# RWANDA



# **KEY FACTS**

**POPULATION (2017 estimate):** 11,809,295

**AREA (UN 2006):** 26,338 sq km

CAPITAL: Kigali

CURRENCY: Rwandan franc (RWF)

HEAD OF STATE AND COVERNMENT: President Paul Kagame

FORM OF GOVERNMENT: democratic republic

PARLIAMENTARY SYSTEM: bicameral

**STATE STRUCTURE:** unitary

LANCUACES: English, French, Kinyarwanda, Kiswahili (official)

NATIONAL ELECTIONS: presidential: last: 2017, turnout: 98.2%; next: 2023

chamber of deputies: last: 2013, turnout: 98.8%; next: 2018

WOMEN IN PARLIAMENT: 61.3% (deputies), 38.5% (senators)

LOCAL ELECTIONS: last: 2016, turnout: ~90%; next: 2021

**Women councillors (2016):** ~40.0%

176

Local government expenditure as proportion of total government expenditure 2013/14: 21.3%

#### **SUMMARY**

Rwanda is a democratic republic with two spheres of government, national and local. Local government is enshrined in Chapter 1 of the constitution and the main governing legislation is the Organic Law of 2005. The Ministry of Local Government (MINALOC) oversees the local authorities, which are structured in four tiers: 30 districts (akarere), 416 sectors (imerenge), 2,148 cells (utugari) and 14,837 villages (imudungu). Following the 2016 local elections approximately 40% of all councillors were women. Local government can raise revenue through user fees and property taxes, and receives a core funding grant from national government as well as grants for specific services and one-off development projects. Many locally provided services are implemented in partnership with other government and non-governmental agencies, including rural electrification, environmental management, primary health, water and sanitation services, local economic development and tourism, municipal planning and transport, and social protection.

#### 1. NATIONAL GOVERNMENT

Rwanda is a democratic republic with a bicameral parliament.<sup>33.1a</sup> The head of state and government is the president who is directly elected for seven years for a maximum of two terms by universal adult suffrage. The parliament consists of two houses, known as the Chamber of Deputies and the Senate. The chamber of deputies has a total of 80 members who serve five-year terms. Of the 80 members, 53 are elected by the general population according to proportional representation. Two members are selected to represent the interests of young people, one member represents disability groups and 24 seats are reserved for women, who are indirectly elected by local governments. The senate has 26 members, who serve for eight-year terms. A minimum of eight seats must be filled by women, while 12 seats are indirectly elected by the provincial councils, eight are appointed by the president, four are designated by the Forum of Political Organisations and one each is elected from amongst public and private university academics. Following the 2013 national elections, 61.3% of members of the chamber of deputies and 38.5% of senators were women.<sup>33.1b</sup> There are also four governors appointed by the president, who head and coordinate administration in the four provinces (intara) and the capital city, and act as an intermediary between national government and the highest tier of local government. Presently none of these are women. In each province the governor chairs the Provincial Coordination Committee (PCC), which is made up of the chairpersons of the district councils within each province, the coordinators of provincial departments, and the heads of denationalised provincial services.

#### 2. LEGAL BASIS FOR LOCAL COVERNMENT 2.1 Constitutional provisions

Local government is enshrined in Chapter 1, Article 167 of the constitution<sup>332a</sup> (Amendment No. 2 of 2005).

#### 2.2 Main legislative texts

The Organic Law No. 29 of 2005<sup>33,2b</sup> determines the administrative entities for local government and establishes their number, boundaries and structure. Other recent laws relating to local government:

- law No. 87/2013 of 30/09/2013 determining the organisation and functioning of denationalised administrative entities
- law No. 62/2013 of 27/08/2013 establishing the Local Administrative Entities Development Agency's mandate
- law No. 12/2013 of 12/09/2013 on state finances and property as amended to date
- presidential order No. 25/01 of 9 July 2012 on fees charged by denationalised entities.

A National Denationalisation Policy was approved by parliament in May 2001 and revised in 2013.<sup>33,2c</sup>

#### 2.3 Proposed legislative changes

No information is available regarding proposed legislative changes.

#### 2.4 National urban policy

In December 2015, a National Urbanisation Policy (NUP) was adopted by the Government of Rwanda as an instrument to promote good urban development that enhances local and national economic growth and ensures good quality of life for all. The NUP has four pillars which reflect the cross-cutting character of urbanisation: coordination, density, conviviality and economic growth.<sup>332d</sup>

#### **3. STRUCTURE OF LOCAL GOVERNMENT** 3.1 Local government within the state

There are two spheres of government in Rwanda, national and local. The national government includes the provincial administrative regions. The local government consists of four tiers: districts, sectors, cells and villages.

