



# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 03-Sep-2020 | Report No: PIDISDSA30431



**BASIC INFORMATION**

**A. Basic Project Data**

Country Rwanda	Project ID P165017	Project Name Second Rwanda Urban Development Project	Parent Project ID (if any)
Region AFRICA EAST	Estimated Appraisal Date 03-Sep-2020	Estimated Board Date 29-Oct-2020	Practice Area (Lead) Urban, Resilience and Land
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Economic Planning (MINECOFIN)	Implementing Agency Ministry of Infrastructure (MININFRA), Local Administrative Entities Development Agency (LODA), Rwanda Environmental Management Authority (REMA), City Administration of Kigali	

Proposed Development Objective(s)

To improve access to basic services, enhance resilience and strengthen integrated urban planning and management in the City of Kigali and the six secondary cities of Rwanda.

Components

- Support to the City of Kigali
- Support to Secondary Cities
- Institutional Capacity Development and Project Management
- Contingent Emergency Response Component

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	175.45
<b>Total Financing</b>	175.45
<b>of which IBRD/IDA</b>	150.00
<b>Financing Gap</b>	0.00



**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	150.00
IDA Credit	75.00
IDA Grant	75.00

**Non-World Bank Group Financing**

Counterpart Funding	15.00
Borrower/Recipient	15.00
Trust Funds	10.45
Climate Investment Funds	2.38
Global Environment Facility (GEF)	8.07

Environmental and Social Risk Classification

**Substantial**

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

**B. Introduction and Context**

Country Context

1. **Rwanda has experienced strong, uninterrupted economic growth over the past two decades and is among the fastest growing economies in Africa.** Rwanda’s per capita income increased from US\$ 587 in 2010 to US\$ 787 in 2018<sup>1</sup>. Economic growth averaged 7.2 percent per year during the same period compared to the regional average of 3.6 percent. This was the second highest rate of economic growth in Sub-Saharan Africa. GDP growth reached 9.4 percent in 2019, accelerating from 8.6 percent in 2018 and 6.1 percent in 2017. Accelerated growth is attributed to robust performance across key sectors, as well as increased public investments for implementation of the National Strategy for Transformation (NST1). Major economic sectors such as industry (propelled by construction) and services (driven by trade and transport) have grown at 8-10 percent annually since 2006, and agriculture at 5.4 percent. Public investments increased from 4.9 percent in 2003 to about 9.4 percent in 2018.

<sup>1</sup> [Tradingeconomics.com/World Bank](https://tradingeconomics.com/world-bank)



While still a low-income country, Rwanda today is ahead of more than 20 countries in the region in terms of GDP per capita.

**2. While sustained economic growth has led to significant poverty reduction, it has been stagnant in recent years.** Poverty declined from 60.4 to 38.2 percent of the population between 2000 and 2017<sup>2</sup> with an improvement in social indicators. Poverty has also become less severe with the distance between poor households' consumption from the poverty line declining. However, the rate of poverty reduction has decreased following the 2016 drought, with unusual increase in food prices and reduction in household food consumption, coupled with a slowdown in structural transition<sup>3</sup> The combination of low farm productivity and a high concentration of the population in rural areas has also reduced the elasticity of poverty reduction in recent years.<sup>4</sup> Going forward, Rwanda faces the challenge of sustaining historically high growth rates and accelerating poverty reduction. Growth is estimated to have reached 8.5 percent in 2019<sup>5</sup> due to public investments and fiscal stimulus. As the fiscal expansion for the NST1 subsidies in the medium term, attention must turn to improving allocation of economic resources through better market functioning and increased private sector investment.

**3. Sustainable urbanization has been one of the country's key development strategies and has contributed significantly to economic growth and structural change in Rwanda.** The government has identified sustainable urbanization and off-farm job creation as critical for achieving its vision of becoming a middle-income country. Structural transformation or the movement of labor out of low-productivity agriculture to industry and services, and from farms to cities, has indeed accompanied Rwanda's growth in the 2000s. Urbanization has accounted for 37 percent of national structural change (GDP growth through labor reallocation across sectors), and urban areas have accounted for 48 percent of national labor productivity growth over the past 15 years.<sup>6</sup> Urbanization in Rwanda has also been accompanied by poverty reduction primarily in areas with high density and good connectivity although this effect tapers off as one moves away from city centers.<sup>7</sup> According to the National Census in 2012, nearly a third of the poor live in the periphery of secondary cities (10-20km away from the center), where opportunities for poverty reduction exist by better connecting the periphery with urban centers.

