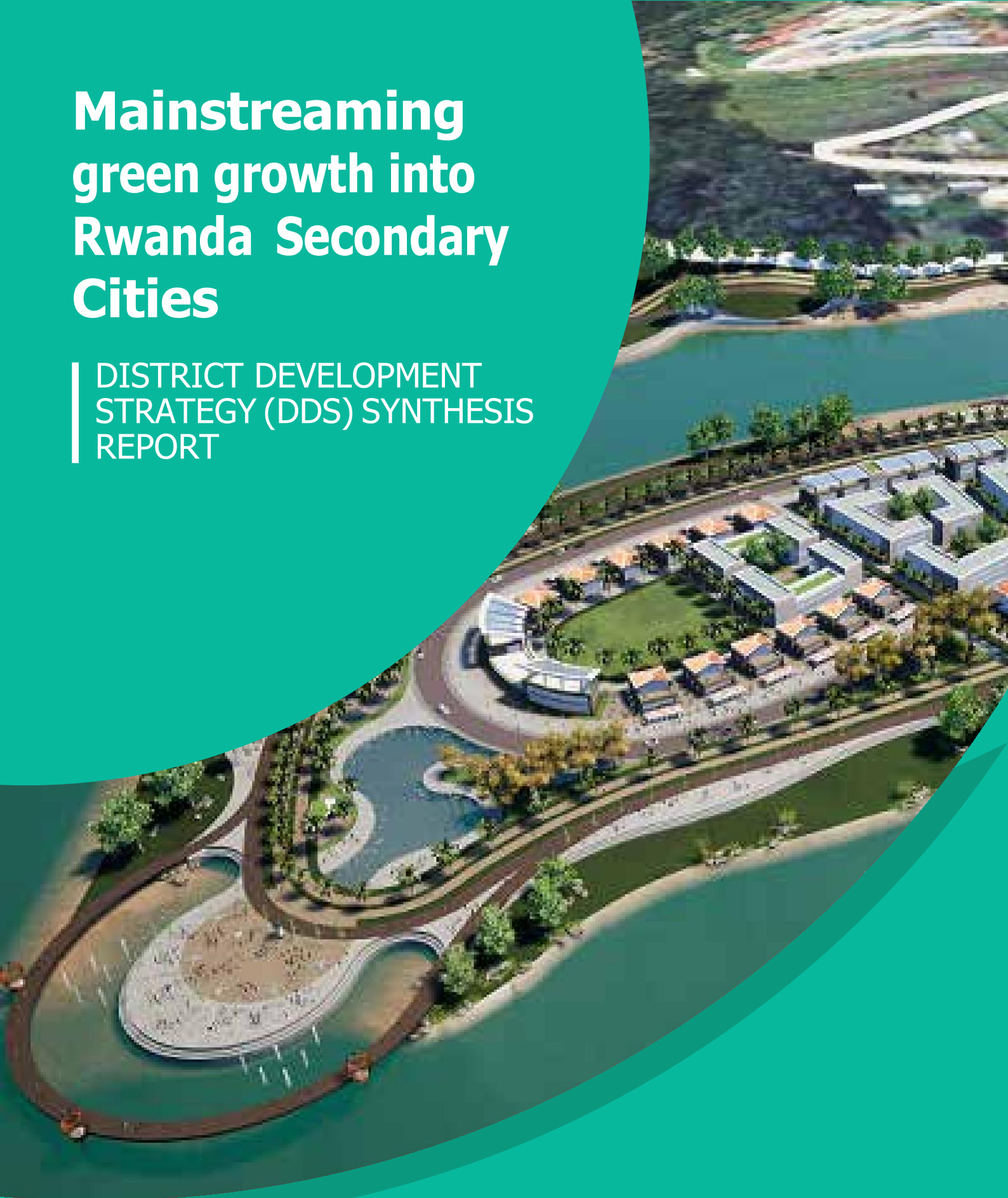


# Mainstreaming green growth into Rwanda Secondary Cities

DISTRICT DEVELOPMENT  
STRATEGY (DDS) SYNTHESIS  
REPORT



April 2022



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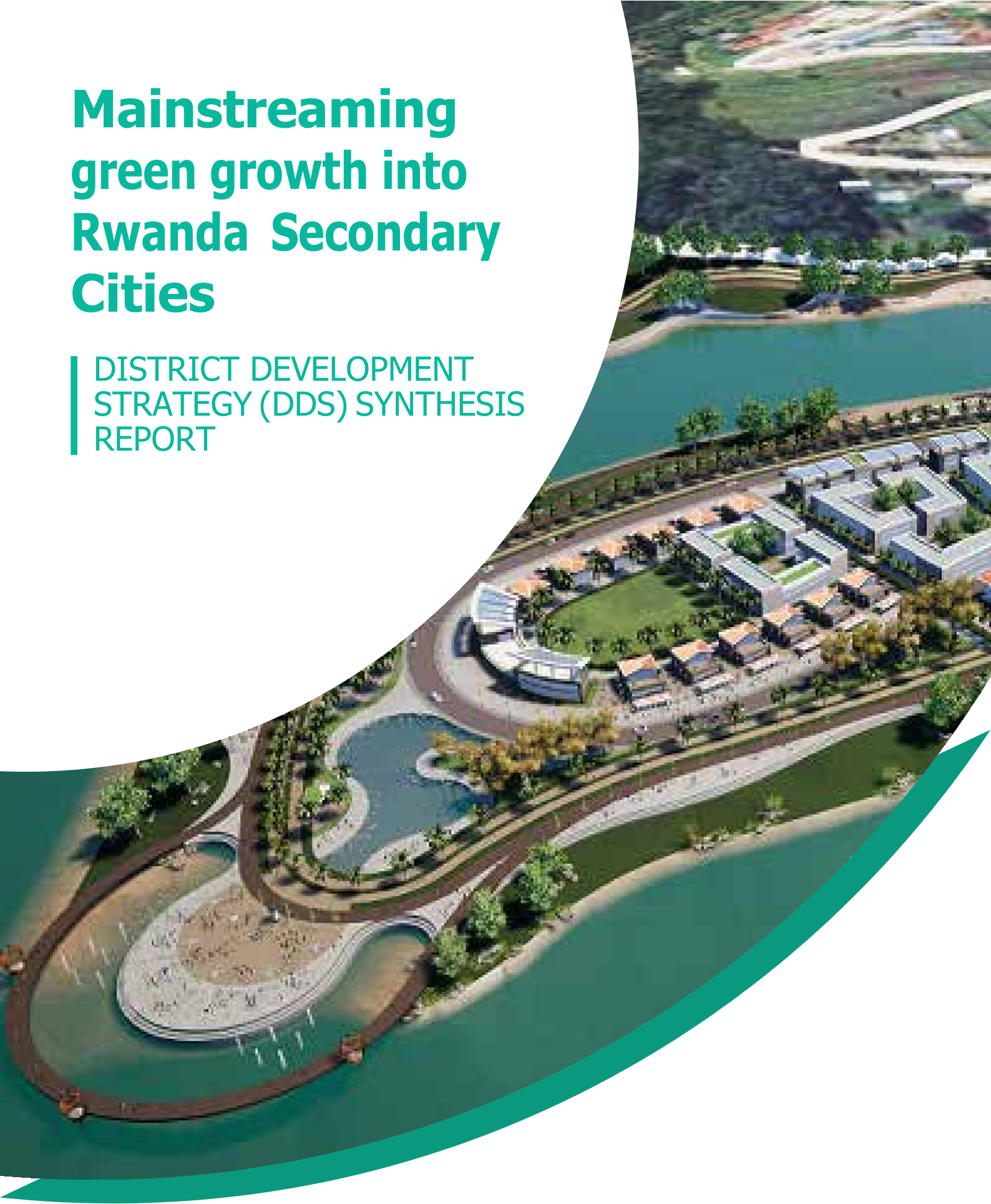
Cover Image: An artist impression of part of Rusizi Secondary City in 2050. Source: Rusizi City Master Plan, Final Report, May 2021

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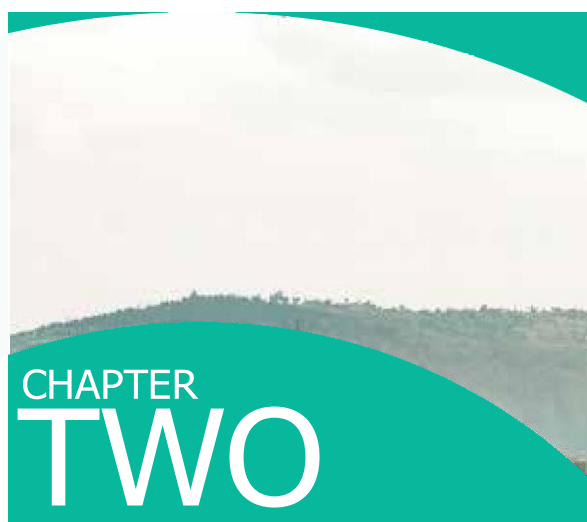
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# ACKNOWLEDGMENTS

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Finally, the GGGI would like to express sincere gratitude and recognition for the District Technical Assistants for facilitating the entire process. Their dedication helped shape the future of the districts through the DDS and Cities' Master Plans.

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# ABOUT THE REPORT

Rwanda aspires to be an urbanized and high-income country in the next three decades – 2050. The Country has put in place plans and strategies to ensure that the country's urbanization reaches at least 70% by 2050. Part of this plan is through the introduction of six Secondary Cities in 2013 – later eight secondary cities in 2020 which are expected to play a major role in the urbanization process. The Global Green Growth Institute (GGGI) working with the Government of Rwanda set out to develop District Development Strategies (DDS) and Cities' Master Plans for six secondary cities. This report provides a summary of the process that was followed throughout the elaboration of the DDS and development and/or revision of the Cities' Master Plans. It is not an exhaustive report on Rwanda's urbanization path nor does it represent the entire work that the GGGI is engaged with to advance green growth in Rwanda. It rather captures the process to develop the DDS, and opportunities identified throughout this journey, challenges encountered, the lessons learned, and what was actioned to ensure that the public and stakeholders are fully aware of the strategies and support their implementation. We hope that this report will serve as a learning tool for other actors working to bring about and achieve green growth targets.

# ABBREVIATIONS

<b>AU:</b>	African Union	<b>M&amp;E:</b>	Monitoring & Evaluation
<b>CSOs:</b>	Civil Society Organizations	<b>MINALOC:</b>	Ministry of Local Government
<b>DDP:</b>	District Development Plan	<b>MINECOFIN:</b>	Ministry of Economic Planning and Finance
<b>DDS:</b>	District Development Strategy	<b>MININFRA:</b>	Ministry of Infrastructure
<b>DHS:</b>	Demographic and Health Surveys	<b>NGOs:</b>	Non-Governmental Organizations
<b>DRC:</b>	Democratic Republic of Congo	<b>NISR:</b>	The National Institute of Statistics of Rwanda
<b>DTA:</b>	District Technical Assistants	<b>NLUDMP:</b>	National Land Use and Development Master Plan
<b>EAC:</b>	East African Community	<b>PSF:</b>	Private Sector Federation
<b>EDPRS:</b>	Economic Development and Poverty Reduction Strategy	<b>NST1:</b>	National Strategy for Transformation
<b>EICV:</b>	Integrated Household Living Conditions Survey	<b>NUP:</b>	National Urbanization Policy
<b>GGCRS:</b>	Green Growth and Climate Resilience Strategy	<b>SDGs:</b>	Sustainable Development Goals
<b>GGGI:</b>	Global Green Growth Institute	<b>SSPs:</b>	Sector Strategic Plans
<b>JADF:</b>	Joint Action Development Forum	<b>WWTP:</b>	Waste Water Treatment Plant
<b>LODA:</b>	Local Administrative Entities Development Agency		



1

# EXECUTIVE SUMMARY

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**In 2013, Rwanda adopted a plan to introduce Secondary Cities as part of a long-term strategy to increase urbanization and decongest the capital city, Kigali. The six Secondary Cities – Rubavu, Huye, Rusizi, Muhanga, Musanze, and Nyagatare – are expected to create a functional network of development poles that provide cost-effective socioeconomic opportunities to all.** The six Secondary Cities are located mostly on border axes with neighboring countries and were preferred due to their strategic locations which carries a huge potential for flourishing business opportunities within these facilitative planned settlements and by driving the needed urbanization growth.