#### Table 33.1a Distribution of councils and population

Province	Districts (akarere)	Sectors (imerenge)	Cells (utugari)	Villages (imudungu)	Population (2012 Census)	Population (2017 estimate)	% rural (2012 Census)
Northern Province	5	89	414	2,744	1,726,370	na	90.7
Eastern Province	7	95	503	3,792	2,595,703	na	92.8
Western Province	7	96	538	3,624	2,471,239	na	87.8
Southern Province	8	101	532	3,501	2,589,975	na	91.1
Kigali City	3	35	161	1,176	1,132,686	na	24.1
Total	30	416	2,148	14,837	10,515,973	11,809,295	83.5

#### 3.2 Ministerial oversight

The Ministry of Local Government<sup>33,3b</sup> (MINALOC) oversees local governance in Rwanda. The main mission of MINALOC is to 'promote the wellbeing of the population by ensuring good governance, community development and social affairs'. MINALOC is responsible for establishing democratic, denationalised administrative structures and for ensuring synergy, collaboration and coordination between all government institutions in their support for local government. It also works to:

- build the human, material and financial capacities of local government, so that councils can fulfil their roles and responsibilities
- establish help and self-help mechanisms for vulnerable groups such as genocide survivors, people with disabilities and older citizens
- strengthen planning, coordination and mobilisation mechanisms to deliver the resources necessary for good governance, community development and social protection.

#### 3.3 Council types

Local government in Rwanda has four tiers. There are 30 districts (akarere) which constitute the primary local authorities, as well as sectors (imerenge), cells (utugari) and villages (imudungu).

#### 3.3.1 The district (akarere) council

is the policy-making and legislative body at district level. It is the authority through which the people, via their representatives, can exercise their decision-making and planning powers to determine the development of the district. For transparency and inclusivity the district council chairperson must be a different person from the district mayor. The size of each council is determined by the number of sectors (imerenge) within its boundaries. Each sector provides a representative to the council. In addition, four seats are reserved for the representation of marginalised groups: three for the National Youth Council and one for the district coordinator of the National Council of Women. The district executive committee (DEC) manages the day-to-day affairs of the district and is the contact point between district residents and their elected council members on matters of service delivery and development.

#### 3.3.2 The sector (imerenge) council

is a political organ for policy-making decisions; it is elected by all sector residents over the age of 18. The number of council members is determined by the number of cells (utugari) within its boundaries. The council's functions include approval of sector plans and action programmes and ensuring their implementation. There is a sector executive committee, which is composed of 12 members drawn from the council and is responsible for day-to-day administration and the implementation of the decisions and plans of the council. Technical support to the council is provided by two subcommittees, namely the sector political and administrative committee (SPAC) and the sector community development committee (SCDC).

3.3.3 Cell (utugari) councils are elected for a five-year term to identify, discuss and prioritise issues, and take decisions on behalf of their electorate. The cell executive committee is composed of the executive secretary and a secretary in charge of coordinating social developments. Staff are responsible for administration and community development, including the day-today administration of the cell and the implementation of decisions taken by the cell council. The cell executive works through its technical committee, the cell community development committee (CCDC), to identify and prioritise needs, draw up development plans and mobilise development resources.

# Source: MINALOC communication with CLGF and 2012 Census<sup>33.3a</sup>

3.3.4 Village (imudungu) authorities are committees elected for a five-year term to identify, discuss and prioritise issues, and take decisions on behalf of their electorate. The village is the lowest administrative entity in Rwanda and village authority members are elected by all adult residents of the village. The village authority consists of a fivemember committee which includes the village chief, a member for development and social affairs, a member in charge of security, a member in charge of youth and a member for gender. Village authority staff are responsible for administration and community development, including the day-to-day administration of the village and the implementation of decisions taken by the village council on behalf of all residents.

#### 4. ELECTIONS

#### 4.1 Recent local elections

The last local elections were held in February 2016 with a turnout of approximately 90%, and the next elections will be held in 2021.<sup>33,4a</sup> The previous local elections were held in 2011 with an overall turnout of 98.9%. In 2011 the turnout for each local government level was as follows: districts: 93.6%, sectors: 91.2%, cells: 90.4%, and villages: 87.1%.