**4. The coronavirus pandemic poses serious economic, social and public health threats to Rwanda.** An outbreak of the coronavirus disease (COVID-19) has spread rapidly across the world including Rwanda since December 2019. COVID-19 reached Rwanda in mid-March 2020, and as of August 20, 2020, 2,717 cases were recorded with the recovery of 1,705 people and 11 deaths. Even though the pandemic is expected to be transitory, the overall adverse economic impact on Rwanda will be substantial. The growth rate for 2020 is expected to decelerate to about 5 percent, with significant downside risks depending on the extent of COVID-19's spread in Rwanda and any delays in recovery of international flows of goods, services and people. Growth could be substantially lower and social and poverty impact worse if COVID-19 cases in the country are not effectively contained. That said, the government has been proactive in taking strong measures to mitigate transmission of the virus. However, the risk remains substantial given that infected individuals can be asymptomatic and transmit the disease; the country has a high population density; and a sizable proportion of Kigali's population lives in unplanned settlements.

<sup>2</sup> Based on the Integrated Household Living Conditions Survey 5 (EICV5) - Poverty Panel Report

<sup>3</sup> World Bank and National Institute of Statistics Rwanda (NISR) household surveys. The impact of the heavy rainfalls in early 2018 is yet to be seen as it is not included in the latest household survey released in late 2018.

<sup>4</sup> Rwanda Systematic Country Diagnostic (SCD), Concept Note, May 29, 2019.

<sup>5</sup> Rwanda Economic Update 15<sup>th</sup> Edition, January 2020.

<sup>6</sup> Diao, Randriamamonjy, and Thurlow. 2017. "Urbanization and the Future of Economic Development in Rwanda." International Food Policy Research Institute, Washington, DC. Background paper for Future Drivers of Growth in Rwanda.

<sup>7</sup> World Bank. 2017. Reshaping Urbanization in Rwanda: Economic and Spatial Trends and Proposals; Note 3: Urbanization, Job Creation, and Poverty Reduction in Rwanda.



## Sectoral and Institutional Context

- 5. Rwanda's urban population has doubled since 2002<sup>8</sup> with the urbanization rate of 18.4 percent in 2018<sup>9</sup>. This is primarily led by Kigali as well as secondary and emerging cities.** With 1.63 million residents as of 2018, Kigali is home to approximately 13.7 percent of Rwanda's population. Population growth in Kigali was 6.4 percent per year from 2002 to 2012, which makes it one of the fastest-growing cities in Africa and the most favored destination for rural migrants.<sup>10</sup> Half of the urban population outside Kigali is found along emerging corridors around secondary cities: the Musanze-Nyabihu-Rubavu corridor (one-third) and the Muhanga-Huye corridor including Nyanza and Ruhango districts (18 percent). Much of Rwanda's remaining urban population is spread between Kigali and Bugesera, Kayonza, the Burundian border, and the more isolated settlements of Nyagatare and Rusizi.<sup>11</sup>
- 6. Kigali is the largest urban agglomeration, demographically and economically, with a few economic corridors emerging around secondary cities.** Kigali is nearly six times larger than the second largest city, Rubavu. Its output exceeds that of the six secondary cities plus several other towns combined and is seven times higher than that of Rubavu. Firms registered in Kigali accounted for 92 percent of all turnover declared to the Rwanda Revenue Authority in 2015, and more than half of all formal firms and half of formal employment are in Kigali. Nightlights-based estimations suggest that Kigali accounted for 40 percent of GDP in 2012.<sup>12</sup> Outside Kigali, the largest concentration of economic activities is in the Rubavu-Nyabihu-Musanze area close to Goma across the border with the Democratic Republic of Congo (DRC). Per the 2014 Establishment Census, the three districts account for 7 percent of formal private sector jobs, although far behind Kigali's share of 54 percent. The importance of cross-border trade is also evidenced by Rusizi, which shares the border with Bukavu in DRC.
- 7. Rapid and well-managed urbanization is essential for Rwanda to achieve its twin aspirations for growth and improved quality of life.** With faster urbanization, Rwanda's economy could be 20 percent larger by 2050, if cities are well managed to efficiently connect jobs and homes and generate the kind of productivity gains that rapidly growing cities in successful East Asian economies have achieved (World Bank, 2019). Kigali is the prime economic hub of Rwanda and has the potential to provide most of the gains from faster urbanization through scale and specialization, integrating Rwanda's growth engine with the regional and global economy. Secondary cities (Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi) will have to be managed as a portfolio of cities and focus on mobilizing local knowledge and resources to meet urban needs and catalyze their development potential.
- 8. This requires reshaping urban policies to improve economic and spatial planning, support agglomeration economies and build stronger institutions.**<sup>13</sup> Economic transformation through urbanization and a green economy became a priority policy agenda under the Economic Development and Poverty Reduction Strategy (EDPRS) 2 for 2013-2018, which identified six secondary cities as poles of growth and centers of non-agricultural economic activities and envisaged the development of sustainable cities and villages. The World Bank supported the government's agenda through the ongoing Rwanda Urban Development Project (RUDP), which has invested majority of its financing (US\$80 m of US\$95 m) in basic infrastructure in the secondary cities, while developing