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By establishing the six Secondary Cities under the Second edition of the Economic Development and Poverty Reduction Strategy (EDPRS 2), the Government of Rwanda set the base for social and economic transformation of the country – a mid-term target on the

road to making Rwanda a high-income country by the year 2050. The Secondary Cities are expected to play a substantial role in speeding up Rwanda's urbanization agenda, economic development, job creation, and poverty reduction for the country's future development.



Rwanda's urbanization is estimated to be approximately 18%, one of the lowest in Africa. However, with a growth rate of 4.5% per annum, Rwanda's urbanization growth is well above the global average which stands at 1.8%. Kigali, Rwanda's capital city, averages an annual growth rate of 9%, which is about five times the global urban growth rate. This scenario poses significant challenges to Rwanda's target. One, if left unchecked, Kigali could soon become so overcrowded that the competition over land resources would become extreme, sometimes leading to development on high risk zones and ecologically sensitive areas. Provision of infrastructures and other basic facilities would also become strained and difficult owing to overpopulation, further affecting the quality of life for its residents. Second, Rwanda's target of achieving an urban growth rate of 70% would be hard to meet. However, Secondary Cities provide an opportunity to decongest Kigali, develop more urban poles across the country and put the country on the path to achieving its mid- and long-term urbanization targets.

In 2016, Rwanda with the support of the Global Green Growth Institute (GGGI) adopted the National Roadmap for Green Secondary City Development<sup>1</sup>, a plan that sought to ensure a more balanced urban growth for the country by encouraging the emergence of secondary economic poles of growth, while keeping the leading role of Kigali, as the country's capital city. Following the adoption of this Roadmap, the country further sought the support of the GGGI to develop sustainable, inclusive and green development strategies for the identified six Secondary Cities. The Secondary Cities Districts Development Strategies (DDS) provide a clear image on the visions and priorities regarding districts for the period between 2018 and 2024, and lays a foundation for speeding up and eventually reaching Rwanda's urbanization targets in the short term.

The elaboration of the DDS adopted a highly-participatory approach and drew from key national policies, planning documents, strategies and targets. The Process also considered and embedded the country's green growth targets to set ground for sustainable growth and climate resilient urbanization.

Working with the communities, local and central government authorities, partners and stakeholders, the GGGI District Technical Assistants acted as DDS development Facilitators and worked extremely hard to facilitate the planning process which concluded with the adoption and dissemination of the DDS as well as the elaboration and/or revision of the Secondary Cities Master Plans – key documents in achieving sustainably planned urbanization. The DDS elaboration process embraced a highly-participatory process to guarantee active participation of communities, leaders, stakeholders and policy makers. Through community gatherings, they sought the ideas and opinions of citizens. Through meetings with stakeholders such as community opinion leaders, district staff, CSOs, NGOs, and the private sector, they gathered ideas from the people who support districts development processes. Through DDS elaboration quality assurance team at the national level and sectoral consultations, reviews and support, they ensured that the plans are well aligned to national policies, plans and strategies and responds to the needs of the districts and national green growth ambitions.

The result was inclusive documents to drive the Secondary Cities' growth and districts development, with clear visions, priorities and actions and related implementation cost and Monitoring that districts have to implement until 2024. The Cities' Master Plans elaborate the desired paths to the development of Secondary Cities and provides detailed land use plans to drive Human settlement development, infrastructure development, sustainable and green agriculture as well as green industrialization and green jobs creation.

This Synthesis Report delves into this process and provides a snapshot of what it took to develop the DDS – a process full of lessons, challenges and knowledge, all of which we discuss throughout the sections of the Report. The Report also provides key recommendations to ensure that the implementation of the DDS is done in such a way that it will engage every actor and stakeholder, drive the districts to achieve the desired results, and support the realization of Rwanda's green growth targets.

<sup>1</sup> <https://gggi.org/site/assets/uploads/2017/12/National-Roadmap-for-Green-Secondary-City-Development.pdf>

# CHAPTER ONE



3

# INTRODUCTION AND BACKGROUND

**In the year 2000, the Government of Rwanda adopted the Vision 2020<sup>2</sup>, with a primary objective of becoming a middle-income country by the year 2020.** This 20-year development Strategy was implemented through a set of medium-term planning frameworks that began in 2002 with the first and second Poverty Reduction Strategic Plan (PRSP) followed by the first and second Economic Development and Poverty Reduction Strategy (EDPRS) which covered the period of 2008–2012 (EDPRS 1) and 2013–2018 (EDPRS 2). The National Strategy for Transformation (NST1) followed to complete these series of mid-range plans, covering the period from 2017 to 2024.

Following Vision 2020, Rwanda sought to put in place a long-term plan to ensure the country's graduation from a developing nation to a high-income nation. This ambitious plan known as Vision 2050 aims at making Rwanda an upper-middle income country by 2035 and a high-income country by 2050, where each citizen earns

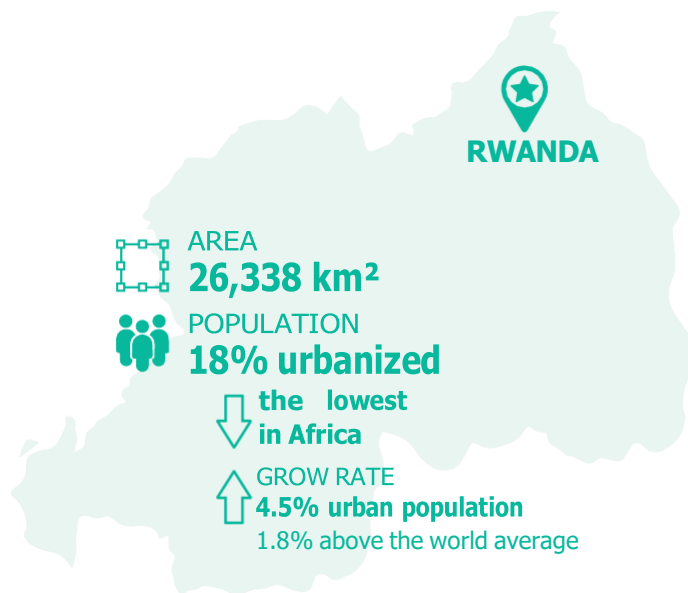
\$4,035 by 2035 and \$12,476 by 2050. To realize these highly-ambitious targets, Rwanda has embarked on a long-term development planning process at national, sector, and district levels. At the district level, different planning documents have been elaborated on since the adoption of both Vision 2050 and NST1.

<sup>2</sup> Vision 2020 (2000–2020) was a government development program with the objective of transforming the country into a knowledge-based middle-income country, thereby reducing poverty, health problems, and making the nation united and democratic. Under Vision 2020, mostly social targets were achieved whilst GDP per capita increased to \$820/capita in 2019 instead of the expected \$1,240 by 2020. While Rwanda did not manage to become a middle-income country as it had planned, it did however manage to achieve higher standards of living compared to the year 2000s when the Strategy was adopted.

Rwanda, a highly populated<sup>3</sup> nation of only 26,338 km<sup>2</sup>, is approximately 18% urbanized<sup>4</sup> – the lowest in Africa. However, the current average growth rate of the urban population is 4.5%, which is well above the world average of 1.8%. This growth is largely concentrated in the capital city, Kigali, which has an annual population growth rate of 9% – five times the global urban growth average. In order to better distribute economic growth across the country, reduce overpopulation in Kigali, and accomplish the national urbanization target of 35% by 2024, the Government of Rwanda has identified six Secondary Cities (Musanze in the Northern Province, Rubavu and Rusizi in the Western Province, Muhanga<sup>5</sup> and Huye in the Southern Province, and Nyagatare in the Eastern Province), to serve as growth poles supporting its capital City. However, these Secondary Cities face challenges in the management and provision of basic infrastructure services to their growing population sizes, which, in turn, affect the ability of the Cities to develop their economic prosperity. This was mostly a direct result of a lack of long-term strategic planning to transform them into sustainable Cities, as desired by the Rwandan Government.

In 2016, the Global Green Growth Institute (GGGI) in collaboration with the Ministry of Infrastructure (MININFRA) developed a national Roadmap for green Secondary Cities. Two years later the country adopted a strategy integrating recommended strategies, guidelines and actions of the National Roadmap for Green Secondary Cities (NST1) and this had to be translated into respective District Development Strategies. The GGGI then, on request by the MINALOC, led the development of a six-years District Development Strategy (DDS) for the six Secondary Cities followed by the revision and updating of the Secondary Cities development Master Plans, integrating green growth concepts, actions and best practices along the whole process.

The elaboration of the DDS considered all key government policies, planning documents, strategies and targets and has its roots in the remainder of the country's Vision 2020 and the subsequent vision 2050, the remainder of the 2<sup>nd</sup>



Economic Development and Poverty Reduction Strategy (EDPRS 2)<sup>6</sup> and the subsequent National Strategy for Transformation (NST1)<sup>7</sup>, and other long-term development strategies. The Process also considered and embedded the country's green growth targets into the DDS.

The DDS development process also considered the global commitments (both regional and international), strategies and agenda. Climate change issues and green economy concepts including green urbanization are well considered for sustainable district development wherein the natural resources are used in a sustainable manner that supports economic growth and transformation. The DDS elaboration also considered projects and activities that aim to mitigate and build resilience of people to climate change, notably the actions identified under Rwanda's Green Growth and Climate Resilience Strategy (GGCRS)<sup>8</sup>.

The DDS lay the foundation for the creation of green jobs, delivery of high quality of life for all district citizens, ensure gender equality in the development process, and provide a solid foundation to achieve a sustainable, green development for Rwanda's six Secondary Cities.

<sup>3</sup> The National Institute of Statistics of Rwanda (NISR) estimates that Rwanda's population has reached 12.9 million as of 2021, up from 10.5 million in 2012. The population is projected to more than double, in 2050, to reach over 22 million people in the best case scenario. See [www.statistics.gov.rw](http://www.statistics.gov.rw) for more figures on Rwanda's population.

<sup>4</sup> National Roadmap for Green Secondary City Development.

<sup>5</sup> With the new urbanization spatial arrangement by the NLUDMP, Muhanga is categorized as a satellite city.

<sup>6</sup> EDPRS 2 (2013–2018) sets out medium-term objectives and indicative financial allocations. EDPRS 2 identifies Environment Sustainability and green growth as key pillars in to achieve sustainable development. EDPRS 2 grew from the country's Poverty Reduction Strategy Plan (PRSP) as well as the EDPRS 1 (2008–2012) and sought to accelerate the pace to achieve the Vision 2020 targets: Accelerating progress to middle-income status and better quality of life for all Rwandans through sustained average GDP growth of 11.5% and accelerated reduction of poverty to less than 30% of the population.

<sup>7</sup> Adopted in 2018, NST1 (2017–2024) is a 7-year Strategy which seeks to accelerate the country's growth through improving skills and positioning Rwandans as a competitive workforce in a global environment and positioning the private sector as the engine of development.

<sup>8</sup> See [https://www.environment.gov.rw/fileadmin/user\\_upload/Moe/Publications/Policies/Rwanda\\_Green\\_Growth\\_Strategy.pdf](https://www.environment.gov.rw/fileadmin/user_upload/Moe/Publications/Policies/Rwanda_Green_Growth_Strategy.pdf).



# 1.1 DDS ELABORATION PROCESS

Following the approval of Rwanda's National Roadmap for Green Secondary Cities in December 2016, the Ministry of Local Government (MINALOC) and the Local Entities Development Authority (LODA) requested the GGGI to support the elaboration of the DDS across the six Secondary Cities. Using its expertise and rich experience, the GGGI worked closely with districts in the process of strategic planning and elaboration of six years development strategies (2018–2024). Throughout the process, the GGGI ensured the mainstreaming of green growth concepts into the DDS documents as well as the integration of provisions of the National Roadmap for Green Secondary City Development. The GGGI provided six (6) highly-qualified district facilitators – named the District Technical Assistants or DTAs – seconded by GGGI Rwanda team experts, to facilitate and provide technical support throughout the process to develop the District Development Strategy (DDS) documents for the six Secondary Cities. They also led the process to develop Master Plans for the six Secondary Cities.