#### 4.2 Voting system

At the village level, local government law stipulates that all village residents are members of their village council. Cell council members are directly elected by universal adult suffrage of the cell residents. Representatives are then indirectly elected from the cell council members to the sector council, which then in turn indirectly elects a representative to the district council.

#### 4.3 Elected representatives

At its inaugural meeting, the district council elects a chairperson from among the elected councillors and the three members of the executive committee elected by all council members from cell level to district.



#### 4.4 Women's representation

In accordance with local election legislation and the constitution, the percentage of women elected in local government cannot drop below 30% of total representation in any level of local decision-making including full council and executive committees. The proportion of women councillors following the 2016 elections was approximately 40%. This was a slight increase overall on the 2011 elections, with small increase in the proportion of women councillors at the district and village levels, but a larger decrease in the proportion of women councillors at the sector and cell levels - see Table 33.1b. Data on the number of female chairpersons and mayors at all levels following the 2016 elections was not available; however following the 2011 elections, at district level, 10% of mayors and 50% of deputy mayors were female.

#### 5. SYSTEMS FOR COMMUNITY INVOLVEMENT 5.1 Legal requirement and 5.2 implementation

There are various official channels to encourage community participation in decision-making, including but not limited to: community assemblies (inteko z'abaturage): these convene monthly to discuss government policies and programmes and resolve domestic disputes in a given community. There are also local mediators (abunzi) who convene to resolve disputes in the cells; community work (umuganda): on the last Saturday of each month, citizens participate in community work known as umuganda to develop their communities. The Vision 2020 Umerenge Programme (VUP) is part of Rwanda's poverty reduction strategy and a mechanism through which communities in targeted sectors participate in public service. Existing channels for local participation include:

- a joint action development forum at both district and sector levels
- public accountability days to strengthen accountability at both national and local level
- citizen participation in budgeting and expenditure processes, to ensure fiscal accountability
- representation of people with disabilities on every local decisionmaking body
- several projects and programmes established to help citizens living below the poverty line, including "ubudehe' and 'VUP' (as described above)
- a specific policy on social protection that targets the vulnerable and elderly.

## Table 33.1b Women councillors and mayors following the last three local elections

Election	2006		2011		2016	
All councillors	#	%	#	%	#	%
All female councillors	na	na	na	na	na	na
All male councillors	na	na	na	na	na	na
Total councillors	na	100.0	na	100.0	na	100.0
District councillors	#	%	#	%	#	%
Female district councillors	na	na	na	43.2	na	43.6
Male district councillors	na	na	na	56.8	na	56.4
Total district councillors	na	100.0	na	100.0	na	100.0
Sector councillors	#	%	#	%	#	%
Female sector councillors	na	na	na	45.1	na	42.7
Male sector councillors	na	na	na	54.9	na	57.3
Total sector councillors	na	100.0	na	100.0	na	100.0
Cell councillors	#	%	#	%	#	%
Female cell councillors	na	na	na	43.9	na	41.7
Male cell councillors	na	na	na	56.1	na	58.3
Total cell councillors	na	100.0	na	100.0	na	100.0
Village councillors	#	%	#	%	#	%
Female village councillors	na	na	na	38.7	na	39.4
Male village councillors	na	na	na	61.3	na	60.6
Total village councillors	na	100.0	na	100.0	na	100.0
All chairpersons	#	%	#	%	#	%
Female mayors	na	na	na	na	na	na
Male mayors						
5	na	na	na	na	na	na
Total mayors	na na	na 100.0	na na	na 100.0	na na	na 100.0
Total mayors	na	100.0	na	100.0	na	100.0
Total mayors District chairpersons	na #	<b>100.0</b> %	na #	<b>100.0</b> %	na #	<b>100.0</b> %
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Source: Gender Monitoring Office and the Election Commission of Rwanda<sup>33,4b</sup>

#### 5.3 ICT use in citizen engagement

All local governments are encouraged to have an active website.<sup>33,5</sup>

#### 6. ORGANISED LOCAL GOVERNMENT

The Rwandese Association of Local Government Authorities<sup>33.6a</sup> (RALGA) is a non-governmental voluntary membership organisation that brings together local governments in Rwanda. RALGA's mission is 'to strive for efficient, effective, transparent and accountable local government in Rwanda through representation, advocacy and capacity-building' with a vision 'to have local governments that respond to the demands of people, that are just, democratic and participatory, and which are citizen, investor, and donor friendly'. RALGA's threefold mandate is to represent members in and outside the country, to lobby and advocate for members and to build the capacity of members. The Local Governance Institute (LGI) is an initiative of the RALGA, which is mandated, among other things, to provide capacity building for local government leaders and officials. LGI provides short courses, a masters' programme and tailor-made solutions for local government studies as well as acting a centre of research and knowledge for local governance in Rwanda and internationally.<sup>33.6b</sup>

