUNCIL CCOAIB RWANDA CIVIL SOCIETY PLATFORM (RCSP) IRD OTHER NGOs	RALGA	RALGA	RALGA IPAR CCOAIB RWANDA CIVIL SOCIETY PLATFORM (RCSP) PSF

## APPENDIX 4: ESTIMATED COST OF G&D SSP PER INTERVENTION

NST-1 Outcome	G&D SSP Outcome and outcome indicators	Governance and Decentralization (G&D) SSP Strategic Interventions	Allocated Budget (in Rwf)
Enhanced unity among Rwandans (3.1.1)	Enhanced Citizen Participation, empowerment and inclusiveness (Outcome1) <i>Indicator 1: % of citizens satisfaction in their participation in planning and budgeting processes disaggregated by gender, age and disability</i> <i>Indicator 2: % of non-state actors satisfaction in citizen participation and empowerment</i>	Institutionalize “Ndi Umunyarwanda and Abarinzi b’Igihango” Programmes” in Local governments	5,400,000,000
		Extend and strengthen Unity clubs up to village level	300,000,000
		Empower and engage the non-state actors in citizen participation frameworks	360,000,000
		Empower local government councils to deliver to their mandate	3,600,000,000
		Sensitize the population to embrace problem solving at family level	360,000,000
		Conduct awareness campaign on the culture of problem solving through Cell- committees, Inshuti z’Umuryango and Umugoroba w’ababyeyi fora	400,000,000
		Engage the citizen at village level in participatory planning/prioritization as well as budgeting	3,600,000,000
		Conduct policy dialogues with Media, Academia and CSOs	1,440,000,000
<b>Total Outcome 1</b>			<b>15,460,000,000</b>
Enhanced accountability across public institutions (3.5.1)	Enforced transparency and accountability (Outcome 2) <i>Indicator 1: Level of transparency and accountability in public sector</i> <i>Indicator 2: % of population that perceive the district administration as transparent, accountable and citizen oriented</i> <i>Indicator 3: Proportion of the population who believe decision making is inclusive and responsive by sex, age and disability (SDG Indicator 16.7.2)</i>	Reinforce mechanisms to monitor transparency and accountability in both local and central institutions	820,000,000
		Conduct public accountability days in local government administrative entities at least twice a year	600,000,000
		Receive and address citizen’s grievances through Community outreach program, Governance Month and other for a	48,000,000
		Develop capacity of media houses to contribute in ensuring transparency and accountability	600,000,000
		Engage and develop capacity for JADF members	2,700,000,000
		Enhance the use of ICT in addressing citizens’ grievances	72,000,000
		Strengthen coordination, monitoring and evaluation mechanisms of solving citizen complaints	76,000,000
<b>Total Outcome 2</b>			<b>4,916,000,000</b>
Developed Capacity for Public Institutions (3.5.2)	Improved service delivery across all sectors (Outcome 3) <i>Indicator 1: Level of quality service delivery % of overall net citizens’ satisfaction with service delivery</i>	Inculcate quality service delivery culture among service providers and service recipients	420,000,000
		Carry out the review, update, harmonization of Service Delivery (SD) legal, regulatory framework and standards for service delivery	105,000,000
		Enhance capacity of individuals and institutions to attain the required level of professionalism in terms of service delivery standards	600,000,000
		Carry out service delivery inspections and enforce compliance with SD standards	720,000,000

NST-1 Outcome	G&D SSP Outcome and outcome indicators	Governance and Decentralization (G&D) SSP Strategic Interventions	Allocated Budget (in Rwf)
		Strengthen the use of technology to promote efficiency and effectiveness in service delivery	270,000,000
		Avail required infrastructures and equipment for the cell to become the centre of service delivery	179,040,000,000
		Adopt the new service charters for the cell	25,000,000
		Develop and adopt the new organizational structure of the cell	20,000,000
		Recruit related staff as per the adopted organizational structure	60,000,000
<b>Total Outcome 3</b>			<b>181,260,000,000</b>
Enhanced effective public financial management system (3.5.4)	Improved local government revenue mobilization and management for self-reliance (Outcome 4) <i>Indicator 1: % of districts budget financed by own revenues</i>	Harmonize and update the laws and regulations to increase locally administered taxes	115,000,000
		Regularly review and update district taxes and fees registry	270,000,000
		Increase efficiency in revenue collection	1,800,000,000
		Strengthen the professional qualification framework for local government financial managers	120,000,000
		Reinforce the local PFM peer review mechanisms	1,170,000,000
		Engage with responsible institutions to increase block grants and reduce earmarked funds	45,000,000
		Strengthen the technical capacity of districts to prioritize budget allocations to important socio economic development programmes	1,800,000,000
<b>Total Outcome 4</b>			<b>5,320,000,000</b>
Increased productive jobs for youth and women (1.1.1)	Vibrant Local Economies contributing to jobs creation and to the national economy developed (Outcome 5) <i>Indicator 1: Number of jobs created (disaggregated)</i> <i>Indicator 2: % of local businesses paying corporate income tax</i>	Conduct and update the mapping of local potentialities in districts	450,000,000
		Develop Communication strategy on existing potentialities	330,000,000
		Enhance knowledge and skills transfer for youth, turn their local economic and cultural endowments into income and job creating ventures	9,000,000,000
		Strengthen financial institutions decentralization and promotion of financial services	4,500,000,000
		Operationalize District Project Management	0
		Facilitate private investors, provide incentives and establish an enabling environment for the private sector	5,400,000,000
		Develop long-term partnerships to attract capital, technology and other economic opportunities from private investors	7,200,000,000
		Establish a data bank of PPP projects implemented under LED	360,000,000
		Develop PPP guidelines and strategy for LG	0
<b>Total Outcome 5</b>			<b>27,240,000,000</b>