At beginning of the DDS elaboration process, a technical preparatory meeting was organized by MINALOC to discuss the whole process and agree on the checklists that needs to be made throughout the entire elaboration phases as well as leading to the development of the DDS. This included, defining specific roles to be played by all parties and stakeholders. Following the meeting, DTAs started working with the districts. Under the coordination of MINALOC, a Quality Assurance Team was established at national level to guarantee that the DDS capture key important aspects as desired, are in line with country's development targets, responds to the needs and goals of districts, and integrates green growth components.

The DDS development process adopted a participatory, multi-stakeholder consultative approach involving the citizens, central and decentralized institutions, and all

## Understanding the role of a District Facilitator/technical assistant

The GGGI's District Facilitators worked to (i) ensure that the DDS captured green urbanization concepts, (ii) mainstream green growth strategies in the district's short- and long-term development plans, and to (iii) support the district planning teams to recognize and strengthen green growth practices in urbanization. They organized meetings with all stakeholders, worked to capture all inputs from various sources, and supported districts throughout the DDS elaboration process, until their validation and dissemination.

They also provided technical support on the DDS elaboration, the revision (and elaboration) of the district Master Plans as well as ensuring that Rwanda's cities put in place mechanisms to build resilience to climate change, have sustainable and smart transport systems, and eco-industries to spur their planned development.

development partners (public, national, and international non-government organizations (NGOs), civil society, faith-based organizations and the Private Sector). National level priorities and green growth targets were identified and considered throughout the process while Local level priorities were identified through community assemblies, and Joint Action Development Forums (JADFs), and fed into the DDS. Community level engagement was managed at the Village, Cell, Sector, and District levels.





# 1.2 COORDINATION STRUCTURES

The elaboration process was coordinated between the Ministry of Finance and Economic Planning (MINECOFIN) and Ministry of Local Government (MINALOC). The oversight for the process was provided

by the National Steering Committee of Ministers. Quality Assurance was provided through a Technical Steering Committee<sup>9</sup> composed of Development Partners and Permanent Secretaries.

**TABLE 1:**  
COORDINATION FRAMEWORK FOR DDS ELABORATION

Policy Guidance and approval	Cabinet
Oversight	National Steering Committee
Overall Coordination	MINECOFIN
Local government coordination	MINALOC
Technical consultation forums	Technical Steering Committee (Permanent Secretaries and Development Partners)
	Thematic Working Groups Sector working Groups Province Steering Committees
	District Joint Action Development Forums
Community outreach	<i>Umuganda</i> , focus group discussion, media

<sup>9</sup> This is the National Quality Assurance Team.



# 1.3 THE DDS ELABORATION METHODOLOGY

The elaboration of DDSs was undertaken concurrently with the elaboration of Sector Strategic Plans (SSPs), thematic strategies, and Vision 2050. As such, the process required paying greater attention to the critical aspects such as stakeholder participation and engagement, ambitions and evidence-based planning, a sense of urgency, and enhanced coordination across multiple stakeholders.

The formulation of priorities entailed two-way communication and information gathering and a consistent sharing approach. The bottom-up channel ensured that views, opinions and ideas of citizens are duly collected to shape the future Rwandans want in the medium- and long-term horizons and which responds to their needs and expectations. On the other end, the top-down channel ensured that the overarching national development ambitions and targets are well understood, contextualized and packaged in different district development strategies. To help facilitate this and minimize the burden on both the Sectoral lead institutions and

Districts, MINECOFIN coordinated specific consultations between Central government institutions and Districts to agree on Sectoral and District priorities and thereafter finalize the alignment of SSPs with DDSs. These sectoral priorities formed the backbone of the DDS. Sectoral and District priorities and thereafter finalize the alignment of SSPs with DDSs. These sectoral priorities formed the backbone of the DDS.

Consultations – at all levels – enhanced a better understanding between Sectoral lead institutions and Districts of which resources will be required to implement sectoral strategies at District level and what will likely be available in the medium term for this purpose. This helped to better plan and coordinate sector strategies and DDS interventions for maximum effectiveness and efficiency. A robust communication and feedback framework was maintained throughout to ensure that the outcome documents (SSPs and DDSs) are coherent and inform each other.

The following were the key steps in the elaboration of the DDS:



**Citizens' engagement/rassroots level consultations:** Citizens were consulted to get their comprehensive views on the future they want and desire to achieve in 2050 (DDS set ground for this envisaged future) and in the medium term (2030 and 2035). They also contributed ideas on what actions should be embedded into district priorities, feeding into the Districts Strategies.



**Consolidation of District priorities:** Views collected at village levels were consolidated at cell, then sector, and eventually at district level. The District then consolidated all views, opinions and contributions views from all her sectors and submitted them to MINECOFIN with a copy to MINALOC.



**District performance reviews:** Districts reviewed their performance and progress based on key reports and available data and information, including the Integrated Household Surveys (EICV), Demographic Health Surveys (DHS), Performance Contracts (*Imihigo*), and sector-specific studies. A comparative analysis was then carried out to understand the standing of the District in comparison with other Districts and at a national level to identify key underlying and emerging issues to be addressed and decisions to be made on Districts' priorities over the coming years.



**District profiles:** were developed with all information relating to the current status of the District in various categories, i.e., economic, social, and governance.



**Districts priorities shared with Sectors:** Submitted priorities from all the Districts were shared with Sectors for consideration by MINECOFIN. Sector feedback to Districts and further guidance were then provided through MINECOFIN.

# 1.4 SECONDARY CITIES DISTRICT PROFILES<sup>10</sup>

As part of its sustainable development targets, Rwanda plans to accelerate urbanization and achieve an urban population of 35% by 2024. By establishing the six Secondary Cities under the National Strategy for Transformation (NST1), the Government of Rwanda sets the base for social and economic transformation of the country – a mid-term target on the road to making Rwanda a high-income country by the year 2050. The Secondary Cities are expected to play a substantial role in speeding up Rwanda’s urbanization agenda. Economic development, job creation, and poverty reduction in these urban areas is a major part of the country’s future development. The designated role of the six Secondary Cities in the National Urbanization Policy (NUP) is to help create a “*functional network of development poles*” which can “*cost-effectively provide socio-economic opportunities to all.*” The selection of

Rubavu, Huye, Rusizi, Muhanga, Musanze and Nyagatare as Secondary Cities due to their strategic locations for conducive business environments, and settlements will thrive and drive the needed urbanization growth. However their levels of urbanization vary with the Districts of Musanze, Huye, Muhanga and Rusizi having an urban population above 15%, and Nyagatare District above 10% (NISR, 2012). Of the Secondary Cities, Musanze, Rubavu and Nyagatare are growing most rapidly (World Bank, 2017). The Musanze to Rubavu corridor benefits from several advantages including (i) the rich agricultural resources along this corridor, and (ii) Rubavu’s proximity to the large market of Goma in the Democratic Republic of Congo (DRC). Nyagatare has absorbed significant investment in recent years, and has also benefited from the high levels of migration to the east of the country.

## 1.4.1 MUHANGA

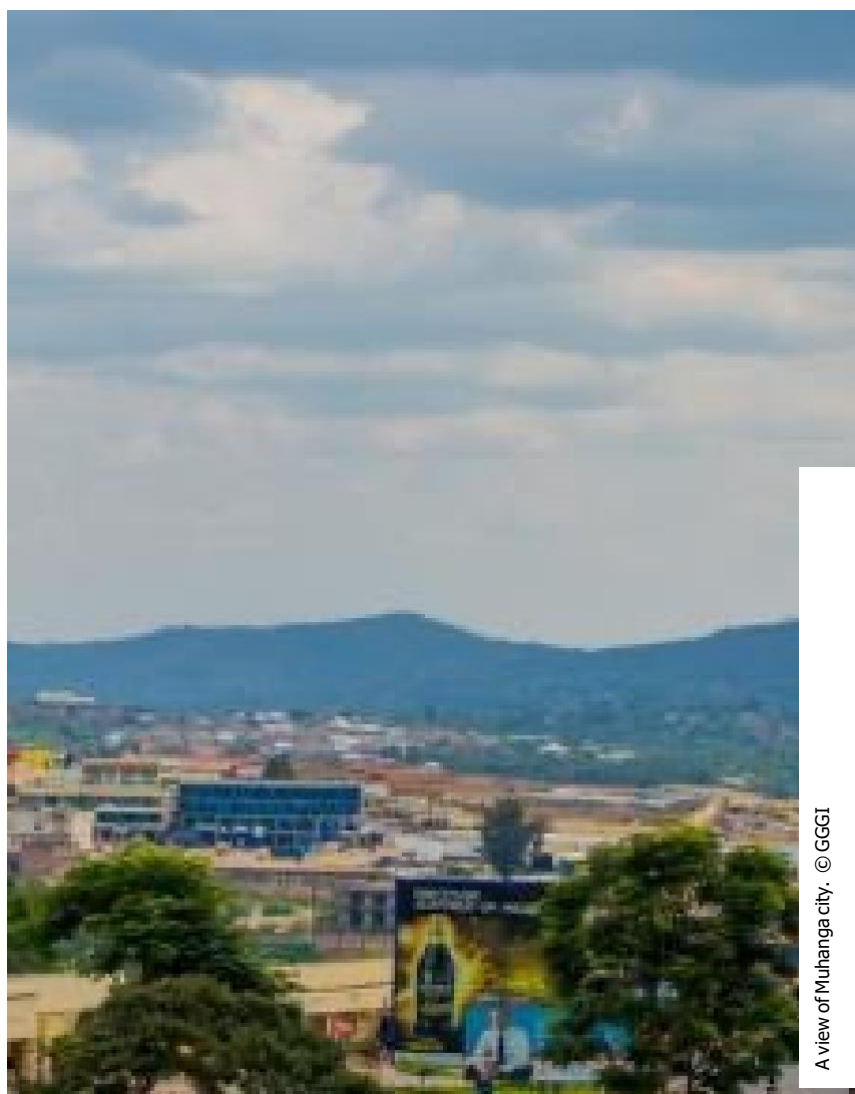
*A mining, logistics and regional trade center*

**TABLE 2:**  
QUICK FACTS ABOUT MUHANGA

Town	Muhanga
District Population	319,141
Urban	54,538
Rural	264,603
Population Density	530 people/Km <sup>2</sup>
Total Surface	647,7 Km <sup>2</sup>
Administrative entities	Sectors (12); Cells (63); Villages (331)
Distance from Kigali	50Km
Main Economic Activities	Mining, trade, agriculture

Muhanga, some 50 km south of Kigali, is the closest city to Rwanda’s capital and has the potential to develop into a logistics, trade and services center to serve both south and west Rwanda. The city has the most central and strategic location of the six Secondary Cities. Muhanga is one of the preferred transit points for the supply of food to Kigali and most Secondary Cities are linked to Kigali via Muhanga.

<sup>10</sup> Data from the NISR (2012 Population Census, 2021 Demographic and Health Survey 2019–2020), Districts Development Strategies, NLUDMP 2050, the World Bank and District websites. Population numbers are mostly taken from the 2012 Population Census and may differ from current figures.





Muhanga's strategic location makes it ideal for the further development of trade and other businesses, such as supplying goods and services at the national level, or to service the sub-region. In addition to profiting from outsourcing activities

from Kigali, Muhanga has the potential to serve as a consolidation and distribution center for goods and raw materials from the surrounding regions to be processed, value-added, and then re-distributed to Kigali and other secondary and tertiary cities.

**Muhanga's District Development Strategy and City Master Plan** introduce some key green concepts and practices, which include:

- **Construction of waste water treatment plant (WWTP)** to receive and treat sewer flow and build a bulk waterborne sewer network to ensure that all citizens in the urban core have a connection to the sewer network so that it can be treated off-site at the WWTP.
- **Muhanga cultural and wetland parks** to revitalize tourism, conservation, and entertainment, and position Muhanga as a prized destination.
- **Green plaza and green buildings** for efficient use of resources.
- **Green development and wetland park project** as a buffer and recreational area, and an integrated green office development.
- **Road improvement:** Pedestrianization and restructuring of streets and plazas in the CBD to form walkable and attractive green spaces.
- **Commercial street upgrading:** Enhancing the street along the Kigali-Muhanga Road to support street activities and improve the pedestrian experience.
- **Adventure park project:** A park with adventure-themed activities, recreational facilities, and events spaces.