#### 7. INTERGOVERNMENTAL RELATIONS

Intergovernmental interaction occurs through 'national dialogue meetings' which annually bring together the president and local government councillors. There are also national/local government quarterly meetings of the prime minister, ministers, provincial governors and local government leaders. This forum discusses the implementation of national policies, focusing on challenges, strategies and recommendations. Annual planning and reporting performance contract meetings take place between national and local leaders, where district mayors on behalf of their local citizens sign contracts with the president. Local leaders commit themselves to achieving a certain set of targets, and national government commits to provide funding as budgeted.

### Table 33.2a Aggregate income and expenditure for local government 2013/14

Income	RWF (bn)	Expenditure	RWF (bn)
Centre-local transfers		Staff and administration	
Earmarked transfers	206.798	Recurrent	120.122
Block grants	31.889		
Government agency transfers	16.604	Service delivery	
External grants	31.055	Development	237.853
Locally raised revenue	71.629		
TOTAL INCOME	357.975	TOTAL EXPENDITURE	357.975

There are annual budgeting and planning meetings bringing together chief budget managers from all levels to harmonise their budgets and plans, and , annual district budget days are organised to involve all stakeholders in policy development and the decision-making process.

#### 8. MONITORING SYSTEMS

Performance contracts (imihigo) monitor local governments' performance against their responsibilities. These contracts are evaluated annually, drawing on expertise from the president's office, the prime minister's office and RALGA, along with MINALOC and the Ministry of Economic Planning. Other monitoring systems for local government include:

- MINALOC's oversight of district budgets and implementation of national programmes, including technical support and guidance if implementation is behind schedule
- the auditor general audits local governments to ensure effective use of public resources
- the ombudsman addresses any issues of corruption and investigates citizens' complaints about local government
- a parliamentary committee on local government fulfils an oversight role on behalf of the legislature.

#### 9. FINANCE, STAFFING AND RESOURCES

All districts approach their budgets from the bottom up, by first considering local development priorities and then matching them with national grants and locally raised revenue.

#### Source: MINALOC communication with CLGF

#### 9.1 Local government expenditure

In 2013/14 local government expenditure was 22.4% of total government expenditure – see Table 33.2b.

#### 9.2 Locally raised revenue

Local government raises funds directly from several sources, including civil status registrations, property taxes and community healthcare schemes. In 2013/14 the total aggregated locally raised revenue was RWF71.629bn.

#### 9.3 Transfers

Total national government transfers stood at RWF31.889bn for the block grant and RWF206.798bn for ringfenced transfers for the fiscal year 2013/14. There was also a further RWF16.604bn transferred from other government agencies and RWF31.055bn from external agencies.

#### 9.4 Loans

No information is available.

#### 9.5 Local authority staff

Local governments have the authority to hire staff. The head of the administration in a district is called the executive secretary. S/he heads the management and technical units of the district and is the overall supervisor for the staff employed.

#### Table 33.2b Local government expenditure as a percentage of total government expenditure 2013-16

	2012/13 actual RWFbn	2013/14 actual RWFbn	2014/15 actual RWFbn	2015/16 actual RWFbn
Total recurrent government expenditure	1,520.6	1,598.8	1,700.5	1,785.0
Total local government expenditure	na	358.0	na	na
Local government expenditure as a percentage of total government expenditure	na	22.4	na	na

Source: Table 33.2b and annual economic reports 2012-17, MINECOFIN<sup>33.9</sup>



#### 10. DISTRIBUTION OF SERVICE DELIVERY RESPONSIBILITY

# 10.1 Overview of local government service delivery responsibility

The constitution assigns executive powers to local government over the following areas of activity, often implemented in partnership with other government and non-government agencies:

- rural electrification
- environmental management
- local economic development and tourism
- municipal planning, building regulations, public works and transport
- social protection
- primary health services
- water, sewage and sanitation services
- involvement of community organisations in matters of local government.

Local governments also have the discretion to deliver the following services:

- community policing
- civil status register
- kindergarten, nursery and adult education
- housing construction permits
- town planning, rural road construction and transport
- cemeteries, crematoria and religious facilities
- environmental protection
- local economic promotion.