<sup>8</sup> World Bank. 2017. Reshaping Urbanization in Rwanda: Economic and Spatial Trends and Proposals; Synthesis Report.

<sup>9</sup> National Institute of Statistics of Rwanda (NISR). 2018. Integrated Household Living Conditions Survey 5 (EICV 5).

<sup>10</sup> World Bank. 2017. Reshaping Urbanization in Rwanda: Economic and Spatial Trends and Proposals; Synthesis Report.

<sup>11</sup> Diao, Randriamamonjy, and Thurlow. 2017.

<sup>12</sup> World Bank. 2017. Reshaping Urbanization in Rwanda, Note 1: Urbanization and the Evolution of Rwanda's Urban Landscape.

<sup>13</sup> World Bank. 2019. "Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition." Conference Edition. World Bank, Washington, DC.



their technical capacities. The next phase of RUDP (or RUDP II) is proposed in the process whereby the government is moving towards managing urbanization as a system of cities, first by recognizing the primacy of Kigali as the national growth engine and second by acknowledging the need for dedicated urban institutions in secondary cities. In the long run, an urban program can be developed to accommodate different needs and capacities of the CoK, secondary cities and other towns. The recent restructuring of the CoK and establishment of City Management Offices (CMOs) in the six secondary cities demonstrate a policy shift in the right direction, opening an opportunity to delegate greater and clearer mandates to city governments for planning, implementation and coordination. The World Bank will continue to support this evolving process in Rwanda's urban policy and development by providing a distinct set of investments, technical assistance and institutional and capacity development support to the CoK and secondary cities under the proposed RUDP II.

**9. The COVID-19 pandemic is an additional, previously unconsidered, vulnerability whose negative impact will disproportionately fall on the poorest and most vulnerable groups in Rwanda.** Informal sector workers, like street vendors, construction workers, and those in low-income jobs or in jobs that cannot be performed remotely, are most vulnerable, as these people often have no savings to deal with external shocks, and even stocking up on food can represent an impossible financial hurdle. The harm inflicted especially on the urban poor and female-headed households is likely to be devastating. In informal urban settlements, overcrowded living conditions, limited access to basic services particularly water, sanitation and health services, and reliance on crowded transport services put residents at very high risk. With no cure or vaccination currently available, managing the contagion will be difficult as population density and space constraints make physical distancing and self-quarantine nearly impossible, increasing the likelihood that the infection will spread faster in these settlements. As the country gradually reopens its economy, there would be a need to implement interventions that would deal with any future outbreak of a similar nature, and to ensure that government responses will integrate informal settlements and their specific constraints and needs.