## 1.4.2 NYAGATARE

### *Rwanda's agro-processing and dairy hub*

**TABLE 3:**

**QUICK FACTS ABOUT NYAGATARE**

City	Nyagatare
District population	465,855
Urban	47,480
Rural	418,375
Population density	242 people/km <sup>2</sup>
Total surface	1,919 km <sup>2</sup>
Administrative entities	Sectors(14); cells (106); villages (628)
Distance from Kigali	162 km
Main economic activities	Dairy farming, agro-processing, cross-border trade, agriculture

Nyagatare is the largest district in the country and is positioned to become an agro-processing and dairy hub in Rwanda thanks to its fertile lands and closeness to the border with Uganda – a location that makes it also suitable for cross-border trade.





The Nyagatare District Development Strategy and City Master Plan introduce some key green concepts and practices, which include:

- Urban link street improvement (improved pedestrian lanes).
- City plaza (future railway station), recreational activities along waterfront; tourism and open spaces).
- Market and bus/ taxi terminal hub (shared parking lots/ compact development).
- Agro Tourism, (green Industries and green public space).

## 1.4.3 MUSANZE

### *An excellent center of tourism industry*

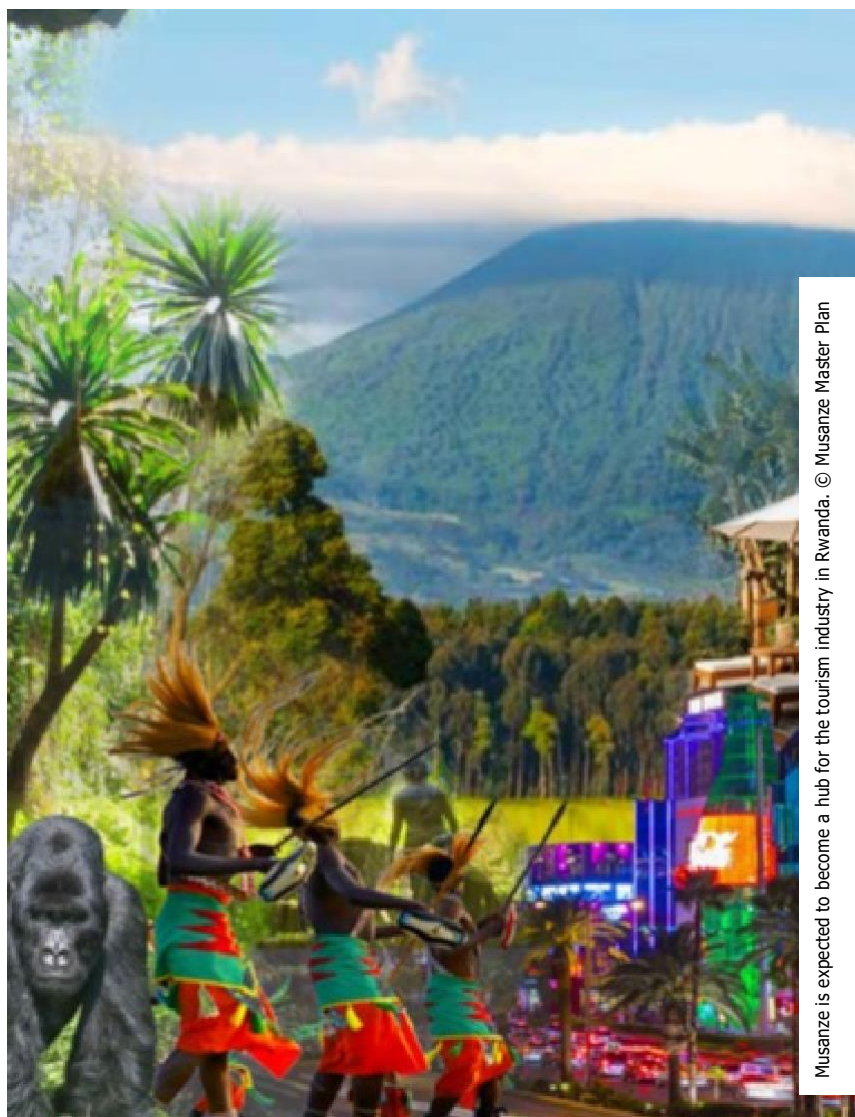
**TABLE 4:**

**QUICK FACTS ABOUT MUSANZE**

City	Musanze
District population	368,267
Urban	102,799
Rural	265,458
Population density	694 people/km <sup>2</sup>
Total surface	530.2 km <sup>2</sup>
Administrative entities	Sectors(15); cells (68); villages (432)
Distance from Kigali	110 km
Closest Secondary City	Rubavu
Main economic activities	Tourism (The Volcanoes National Park, Lake Ruhondo), agro-processing

Musanze is strategically located, bordering the DRC and Uganda and shares a close ecosystem with Rubavu – another Secondary City and tourist destination 55 km away to the west. Musanze is a key tourism destination for both local and international tourists, thanks mostly to the Volcanoes National Park, home to the majestic and rare mountain gorillas. Tourism in Musanze has grown by 21% since 2010 and about 41% of tourists visiting Rwanda, visit the Volcanoes National Park in Musanze. Tourism is expected to continue being a key driving force in the growth of Musanze. Agriculture is another sector that is critical in Musanze, thanks to its highly arable volcanic lands (estimates show that the average agriculture production in Musanze exceeds the national production average). A total of 67% of Musanze's active population is involved in agriculture. Musanze has a great opportunity to boost its agriculture production through modernization, and promote an agro-based industry along with its tourism industry for increased regional and national trade, and slowly transition to service sector jobs.

The District is also pushing to diversify its economy to develop strong trade and manufacturing sectors. Also, the District aspires to be *an excellent center of tourism industry* in Rwanda and is counting on its strategic location and high tourism flow to drive its economic growth. Proximity to Uganda and the DRC gives the District the opportunity to develop a flourishing cross-border trade, mostly through the export of agriculture products, and is another advantage for Musanze on its path to economic transformation.



**Musanze's DDS and City Master Plan** introduced key green growth elements, including:

- Green buildings.
- Introduction of Public Bike Sharing (PBS) initiatives as a green growth best practice and knowledge exchange project for the urban mobility pillar.
- Introduction and adoption green buildings.
- Creation of city artificial touristic sites to diversify attractions across the city.
- Integrated waste management system for effective and efficient management of waste generated across the city.

## 1.4.4 RUBAVU

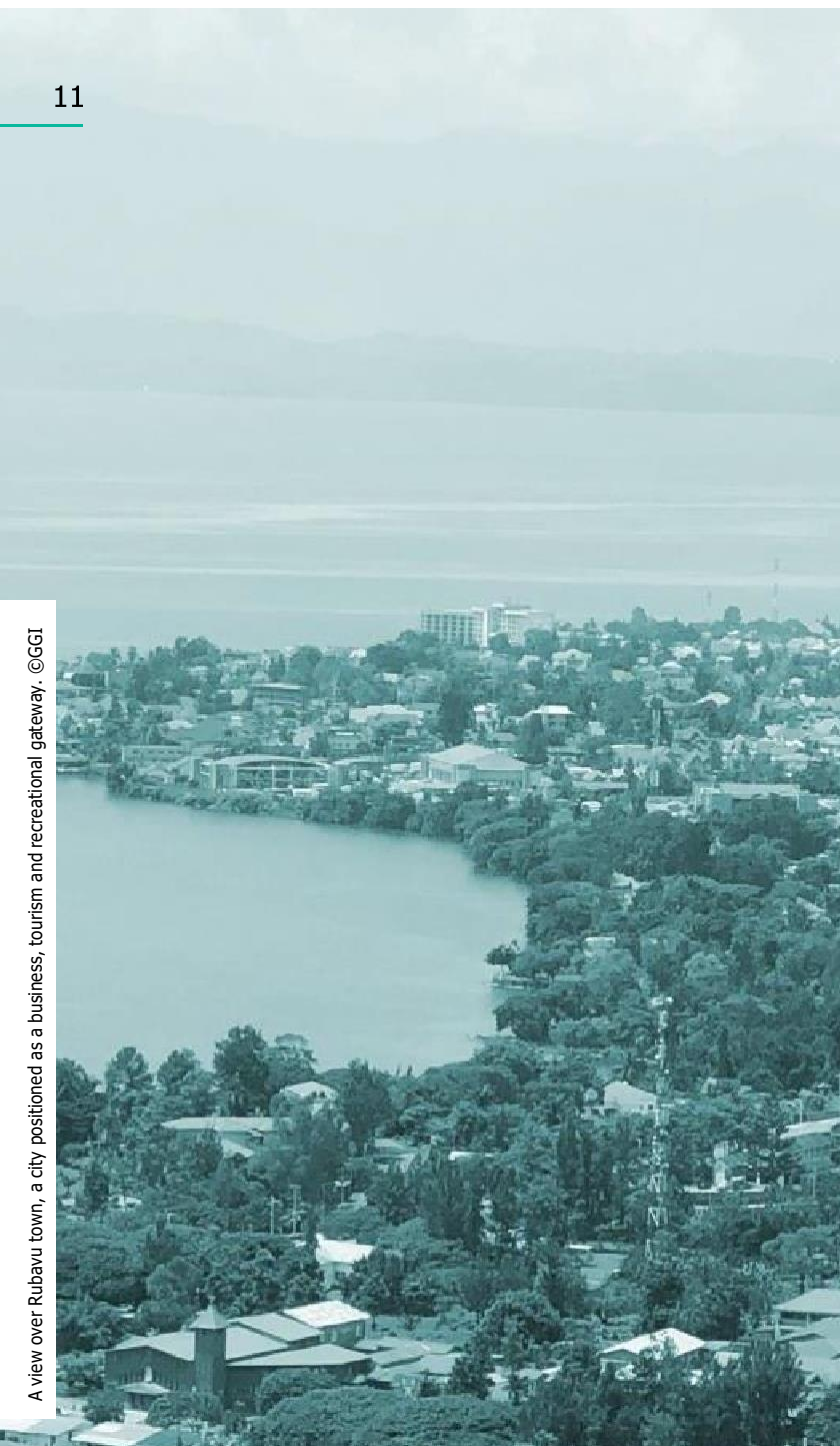
### *Rwanda's business and tourism gateway*

**TABLE 5:**

**QUICK FACTS ABOUT RUBAVU**

City	Rubavu
District population	403,662
Urban	149,209
Rural	254,453
Population density	1,039 people/km <sup>2</sup>
Total surface	388.3 km <sup>2</sup>
Administrative entities	Sectors(12); cells (80) villages (518)
Distance from Kigali	152 km
Closest Secondary City	Musanze
Main economic activities	Tourism (Lake Kivu, Mont Rubavu, Rubavu Hot Springs...), cross-border trade with the DRC, agri-business

Located next to the western Rwandan border with the DRC and its vibrant city of Goma, Rubavu is an ideal city for the development of trade and other businesses, services, and tourism. The closeness of Rubavu to the tourist destination of Musanze as well as the envisaged "urban corridor" between the two Secondary Cities has the potential to further speed up the growth and transformation of Rubavu city, making the Rubavu-Musanze corridor an important axis with a large economic potential and output. Rubavu District is already one of the best tourism destinations in Rwanda: Lake Kivu. Its location added to its attractions make Rubavu a strong candidate for becoming a vibrant cross-border trade and tourism hub – further raising its status.





Some green initiatives and actions proposed under **Rubavu's DDS and City Master Plan** include:

- Public parks and open space zones
- Rubavu Coastal Park (rejuvenate Rubavu waterfront, develop pedestrian boardwalks and decks, etc.)
- Drainage and sewerage management for the City Core (WWTP, and waterborne sewer network across Rubavu City)
- Introduction of dedicated networks of non-motorized transport roads in Rubavu to encourage non-motorized transport (walking, cycling, etc.)