<b>NST-1 Outcome</b>	<b>G&amp;D SSP Outcome and outcome indicators</b>	<b>Governance and Decentralization (G&amp;D) SSP Strategic Interventions</b>	<b>Allocated Budget (in Rwf)</b>
Enhanced Decentralization system (3.6.1)	Improved implementation and monitoring of sectorial decentralization process (Outcome 6) <i>Indicator 1: Proportion of sectorial services decentralized compared to all services to be decentralized</i>	Take stock of sectoral decentralized services and update them to identify partially and fully decentralized services	100,000,000
		Develop a legal framework on sectoral decentralization	50,000,000
		Strengthen the involvement of LGs in projects that are directly implemented by Central Government agencies	0
		Establish the sectoral decentralization Unit to fast-track sectoral decentralization and strengthen intra and inter-governmental relations	300,000,000
		Put in place a coordination forum and engage the line ministries to exchange on how best to package decentralization in general and sectoral decentralization in particular	150,000,000
<b>Total Outcome 6</b>			<b>600,000,000</b>
Developed Capacity for Public Institutions (3.5.2)	Institutionalized coordination mechanisms for implementation and oversight of capacity development programs and initiatives (Outcome 7) <i>Indicator 1: % of LG budget for CD development</i> <i>Indicator 2: % of institutionalized coordination mechanisms</i>	Produce Capacity Development strategies across G&D Sector in line with the transformational agenda	250,000,000
		Strengthen institutional capacity (updated laws, coordination mechanisms across institutions)	240,000,000
		Implement new Capacity Development strategies across G&D Sector	360,000,000
		Reinforce Local Government Institute (LGI) to develop the capacity of Local Government Entities	1,200,000,000
		Develop capacity for civil society	1,800,000,000
		Develop capacity for media	2,400,000,000
<b>Total Outcome 7</b>			<b>6,250,000,000</b>
Increased innovation and sustainability across home grown solutions (3.1.2)	Values, home grown solutions and innovations streamlined into all institutions for transformational governance (Outcome 8) <i>Indicator 1: % of institutions applying HGS and innovations impacting the livelihood and welfare of citizens</i> <i>Indicator 2: % of HGS and innovations developed in comparison to the problems encountered by different categories of the society</i>	Register Intellectual Property in relation to Home Grown Solution (HGS)	12,000,000
		Package and brand of HGS (export market)	150,000,000
		Train and certify experts in HGS	180,000,000
		Assess how values and HGSs are contributing to development at citizen, community, local and national levels	120,000,000
		Establish HGS centre of excellence	3,000,000,000
		Host and train international delegations on HGS	300,000,000
		Use media to promote values and HGSs	180,000,000
		Identify and publish national values in official gazette	9,000,000
Operationalize and monitor Itorero in all villages and schools	44,451,000,000		

NST-1 Outcome	G&D SSP Outcome and outcome indicators	Governance and Decentralization (G&D) SSP Strategic Interventions	Allocated Budget (in Rwf)
		Construct a model National Civic Education Center for the “Itorero ry“Igihugu” and one branch per Province	12,000,000,000
		Conduct impact assessment of Itorero program	360,000,000
		Conduct awareness and mobilization campaign of the youth to participate in National Service/ Urugerero	1,080,000,000
<b>Total Outcome 8</b>			<b>61,842,000,000</b>
<b>GRAND TOTAL</b>			<b>302,888,000,000</b>

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