**10. Kigali as the prime economic hub of Rwanda will have to accommodate a much larger population by implementing integrated urban plans to create well-planned, healthy and safe neighborhoods.** About 63 percent of Kigali's settlements are considered unplanned,<sup>14</sup> and are characterized by limited access to basic infrastructure and poor living conditions. Accordingly, upgrading of unplanned settlements continues to be an important priority for CoK as well as the national government, supported by policies such as the National Urban Informal Settlements Upgrading Strategy (2017) and the City-Wide Unplanned and Underserved Settlements Upgrading Strategy for Kigali (2019). The Urbanization Sector Strategic Plan for 2018-2024 includes the policy target of reducing the percentage of the urban population living in unplanned settlements by around 10 percent. The proposed project aims to support the CoK to strengthen its capacity to prepare and implement urban plans, resulting in improved neighborhood planning and on the ground investments.

**11. Investments in hard and soft infrastructure will also be needed for secondary cities to nurture and grow their economic potential.** The NST1, a 7-year Government Program (2017-2024) that succeeds EDPRS 2, continues to prioritize sustainable urbanization through the development of flagship projects and implementation of master plans in secondary cities. These cities will benefit from strong and adaptive investments in human resources and institutions which will enable local leaders to mobilize local knowledge and resources and act as effective change-managers in an environment in considerable flux<sup>15</sup>. The proposed project will support secondary cities to develop

<sup>14</sup> In Rwanda, settlements are unplanned rather than "informal" and land tenure is not a pressing need since the country's land reform project has surveyed and allocated land to inhabitants, removing underlying uncertainties regarding ownership (National Informal Urban Settlement Upgrading Strategy, 2017).

<sup>15</sup> World Bank. 2019. "Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition."



infrastructure investment pipelines that meet their urban needs and catalyze their development potential. These investments will be coupled with activities to strengthen the cities' urban planning and management capabilities that are critical for efficient delivery and sustainable management of infrastructure and services.

**12. For efficient and sustainable delivery of basic infrastructure and services, the proposed project will support the Government's agenda to strengthen city governance and planning in Rwanda.** Although decentralization is provided for in the Constitution, national government ministries and agencies continue to play a predominant role in planning, infrastructure and service delivery. Local governments remain highly dependent on transfers from the central government, while the assignment of functional responsibilities as spelled out by the local government law is relatively open-ended or vaguely delineated, leaving them to be shared between the national and local governments on a concurrent basis. Clarifying their responsibilities with respect to urban management and facilitating vertical coordination will require stronger urban governments with local planning capacity to unite economic and spatial planning and ensure that managed urbanization supports growth, investment, and community aspirations, rather than restricting them. However, urban planning capacity is inadequate in most locations. RUDP II will help cities to develop an institutional structure and capacity for integrated urban planning through a series of interconnected technical assistance interventions that are well aligned with the national government's decentralization and urbanization policies.

**13. The project will also explore participatory approaches for engaging women and other minority groups in project planning, prioritization and implementation particularly in the upgrading of unplanned settlements.** Several studies on good governance in Rwanda have reported that participation in government planning processes is generally low, including that by women, youth and people with disabilities (Never Again Rwanda, 2018). Citizens and local councils lack sufficient capacity to mainstream gender considerations in local planning, investment and management in cities. City-level authorities have difficulty understanding the unique needs of men, women, children, the elderly and disabled people especially when disaggregated data is not always available. For instance, almost 51 percent of working heads-of-household in Kigali's unplanned settlements commute from home to work on foot. This is especially true for female heads-of-household, who are about 15 percentage points more likely to walk to work than their male counterparts (Hitayezu et al, 2018). As a result, women benefit less from urbanization and face more difficulties accessing urban services, participating in political and public life, and benefitting from economic opportunities in cities. Under RUDP II, a major opportunity for introducing a participatory, gender-sensitive approach to address some of the identified gender gaps lies in the upgrading of unplanned settlements in the City of Kigali (Component 1a of US\$40.2 million) and in Secondary Cities (Component 2a of US\$28.74 million). Gender gaps that project activities can meaningfully address pertain to voice and agency.