## 1.4.5 RUSIZI

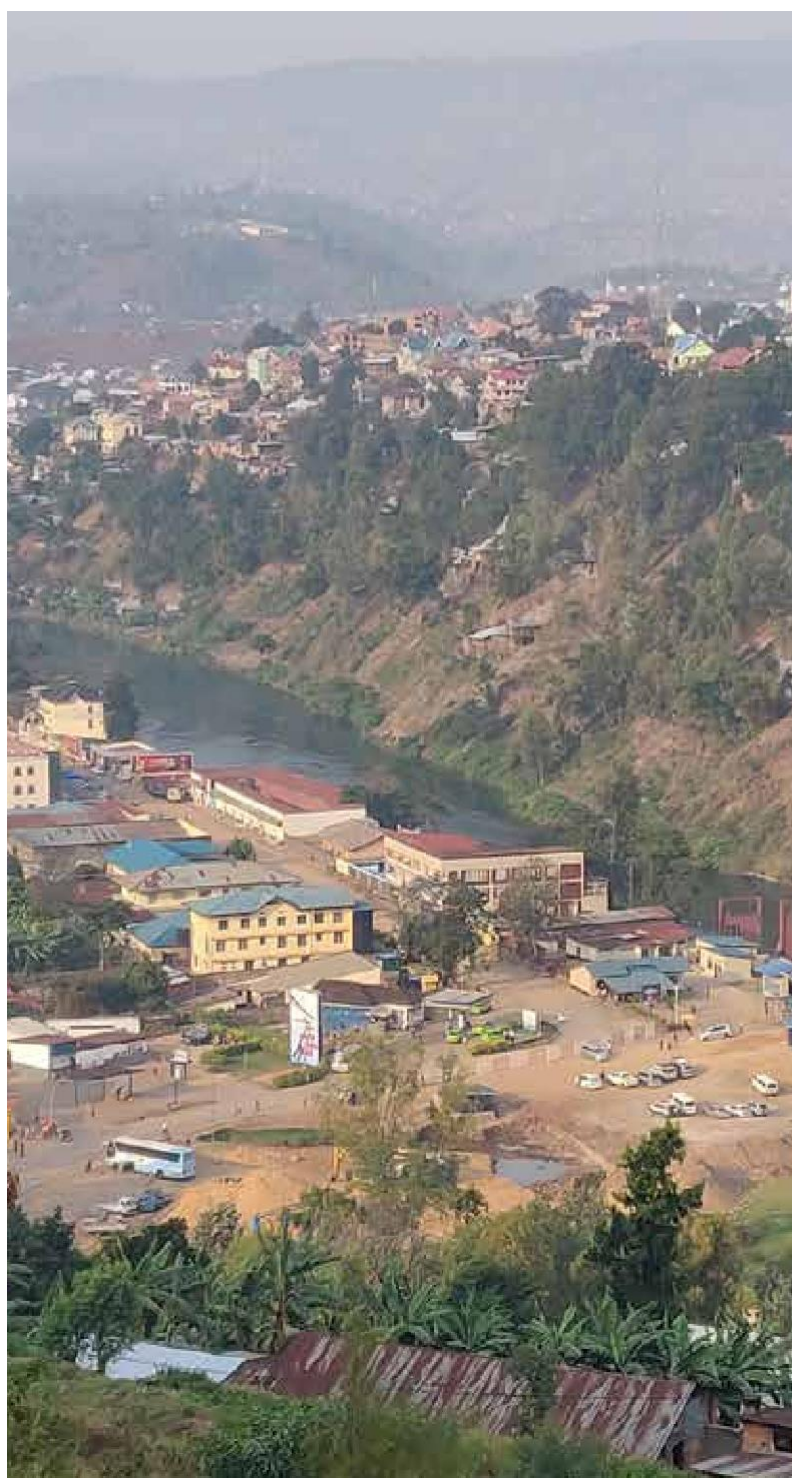
*A hub for cross-border trade, tourism and agri-business*

**TABLE 6:**

**QUICK FACTS ABOUT RUSIZI**

City	Rusizi
District population	400,858
Urban	63,258
Rural	337,600
Population density	418 p/km <sup>2</sup>
Total surface	940.95 km <sup>2</sup>
Administrative entities	Sectors(18); cells (93) villages (586)
Closest Secondary City	Huye
Main economic activities	Cross-Border Trade (with Burundi and the DRC), Tourism (Lake Kivu, Bugarama Hotsprings, Nyungwe National Park), agri-business

Rusizi sits on the border with two countries: The DRC on the west and Burundi to the south; and has five border posts spread along the western and southern tip of the district. A total of 20% of the country's cross-border trade takes place from the western province from the cities of Rubavu and Rusizi. As the furthest of all the Secondary Cities, compared to the location of Kigali, Rusizi needs to capitalize on the production of goods and agricultural produce required by its neighboring countries to sustain itself in the future; in fact it is easier and more valuable to import and export goods to the DRC and Burundi than to transport the goods for internal trade to Kigali. The DRC has a strong dependence on Rusizi for perishable foods and beverages while Burundi is dependent on Rusizi for mineral, construction materials, and manufactured goods. Most of the products are readily available in the district because of its rich agricultural lands. The availability of construction materials like the stones and cement also strengthens the presence of Rusizi and automatically puts it on a global map.



Due to its strategic location the city also falls along the EAC freight corridor to ensure the smooth movement of the products from one country to another. This is another opportunity that the city can build on to grow its economy.

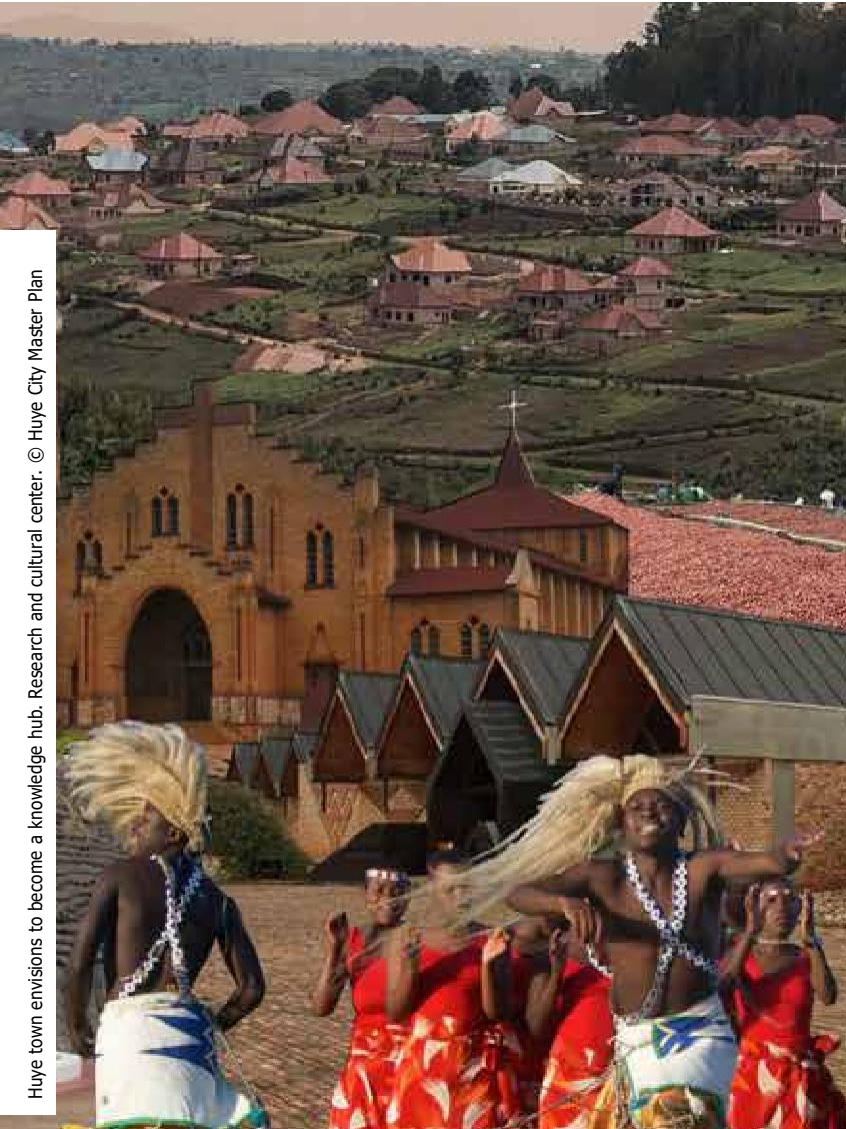
The District also is home to a large part of the Nyungwe National Park and has 45 km<sup>2</sup> area of Lake Kivu, making it a good destination for tourism. However, for it to exploit

its tourism potential to the fullest extent, Rusizi needs to be strategic in the development of tourism facilities and attractions – something that is well covered in the DDS and City Master Plan. Rusizi’s airport, which is operational and has limited weekly flights from and to the capital Kigali, gives this south-western town a high competitive advantage to become a prized trade and tourism hub in the near future.

- Rusizi’s DDS and City Master Plan** introduce some key green concepts and practices, which include:
- Sustainable mobility: Construction of roads and a city transit taxi park and shared parking lots (pedestrian and cycling friendly to reduce the need to commute and promote cycling and walking)
  - Sustainable and resource efficient water supply facilities
  - Sports, recreation and tourism infrastructure
  - Green buildings and construction (Rusizi eco-industrial park; promote planned green initiatives, resilient and efficient resources for urban infrastructures and buildings)

## 1.4.6 HUYE

### *A knowledge culture and agri-business hub*



**TABLE 7:**  
QUICK FACTS ABOUT HUYE

City	Huye
District population	328,398
Urban	52,768
Rural	275,630
Population density	565 p/km <sup>2</sup>
Total surface	581.5 km <sup>2</sup>
Administrative entities	Sectors(14); Cells (77) Villages (509)
Closest Secondary City	Muhanga
Main economic activities	Education hub, culture-based tourism, agri-business, cross-border trade (with Burundi)

Huye is home to several academic and research institutions and has a rich and diverse cultural and tourism potential. Due to its cultural significance (and the fact that it hosts the biggest ethnological museum in Rwanda), Huye is definitely at the heart of Rwanda’s cultural tourism. The presence of the University of Rwanda as well as other academic and research facilities and organizations makes Huye a knowledge and research hub – with thousands of students, researchers and academicians all living in this southern town. Huye is also



home to amazing natural resources, pristine land, and the famous Mount Huye, which is preferred for its history and for hiking. A knowledge city that is vibrant, youthful and informed with the presence of students and participants from Rwanda, Huye District is already one of the most

important destinations for its cultural and heritage history. Huye holds a significant place in history as the oldest administrative capital of the country. Huye has the potential to create jobs in eco-tourism, sports tourism and agro-tourism, and agro-processing.

**Huye's DDS and City Master Plan** introduce some of the best practices in terms of green growth. They include:

- Green industries (Huye Industrial Park)
- Storm water drainage network
- Sports and Heritage Park and open green spaces
- Promotion of non-motorized transport (through upgrading and constructing road infrastructures that include pedestrian zones and cycling lanes and traffic movement)
- Eco-friendly neighborhoods (resource efficient and resilient urban planning and development)
- Storm water management

## 1.5 MASTER PLANS FOR SECONDARY CITIES

The planning process for the Secondary Cities concluded with the development and/or revision of detailed Master Plans for all the six Secondary Cities. The Master Plans provides the key development strategies based on the districts' urban development visions and targets; and present viable and sustainable options for future development of the six Secondary Cities. The development of the Cities' Master Plans was based on extensive research, in-depth analysis of various planning issues affecting the Cities have been undertaken, and projections on future development and city growth scenarios. They were also aligned with the district strategies, national targets and plans for the future.

The Master Plans development process involved a

- (i) detailed analysis of the existing context and future growth scenario of each of the six Secondary Cities;
- (ii) establishing the Urban Sustainability Framework for each of the Cities to address the key economic, social and environmental issues identified;
- (iii) benchmarking of city planning and management indicators with relevant and comparable Cities; and
- (iv) setting the development vision for each of the six Secondary Cities.

The master plans are key documents in ensuring that the future urban development of Secondary Cities is aligned with district and national goals, are sustainable, and adopt green concepts. They draw from detailed analysis of local contexts and local sites, explore potential future growth scenarios, consider the existing plans, propose land use distributions and zoning plans, provides proposals on infrastructure development and detail urban development proposals. They also analyze land subdivision plans, provide guidelines for zoning and urban design, and identify key priority transformative green city development projects with the potential to catalyze urban regeneration and development as per the City's vision.

These City Development Master Plans define urban boundaries and provide a long-term strategic growth direction and future urban land use distribution for the well managed urban growth and urbanization of the six Secondary Cities.



# CHAPTER TWO

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## SECONDARY CITIES' DDS PLANNING AND COORDINATION

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**Rwanda's Vision 2020 was delivered through the 5-year medium term strategy titled Economic Development and Poverty Reduction Strategy (EDPRS), whose aim was to transform Rwanda into a middle-income country.** In 2015, during the 13<sup>th</sup> National Dialogue (*Umushyikirano*), the Government of Rwanda resolved to develop a new, 30-year vision for the period from 2020 up to 2050, to transform Rwanda into an upper middle-income country by 2035 and high-income country by 2050. This decision paved the way for elaboration of Vision 2050.