#### 10.2 ICT use in service delivery

E-government is used in service delivery and communication.

#### 10.3 The role of local government in achieving the UN Sustainable Development Goals (SDGs)

In 2016, President Kagame opened the new Sustainable Development Goals Centre for Africa (SDGC/A) in Kigali, which was set up to support governments, civil society, businesses and academic institutions in achieving the SDGs in Africa<sup>33,10a</sup> The SDGC/A's inaugural report, entitled 'How Africa can achieve the Sustainable Development Goals' and launched in January 2017, highlights the need for greater progress on decentralisation, especially in North Africa. Its highlighted priority areas include: ensuring fiscal decentralisation follows political decentralisation; matching grant mechanisms; local capacity-building, and equitable distribution of extractive royalties. Focusing on Rwanda, MINALOC and RALGA are working with CLGF to take forward an EC-funded project on strengthening local government's role as a partner in development, with specific reference to localising and implementing the SDGs.<sup>3310b</sup>

#### **REFERENCES AND USEFUL WEBSITES**

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- 33.2a Rwandan Constitution 2003 www.parliament.gov.rw/ fileadmin/Images2013/Rwandan\_ Constitution.pdf
- 33.2b Organic Law No. 29 of 2005 https://repositories.lib.utexas.edu/ handle/2152/5067
- 33.2c Revised National Denationalisation Policy 2013 www.minaloc.gov.rw/fileadmin/ documents/Minaloc\_Documents/ Revised\_Decentralisation\_Policy\_ for\_Cabinet\_30\_01\_2013.pdf
- 33.2d Rwanda National Urbanization Policy 2015 www.kigalicity.gov.rw/ fileadmin/Template/Documents/ policies/Rwanda\_National\_ Urbanization\_Policy\_2015.pdf
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- 33.3b Ministry of Local Government www.minaloc.gov.rw
- 33.4a National Election Commission www.nec.gov.rw
- 33.4b Gender Monitoring Office, Annual Report 2015/16 http://gmo.gov. rw/fileadmin/user\_upload/ Annual-Reports/GMO\_Annual\_ Report\_2015-2016.pdf
- 33.5 List of local council websites www. minaloc.gov.rw/index.php?id=492
- 33.6a Rwanda Local Government Association www.ralgarwanda.org

- 33.6b Local Government Institute, Rwanda www.lgi.rw
- 33.7 No references for this section
- 33.8 No references for this section
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- 33.11a UN 2012 statistics surface area http://unstats.un.org/unsd/ demographic/products/dyb/ dyb2006/Table03.pdf
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- 33.11d Taking stock of Rwanda's decentralisation: changing local governance in a post-conflict environment. Chemouni, B. 2016 Third World Thematics 1:6, p. 763–778 www.tandfonline.com/doi/ full/10.1080/23802014.2016.1297207
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- 33.11g UNDP HDR Rwanda country profile http://hdr.undp.org/en/ countries/profiles/RWA



# Annex 33a Summary of service provision in different spheres of government in Rwanda

Services	National	Delivering authority Province	Districts	Remarks
GENERAL ADMINISTRATION				
Police				
Fire protection				
Civil protection				
Criminal justice				
Civil status register	-	-		
Statistical office				
Electoral register				
EDUCATION			-	
			_	
Pre-school (kindergarten and nursery)				
Primary				
Secondary				
/ocational and technical				
Higher education				
Adult education				
SOCIAL WELFARE				
amily welfare services				
Velfare homes				
Social security				
PUBLIC HEALTH				
Primary care				
Hospitals			10 A	
Health protection				
HOUSING AND TOWN PLANNING	_		_	
Housing			•	
Town planning				
Regional planning			- 1	
IRANSPORT				
	_		_	
Roads				
Transport				
Jrban roads				
Jrban rail	N/A			
Ports	N/A			
Airports	•			
ENVIRONMENT AND PUBLIC SANITATION				
Water and sanitation				
Refuse collection and disposal				
Cemeteries and crematoria				
Slaughterhouses				
Environmental protection				
Consumer protection				
CULTURE, LEISURE AND SPORTS				
Theatre and concerts				
Museums and libraries				
Parks and open spaces				
Sports and leisure				
Religious facilities				
JTILITIES			_	
Cas services				
District heating			-	
_	-			
Nater supply				
Electricity	<u> </u>			
ECONOMIC				
Agriculture, forests and fisheries				
ocal economic development/promotion				
Trade and industry				
Tourism				

■ sole responsibility service ■ joint responsibility service ■ discretionary service

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