### Climate Change Vulnerability Context

**14. Rwanda is highly vulnerable to adverse effects of climate change as evidenced by the 2016 drought and the 2018 and 2019 heavy rainfalls.**<sup>16</sup> Since 1970, Rwanda's average temperature has increased by 1.2°C and it is projected to rise as high as 2.5°C to 3.3°C by the end of the century. This will be accompanied by an increase in total number of warm days in a year. Models predict a change in average annual rainfall of between -100mm and +400 mm in the next 30 years, anticipating shorter and more intense rainfalls during the rainy seasons, while dry

<sup>16</sup> More than 15 Districts were affected by severe floods in 2018. Only in Kigali, 31 persons were reported death and another 31 injured, and more than 2,000 houses were damaged due to floods from January to May of 2018 according to records by the Ministry of Disaster Management and Refugee Affairs reported in the "Assessment of Current Storm Water Management and Flood in the City of Kigali Areas" by MoE, 2018.



seasons will be longer and drier<sup>17</sup>. Droughts and floods are region-specific problems, with droughts occurring mainly in the east of the country and floods in the western/central north and south of the country.<sup>18</sup> Additionally, the intensity and frequency of windstorms are also increasing with the change in climate. Almost 2.8 million people and half a million houses are currently exposed to windstorms at intensities of moderate to strong gales, and about two-thirds of this population is poor. Due to its geographic location and topography, the country is also at high risk of erosion and landslides, where 42 percent of the land is moderately or severely susceptible to landslides.

**15. Poorly managed urbanization is threatening the state of environment leading to increased vulnerability to flood risks, land degradation and biodiversity loss.** Scarce access to land in and around Kigali has resulted in unplanned settlements, many of which are exposed to climate hazards particularly flooding. The city's extensive network of wetlands has shrunk from 100 sq. km in 2013 to the current level of 72 sq. km due to encroachment by activities such as industry and urban agriculture<sup>19</sup>. The Nyabugogo sub-catchment, within which the CoK is largely located, has severely degraded due to deforestation, unplanned settlements and unsustainable agricultural practices on the hillsides. Loss of wetlands has also led to higher rates of point and non-point source pollution and negatively affected biodiversity, particularly native plant species and a rich diversity of migratory birds (e.g. the threatened Madagascar Pond Heron and the near-threatened Papyrus Gonolek). Industrial pollution from wetlands such as Nyabarongo and Gikondo threaten aquatic life in Kigali and further downstream. Reduced water quality also affects downstream water users. Loss of wetlands coupled with inadequate management of solid waste and wastewater lessens the natural ability to reduce flood risks, and contributes to increased levels of surface water, groundwater, soil and land contamination, negatively affecting communities downstream. These, in turn, can damage infrastructure investments such as roads, drains and settlements that are planned under the proposed project. Continued development of the built-up area can further exacerbate flood risks, unless coordinated with an integrated flood risk management approach.

**16. Greenhouse gas emissions are also expected to rise in Rwanda due to continued urban population growth.** Nationally, between 2006 and 2015, total annual greenhouse gas (GHG) emissions were estimated to have grown from 3.8 to 5.2 million tons of carbon dioxide equivalent (CO<sub>2</sub>e), (excluding changes to forestry and land-use). By 2032, under a business-as-usual scenario, total GHG emissions are expected to be almost three times greater than in 2015 – representing an annual growth rate of 6 percent.<sup>20</sup> This growth is driven by increased demand for motorized transport, energy used in buildings and the generation of solid waste – combined with a commensurate reduction in air quality. Multi-sectoral action is needed to tackle these challenges and curb future emission increases. For instance, in Kigali, around 2,000 tons of solid waste is produced daily but only 20 percent is collected and landfilled, and 2 percent recycled, contributing to the release of contaminants into the natural environment. Improving the efficiency of waste collection and disposal can therefore reduce emissions, while vegetation enhancement can both protect existing carbon stocks and promote the sequestration of carbon dioxide.

**17. To sustain Rwanda's growth trajectory and gains, an integrated approach to sustainable urbanization, flood risk management and wetland restoration is needed to enhance resilience.** Rwanda's exposure to climate change and its associated disaster risks can undermine the country's growth prospects and slow down poverty

<sup>17</sup> World Bank Climate Change Knowledge Portal (CCKP)

<sup>18</sup> Netherlands Commission for Environmental Assessment. 2015. *Climate change profile-Rwanda*.