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Subsequent to the decision, the Government also developed a medium-term strategy to implement the remaining programs and projects to achieve the goals of Vision 2020 and the first 4 years of Vision 2050. This medium-term Strategy was labeled the National

Strategy for Transformation (NST1) and it was developed along specific Sector Strategic Plans (SSPs). The District Development Plans (DDPs) were, in this philosophy, renamed and restructured into District Development Strategies (DDS).

## 2.1 THE ROLE OF GGGI DISTRICT FACILITATORS

The main role of GGGI District Facilitators was to facilitate, support and advise Secondary Cities' Districts throughout the DDS development process to ensure the harmonization of the District priorities and plans to the national policies, priorities and plans, and of Vision 2050, NST1 as well as global and regional commitments for green growth and sustainable development.

The role of the GGGI District Facilitators were to:

- Provide technical support throughout the entire DDS elaboration process;

- Ensure that the DDS captured green growth concepts;
- Mainstream green growth strategies in the District's short- and long-term development plans;
- Working closely with the District planning team to recognize and strengthen green growth practices in the urbanization planning and implementation processes..

## 2.2 DDS ELABORATION METHODOLOGY

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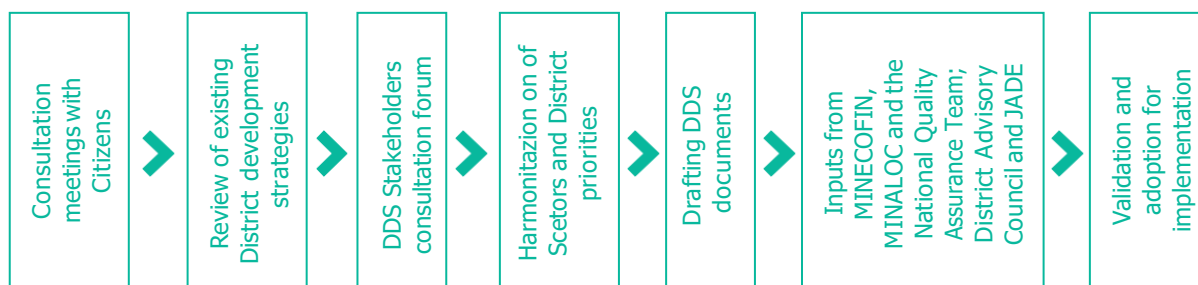
The DDS were developed following the process and guidelines that were given at the National Level. The entire process was coordinated by two Ministries: the Ministry of Finance and Economic Planning (MINECOFIN) and the Ministry of Local Government (MINALOC). Provinces also played a coordination and guidance role in their respective areas making sure that Districts fully comply with the DDS elaboration guidelines, mainstreaming provincial plans, priorities and encouraging an inter-District project development approach, while ensuring that projects are not duplicated in neighboring Districts to avoid scarcity of resources to sustain the projects.

Throughout the process, a participatory approach involving citizens, private sector, NGOs, and other District

Stakeholders was adopted. The District Facilitators, working with District staff, organized workshops at a District level to align effectively all NST1 priorities from villages to sectors and cell leaders, planners, Council members, Joint Action Development Forum (JADF), and other key stakeholders. They were grouped under three Pillars of the NST1 which are Economic Transformation, Social Transformation and Transformational Governance. This approach boosted the inclusivity of the local population in the planning and decision-making process, which gave them a clear understanding and ownership of the proposed interventions that are intended to lead, not only to the District social economic development, but also the overall contribution for the attainment of the set targets of the NST1.

## 2.3 DDS ELABORATION STAGES

The elaboration of the DDS across the Secondary Cities followed a well-structured participatory process that was facilitated by the GGGI District Facilitators in close collaboration with the District staff. The process can be summed up as the following:



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### 2.3.1 Preliminaries for DDS elaboration

The District Facilitators were given guidance from a national coordination team through workshops and training sessions. This guidance included materials shared by respective institutions including mainstreaming of Sustainable Development Goals (SDGs), Green Growth Plans and Strategies, Local Economic Development Strategies, outcomes from citizen participation and engagements, sector crosscutting areas of gender and disability, and DDS elaboration guidelines. The Facilitators,

thereafter, developed detailed DDS Roadmaps based on these guidance documents, in consultation with their respective appointed District focal points that includes District leaders and technical staff. The aim was to guarantee ownership and understanding of the rationale behind this process and the actions being prioritized throughout the development of their respective DDS, as well as the need to mainstream green growth, gender and environmental safeguards in the DDS.

### 2.3.2 Data collection and analysis

For proper planning, both qualitative and quantitative data were collected to inform the elaboration of the DDS in the Secondary Cities. District Technical Assistants/Facilitators gathered relevant sources of base data to inform the District's strategic planning. These included statistical reports of different censuses and surveys, national level strategic plans and policies, and local economic development strategies. This assignment was strongly supported by the District Planning Unit and other Sectorial District Units. The main objective of data

collection and analysis was ensuring uniformity between objectives outlined in the DDS and existing strategies at national and sub-national levels.

The analysis of the base data and information resulted in a comprehensive District profile covering aspects of socioeconomic development, governance, environment and vulnerability to climate change. It is during this process that the District achievement against the District Development Plan and EDPRS2 indicators were reported.



### 2.3.3 Stakeholders' engagement

The facilitator organized, documented and reported subsequent DDS priority identification workshops for further elaboration of the Strategy. These workshops were platforms for the identification of priorities and interventions from District leadership and stakeholders, where ideas for the District's planning and implementation improvements, consolidations and reviews are based on real case examples and experiences. The Facilitators also organized public consultations (through *Umuganda*, community gatherings and focus

groups) to ensure that the citizens at the grassroots level could provide further inputs and feedbacks, as well being made aware of the elaboration process and timeline of the DDS. The Stakeholder engagement process was one of the most important but challenging aspects of the DDS development planning processes, as it entailed working with and taking into account ideas, opinions and contributions from various stakeholders – sometimes with differing or even conflicting visions of their District's potential path to development.

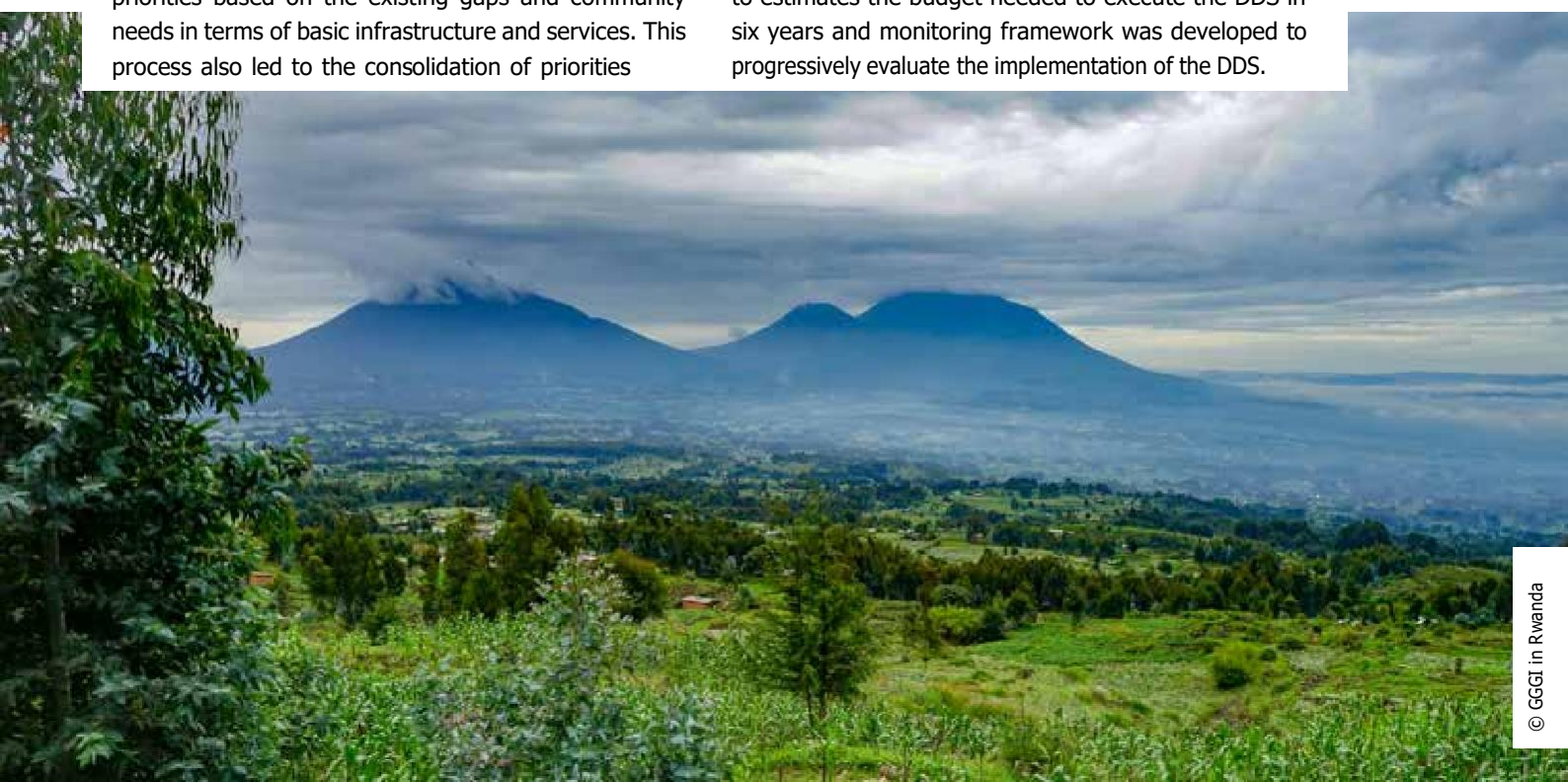
### 2.3.4 Strategic planning

The role played by the District Facilitator in the planning process of the DDS was relevant to guide the district leaders in strategic orientation toward realizing District desires for green growth and socio-economic transformation. A district Technical Team /Taskforce at District level was established to work with the Facilitator in elaboration and validation of strategic interventions and related activities. The costing of the strategy and development of the monitoring and evaluation matrix followed this strategic planning process.

District officials and various stakeholders were involved in setting Vision Statements for all Districts – highlighting clearly the Districts' long-term goals and aspirations. Then, following the same consultative approach, Districts and their stakeholders identified priorities based on the existing gaps and community needs in terms of basic infrastructure and services. This process also led to the consolidation of priorities

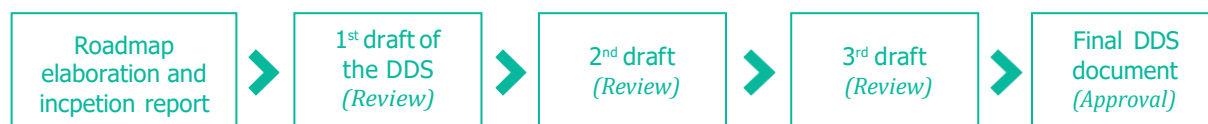
through a matrix of analysis as a tool that would ease implementation, monitoring and evaluation of results. Following the same formula, they developed specific objectives with inspiration from the Local Economic Development strategies, local economic opportunities and the identified drivers of local economic growth. The stakeholders also collaborated to set achievable targets and timelines which were based on different Sector Strategies, governance levels, and national policies, plans and strategies. Other targets were set based on District potentialities and national targets (like universal water and electricity access).

A logical framework of planned strategic interventions was developed setting baselines and annual cumulative targets. The costing of the DDS interventions was done to estimate the budget needed to execute the DDS in six years and monitoring framework was developed to progressively evaluate the implementation of the DDS.



## 2.4 DDS APPROVAL PROCESS

The DDS elaboration was done through various stages and each stage had particular deliverables that were captured, presented, and thereafter submitted to the National Quality Assurance Team for review and approval before advancing to the next stage. The approval process encouraged a consultative approach, as well, and entailed the review of submitted materials at various levels to ensure the quality of the work and guarantee that what is portrayed in the strategies responds to the local needs and meets the set standards.



The approval process can be summed up as the following:

- **DDS elaboration roadmap and inception report.** This stage involved a review of the DDS elaboration guidelines, review of existing literature (SDGs, AU agenda, EAC vision 2050, Vision 2020/2050, EDPRS 2, DDPs/District Performance Contracts, NST1, and SSPs) and drafting a Roadmap with the help of the completed Inception Report.
- **1<sup>st</sup> draft of the DDS** (with identified priority areas for each sector and gender mainstreaming). The 1<sup>st</sup> drafts of the DDS were presented to the District Executive Committees, District Councils, JADF Executive secretaries and District staff. After the review and approval at this stage, the draft documents were then submitted to the National Quality Assurance Team for inputs (particularly on desired structure, alignment with policies and national strategies, new ideas and innovations that could be added based on the specificities of Districts, proposed new priorities, etc.). The outcomes of this stage laid foundation for development of the logical framework and concluded with the approval of the 1<sup>st</sup> draft, thus paving the way for further enrichment of the document and adding new, innovative ideas throughout the process.
- **2<sup>nd</sup> draft of the DDS** considered the inclusion of Green Growth indicators in the DDS and Monitoring & Evaluation (M&E) matrices. It also provided an objective costing of the implementation of the strategy. This draft was also discussed with key stakeholders at District level before submission to the National Quality Assurance Team. Most additions at this stage included capturing all economic potentialities of Districts as well as inputs on the created logical frameworks.
- **3<sup>rd</sup> draft of the DDS** addressed final comments and inputs from the District Councils and National Quality Assurance Team which was submitted again for finalization.
- **Final stage:** At this level, the final DDS was presented to the District Council for approval and validation. This was the last stage and meant that the execution of the DDS was approved as well as its dissemination to the public and stakeholders alike.

## 2.5 DDS DESIGN: BALANCING NOVEL IDEAS AND EXISTING PLANS

To balance the mix of policies and District plans, Provincial Technical Meetings were organized between the District Facilitators, Provincial Officials, District Directors of Planning and the National Quality Assurance Team members to work on the DDS and ensure that national policies, plans and strategies are incorporated in the DDS in a balanced way. This entailed a practical work on the DDS by the representatives – as opposed to exchanging opinions and ideas virtually. The provincial consultation ensured integrated social economic development at provincial level and more efficient spatial planning especially for co-shared infrastructure and facilities

like Hospitals, Agro-processing plants, electricity generation and supply and road to avoid provincial level disconnections and overlaps.

The National Quality Assurance Team, with members from MINECOFIN, MINALOC, LODA, GGGI, and other central level institutions provided policy and technical guidance and support in reviewing the draft documents. This part of the elaboration process included the technical assistance and advisory support by GGGI to mainstream green growth and climate change into all 27 DDS and City of Kigali Development Strategy.

## 2.6 DDS DISSEMINATION AND IMPLEMENTATION

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The dissemination of the final DDS took place through the same forums that helped its elaboration: community assemblies and meetings with stakeholders. The DDS were also shared with stakeholders for execution and published via online platforms for easy reference.

Districts have the overall prime responsibility for the implementation of the DDS. They are also responsible for the coordination, monitoring and evaluation of the development actions embedded in the Strategies and to put in place conducive and enabling environment for the involvement of the private sector and development partners in the implementation of actions promoted by DDS – a vital requirement for the successful implementation of the DDS.

The DDS actions are mostly executed through annual District Performance Contracts (*Imihigo*), with technical staff required to align their actions and performance

contracts with actions identified under the DDS and the NST1. Districts also draw up annual implementation plans for which they monitor the progress against it, drawing on information collected from different relevant sectors and stakeholders. Private organizations are also mobilized and sensitized, through the Private Sector Federation (PSF) and its District offices, to integrate the DDS priorities into their activities and strategies for development – further supporting the execution of the actions identified by the DDS and speeding up the achievements of their targets.

Each year each non-governmental actor operating in the District presents to District authorities a detailed plan of its respective interventions in the District and JADF ensures that they are aligned with District priorities.

The below chart summarizes the implementation model for the DDS:



The GGGI continues to provide technical support to the Districts to guarantee that actions, priorities and targets set in the DDSs are properly implemented, respond to the population needs, and support Districts' ambitions to build green, sustainable and climate resilient Cities.





# CHAPTER THREE

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## OPPORTUNITIES & CHALLENGES TO DEVELOPING A DDS

### 3.1 OPPORTUNITIES

The elaboration of the DDS throughout the six Secondary Cities brought many opportunities and unearthed hidden opportunities for development and promotion of green growth. This was also a vital occasion for the GGGI to contribute to mainstreaming green growth concepts into Rwanda's Secondary Cities' short- and long-term development plans, according to the District Facilitators who worked on the elaboration of the DDS.

The District Technical Assistants/Facilitators (DTAs) were previously supporting the Secondary Cities in urban planning and green urbanization. This was key

to performing the DDS elaboration assignment as they were already familiar with the local government working environment and local stakeholders' mobilization. In addition, collaboration with national level GGGI officers, was key to streamlining the work and ensuring quality and consistence of the strategic plans with national and global commitment to socioeconomic and environmental management.



While working on the elaboration of the District Development Strategy] provided an opportunity to mainstream green growth strategies in the Districts' short- and long-term development plans. Having been involved in plotting the future development of Secondary Cities and having had the opportunity and responsibility to work closely with the District planning, monitoring and evaluation team to ensure that the sectorial and cross-sectorial social economic development plans were aligned to Rwanda's long-term green economic development targets was an ideal opportunity not only for the facilitator to fulfill the mandate bestowed upon them but also for the District to learn and recognize and strengthen green growth practices in urbanization and development processes.

— **Andrew Kabera,**  
Senior Technical Assistant,  
Musanze District



Another opportunity was the phasing out of the DDP which had limitations in terms of bringing the desired growth across Districts and created a need to improve on the planning process due to the challenges of having limited strategic plans with unrealistic cost estimations, which affected the implementation and evaluation of the DDP. The elaboration of the DDS, therefore brought a much deeper understanding of what needed to be improved to achieve the desired changes and provide realistic cost estimations and flexible strategic ideas as well as ensure the District plans are in line with the country's national strategies.

Second, the development of the DDS presented opportunities for participatory planning between the central government, District, communities and development partners. Throughout the DDS elaboration process, District teams were on the forefront of all

activities. The planning units analyzed needs of Districts identifying priorities, which responded to District needs, and a summary of District's priorities categorized under each sector with the support of Facilitators. Good Governance Units together with the planning unit communicated emerging local priorities to the public through *Umuganda* and *Inteko z'Abaturage* (community gatherings at village level). The Districts gave regular updates to Province Steering Committees and Ministries (MINECOFIN, MINALOC/LODA), District council provided guidance and feedback at different stages of the consultations and approved the final DDS. The regular presence of District Facilitators – or DTAs – was a valued addition for bringing in innovative green development ideas. Stakeholders also contributed ideas and inputs throughout the development process (with the GGGI ensuring that the strategies embedded the best green actions to achieve sustainable growth).





The successes of the planning and coordination process was built on the opportunities the DTAs had, one being the actual smooth collaboration the GGGI enjoyed with both Secondary Cities, the regular physical presence in the Districts offices that facilitated in an easier and faster collaboration to reach the goal, the active participation and collaboration with the District authorities and technicians who played a key role in engaging the District local authorities and community representatives, as well as the willingness and active participation of other District stakeholders such as PSF, JADF, and Civil Society in the elaboration process.

— **Richard Ndicunguye,**  
Senior Technical Assistant,  
Rusizi & Huye Districts

Another opportunity was built upon the strong leadership that played a role in engaging different stakeholders, hence managing to collect various views from different levels of stakeholders through a top-down and bottom-up approach. For instance, in Huye, the Directorate of Planning in the District was composed of experienced and motivated personnel who understood very well the process, had enough baseline information, and were ready to actively lead the DDS elaboration process in close collaboration with the DDS Facilitator. In addition, this Directorate was supported by the District Executive Committee who had a considerable sense of understanding and ownership, both technically and politically. Therefore, this facilitated the process of inviting and engaging District stakeholders through various and targeted consultation meetings, regular communication and feedback provision, wherever necessary. Also to add that, due to this high level of ownership, the DDS Facilitator was not obliged to attend all events regarding

the DDS, because the Directorate of Planning was able to take a lead; and at the end of the process, this Directorate was responsible for the production of the final document.

In addition, embedding DTA to support and drive the DDS development processes across secondary cities was an opportunity to:

- Build a strong relationship between the GGGI, the Districts and their various Stakeholders
- Effectively support and ensure the mainstreaming of Green Growth in District Plans
- Master the local context, identify gaps and come up with solutions
- Opportunity to engage with other stakeholders
- Share knowledge and build the capacity of District Officials/Technicians/Stakeholders



## 3.2 CHALLENGES

The main challenge has been the consistency in the DDS elaboration guidance and Roadmap. The guidance provided by the two ministries, MINALOC and MINECOFIN, kept changing including document format and contents, and strategic local interventions. For example, the Districts were requested to mainstream sectoral, national level interventions from SSPs, but the latter were not finalized and submitted for references. In addition, the timeframe was not realistic according to the process and steps to be taken to elaborate a smart 6-year projects.

In addition, there were instances where plans were made to be too ambitious, and thus threatening their whole long-term implementation, monitoring and results evaluation. For instance, in some Districts, the implementation of the DDP highlighted issues to do with cost estimations which were not realistic and tied to specific projects, affecting the planning and implementation of those projects. This issue affected the elaboration of the DDS as the officials were concerned about particular strategies that seemed too ambitious in

the fear of failing to execute them and being evaluated for those projects. In some districts, staff also had little time to allocate to the DDS elaboration process (mainly due to work overload), thus delaying its finalization.

Another challenge was reconciling the ideas and opinions of different stakeholders who, in some instances, held differing and sometimes conflicting opinions on the development needs of the districts. There was also limited data available which affected the planning, setting of realistic targets and projections.

Despite several challenges in the process, the adopted approach together with effective coordination from the District, provincial and national level, facilitated the planning process to reach the ultimate desired goal. Towards the end of the process, major District priorities and plans that feed into the national and provincial targets were identified, gaps and priorities at local level were also captured and consolidated (See Appendix); cross-cutting issues were also captured and integrated in the District Development Strategy.





# CHAPTER FOUR

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## LESSONS LEARNED

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**The elaboration of the DDS for Rwanda's six Secondary Cities was a very enriching process and very illuminating in lessons learned as well as yielding several lessons for the GGGI and its partners.** These were unprecedented opportunities for the GGGI to contribute to and lead the process of mainstreaming green growth into national and District strategic planning. The process also provided an opportunity for the GGGI staff to gain deeper understanding of the specificities of each of the six Secondary City and how to better ensure that green growth concepts are embedded into their plans based on their specific needs and contexts.

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The elaboration process enhanced the team work between the GGGI staff and partners as it entailed a participatory approach throughout the development phase. The inclusive approach used required the ability to engage stakeholders, get them to contribute ideas for the DDS, flexibility and patience, constant follow up, review of documents, capturing every stakeholder's ideas, and helping some of them to understand the new national strategic orientation, or providing justification why some comments were not considered.

The success of the DDS elaboration process can also be linked to the level of ownership and understanding of roles and responsibilities as demonstrated by the District and other stakeholders during the elaboration process. This ownership was evident from the active role played by all stakeholders throughout the process and gives confidence of the involvement of all stakeholders throughout the implementation of the DDS.



**For the purpose of facilitating learning, below we summarize some of the lessons acquired from the elaboration process:**



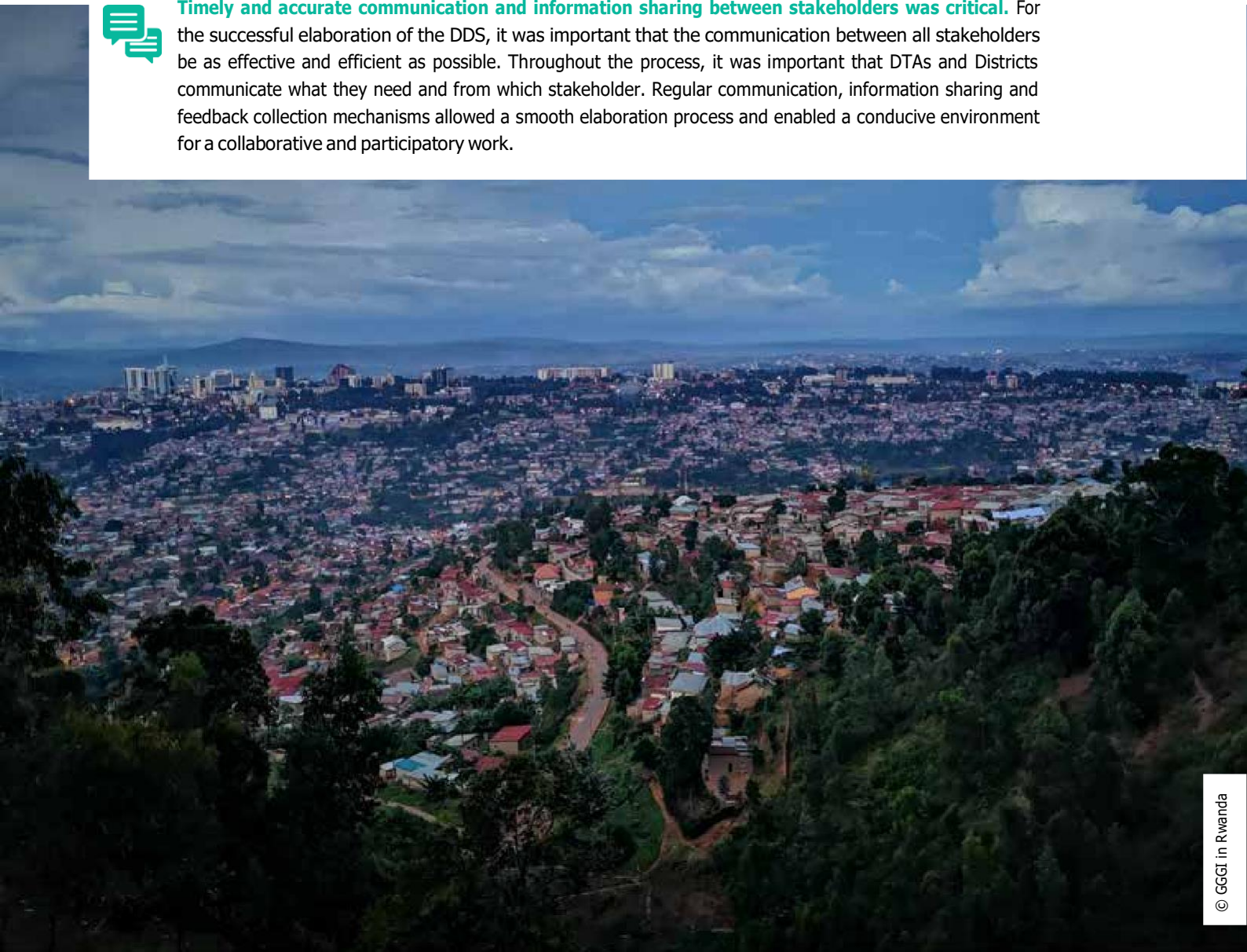
**The participatory approach set ground for a holistic understanding of the District in all clusters and its cross-cutting areas.** The GGGI District Technical Assistants were exposed to different areas and worked with all departments across the Economic, Social and Governance clusters, hence getting to know well the District structures, and functionalities at all levels. Along this process, they were also able to discover that Green Growth can be mainstreamed in different areas, being urban or rural and across all clusters. In addition, the participatory approach adopted throughout the elaboration process ensured the identification of priorities and actions that respond to the needs of the population within each of the Districts (which are different depending on local contexts in each District). It also empowered communities, partners and stakeholders through constructive discussions and sharing sessions that were organized as part of the DDS development process. This was critical to guarantee the success of the entire process and led to a strong ownership of the strategy – which itself is a prerequisite for its appropriate implementation, monitoring and evaluation.



**Working with stakeholders with multidisciplinary knowledge, with different mandates and different contexts requires high-level coordination and flexibility to guarantee their active role and ensure that all contributions are directed towards the same goal.** The process to elaborate DDSs required intensive stakeholder engagement and consultation. As the district development framework involves different stakeholders from the public, private, civil society, and citizens in general, working with these different partners, and getting to coordinate, inform and extract reliable information that fed into the DDS process was no small feat: it required patience, agility and ability to build mutual trust with and between all stakeholders. Throughout the process, every meeting organized was an opportunity for DTAs to learn, share and facilitate the DDS elaboration processes. For that, DTAs developed the abilities to engage with people from various background, discern critical information, flexibility, ability to listen and critical thinking – all skills they needed to facilitate the DDS elaboration processes to ensure a successful outcome.



**Timely and accurate communication and information sharing between stakeholders was critical.** For the successful elaboration of the DDS, it was important that the communication between all stakeholders be as effective and efficient as possible. Throughout the process, it was important that DTAs and Districts communicate what they need and from which stakeholder. Regular communication, information sharing and feedback collection mechanisms allowed a smooth elaboration process and enabled a conducive environment for a collaborative and participatory work.





# CHAPTER FIVE



27

## CONCLUSION AND RECOMMENDATIONS

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**The successes registered in the process to elaborate the DDSs and City development Master Plans for the six Secondary Cities were only enabled by the collaborative and participatory approach adopted throughout the process.** Well-informed, active and committed stakeholders played a very critical and vital role in making the DDS development process as effective, efficient and successful as expected. The GGGI District Facilitators played the role of “mediators,” facilitating the entire process from the phase of gathering facts, data, ideas and opinions to formulating them into priorities and implementable actions. While coordinating this process and bringing stakeholders together to agree on transformative actions and priorities, all while embedding green growth practices and being inclusive in the planning, brought its own challenges, this was also a process rich in lessons and presenting opportunities to learn while laying a foundation for socioeconomic transformation: the DDS positioned Districts on the path to achieving sustainable, green and resilient growth.

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The DDSs are strategic plans and have laid down aspirations of the Districts for a 6-year period. Tangible interventions for economic and social development were also defined. However, they cannot be achieved at once and a sequencing of activities is needed. Districts need to ensure that the visions, targets and priorities in the DDSs are implemented to transform the lives of

their populations. This will necessitate coming up with implementable and time-bound action plans as well as engagement of key partners, putting in place an enabling environment for private investors, development partners and other District stakeholders so that they can play an active role in the implementation of the DDSs.

District Annual Plans and Performance contracts should primarily draw from the DDS and should never be on an ad hoc basis. Therefore, there is a need to plan toward achieving the main objectives of poverty reduction and well-being of the population, green growth and sustainable development. Any intervention needs to be quantified and recorded against the DDS logical framework targets and indicator, and related budgets.

Mobilization of local and national level stakeholders is needed especially for social transformation. The Central

Government should also continue to provide financial, technical and human resources assistance to Districts to ensure that their visions are realized within the set timeframes. Without this support, little will only be achieved.

The GGGI has been a key partner in the elaboration of the DDS and development of the six Secondary Cities' development Master Plans, carrying all along its experience and encouraging the adoption of green growth practices as Districts move to position their Cities as sustainable and resilient urban centers.

**To ensure that the DDS achieve their intended objectives, we recommend the following:**

- **Continue to engage all stakeholders at central and local levels** to ensure that they understand what they need to do to execute the actions and priorities identified.
- **Engage the private sector** to invest in the implementation of District priorities.
- **Mobilize resources to implement the actions and projects** identified as drivers of the Districts' growth, focusing primarily on activities that promote green growth in line with Rwanda's ambitious targets of improving the quality of life for Rwandans, building resilient Cities and becoming a high-income country and zero net carbon economy by 2050.
- **Continue to strengthen the capacity** of District staff to develop and implement activities that support the implementation of DDS actions.

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# APPENDIX

Sample of questionnaires for  
community participation in

IBITEKEREZO BIKENEWE MU GUTEGURA INGAMBA ZITERAMBERE RY'AKARERE RY'IMYAKA

ITANDATU (District Development Strategy) kuva 2017/2018 kugeza 2023/2024

Umudugudu: Alitanga

Akarere: Karugamba

Umurenge: Ngoma

Akarere: Karugamba

No	IBYICIRO	IBIKORWA BYINGENZI BIZIBANDEWAMO MU GUTEGURA INGAMBA ZITERAMBERE RY'AKARERE RY'IMYAKA ITANDATU 2017/18-2023/24
1	<b>UBUKINGU (5)</b> Buziwe n'ibi bikurikira: Ibikorwa remaze (imihunda, amashyamba, amazi maza, imiturire, amashuri amavurire, ... ) Ubuhinzi n'ubworozi, Inganda, Umucuruzi, Ubukororagendo	1) Amashyamba 2) Amashyamba 3) ubuhinzi n'ubworozi 4) 5)
2	<b>IMBEREHO MYIZA (3)</b> Igitwe n'ibi bikurikira: Ubuzima, Ubucuruzi n'ubwiyongere bw'abaturaga, Kurengera abatishoboye, Umuco, Ubwiteganirize, Imikino n'Imyidagaduro	1) ubuzima 2) Kurengera abatishoboye 3) ubwiteganirize
3	<b>IMYOBORERE MYIZA (2)</b> Igitwe n'ibi bikurikira: Gutanga serivisi n'izira, gukemura ibibazo by'abaturaga, Ubukangurambaga, bugamije guhindura imyumvire y'abaturaga, Uburinganire bw'umugabo n'umugore, Itangazamakuru	1) Gutanga serivisi n'izira, gukemura ibibazo by'abaturaga Kandi n'izira. 2) uburinganire bw'umugabo n'umugore bugamije guhindura imyumvire

Biteguye na: Nshubano adette  
umukuru w'umudugudu wa Alitanga.

Byemejwe na:

Nshubano adette  
umukuru w'umudugudu wa Alitanga  
umukuru w'umudugudu wa Alitanga

IMBAKURIKIRAMIRIRO

IBIKORWA BYINGENZI BIZIBANDEWAMO MU GUTEGURA

IBITEKEREZO BIKENEWE MU GUTEGURA INGAMBA Z'ITERAMBERE RY'AKARERE RY'IMYAKA

ITANDATU (District Development Strategy) kuva 2017/2018 kugeza 2023/2024

Umudugudu: Gusaka

Akagari: Tyaza

Umurenge: Muhanga

Akarere: Muhanga

No	IBYICIRO	IBIKORWA BY'INGENZI BIZIBANDWAHO MU GUTEGURA INGAMBA Z'ITERAMBERE RY'AKARERE RY'IMYAKA ITANDATU 2017/18-2023/24
1	<b>UBUKUNGU (5)</b> Bugizwe n'ibi bikurikira: Ibikorwa remezo (umihanda, amashyamba, amazi meza, imuturire, amashuri amavurira, ...) Ubuhinzi n'ubworozi, Inganda, Ubucuruzi, Ubukerarugendo	<ol style="list-style-type: none"> <li>1) kugera umuho wa mashyamba kuri site y'amaheya ya Rugababali mu Gashyamba.</li> <li>2) kubona imashuri ya kubona imyaka</li> <li>3) kubaka ishuri rya kubona</li> <li>4) Kugera Gashyamba mu batunze</li> <li>5) gukora umuho wa kubona imyaka (kugera umuho wa kubona imyaka)</li> </ol>
	<b>IMIBEREHO MYIZA (3)</b> Igizwe n'ibi bikurikira: Ubuzima, Uhuzezi n'ubwiyongere bw'abaturage, Kurengera abatishoboye, Umuco, Ubwitanganyirize, Inukano n'umyidagaduro	<ol style="list-style-type: none"> <li>1) kubona ibi bya kubona imyaka</li> <li>2) gukora umuho wa kubona imyaka</li> <li>3) kubona abatishoboye</li> </ol>
	<b>IMYOBORERE MYIZA (2)</b> Igizwe n'ibi bikurikira: Gutanga serivisi nziza, gukumira ibibazo by'abaturage, Ubukangurambaga bugamije guhindura imyumvire y'abaturage, Uburinganire bw'umugabo n'umugore, Itangazamakuru	<ol style="list-style-type: none"> <li>1) Gutanga ibibazo by'abaturage (umugore, umugabo)</li> <li>2) guhindura imyumvire y'abaturage mu buringanire bw'umugabo n'umugore</li> </ol>

Biteguye na: Umukuru w'umudugudu: Nizeyimana Eugene

Byemejwe na:

UMUKURU W'UMUDUGUDU  
Umuyamabanga w'akagari



IMBANGURAMIRIMO

DUKORE BYINSHI, BYIZA KANDI VUBA









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