<sup>19</sup> SMEC International 2019. *the National Policy on Water Resources*

<sup>20</sup> Gouldson, A., Colenbrander, S., Sudmant, A., Chilundika, N., Musahara, H., and Melo, L. (2016). *The Economics of Low Carbon Cities: Kigali, Rwanda*. International Growth Centre, University of Leeds



reduction efforts.<sup>21</sup>The GoR is taking a lead on sustainable urbanization in the region and is committed to placing the principles of sustainability at the heart of Vision 2050 and the National Urbanization Policy. Acknowledging that cities are integrated systems and that environmental processes are interconnected, a comprehensive approach is needed for managing risks across the natural and built environment. Such an approach responds to the connectivity between land, water and waste in cities, and aims to demonstrate the complementarity and integration of gray infrastructure and nature-based solutions (or green infrastructure) that can be replicated across the country and beyond. The proposed project aims to mainstream urban resilience through an integrated approach to flood risk management from the upper to the lower catchment, and from the top to the bottom of the hills in Kigali. Specific interventions include: (i) wetlands rehabilitation; (ii) green and grey investments to mitigate erosion, reduce and manage stormwater runoff along settlements, enhance wetland buffer zones and address flood hotspots; and (iii) comprehensive technical support that can improve citywide flood risk management such as development of a stormwater master plan and a solid waste strategy. These activities will not only contribute to job creation, but also generate long-term benefits attributed to reduced water scarcity and flood damages, higher agricultural productivity and lower carbon emissions.

### C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

To improve access to basic services, enhance resilience and strengthen integrated urban planning and management in the City of Kigali and the six secondary cities of Rwanda.

Key Results

- People provided with improved urban living conditions (disaggregated by gender)
- People with improved access to basic services (disaggregated by gender)
- People benefiting from flood risk reduction and wetland rehabilitation interventions in the City of Kigali (disaggregated by gender)
- Cities with detailed area plans, incorporating the principles of sustainability, prepared and adopted

### D. Project Description

#### Component 1: Support to the City of Kigali (US\$ 68.93 million)

18. This component will support the comprehensive upgrading and flood risk management of four unplanned settlements in Kigali, reduce flood risks at selected locations identified as flooding hotspots, pilot an integrated approach to sustainable wetland management and carry out a series of technical assistance (TA) to develop tools for evidence-based, integrated urban planning. Specifically, Subcomponent 1a will finance: (i) urban upgrading, (ii) flood risk reduction infrastructure, (iii) development of a stormwater management master plan, and (iv) support for institutional and capacity development. Subcomponent 1b will finance: (i) rehabilitation works and other ecological restoration activities in the Gikondo wetland and Kibumba Valley, (ii) an aerial Light Detecting and Ranging (LiDAR) survey, (iii) development of a GHG accounting and reporting framework for the CoK, and (iv) advocacy, knowledge exchange and partnerships for sustainable urbanization.

<sup>21</sup> A 2009 study on the economics of climate change in Rwanda found that climate change is likely to cost 1 percent of GDP per year by 2030. CDKN.2013. *Climate and Development Outlook Rwanda: Pioneering steps towards a climate resilient green economy*. [http://cdkn.org/wp-content/uploads/2013/09/CDKN-Outlook-8\\_Rwanda\\_WEB.pdf](http://cdkn.org/wp-content/uploads/2013/09/CDKN-Outlook-8_Rwanda_WEB.pdf)



19. The priority settlements are close to the Gikondo Valley and Nyabugogo wetlands. Run-off from surrounding urban settlements significantly increases peak flood flows into these wetlands and introduces pollutants that affect downstream biota and water users, putting this sensitive ecosystem at risk and exposing the city to flood risk. An integrated approach to sustainable urban planning and flood risk management from the upper to the lower catchment and from the top to the bottom of the hills in Kigali will enhance biodiversity and ecosystem services reduce land degradation and mitigate greenhouse gas emissions. Component 1 will include the upgrading of drainage systems and integration of green infrastructure in the four unplanned settlements, the provision of nature-based and hybrid infrastructure along the wetland buffer zone and other critical hotspots in Kigali, as well as wetland restoration.

***Subcomponent 1a: Integrated urban planning for resilient, inclusive infrastructure delivery (US\$ 55.05 million)***

20. *Urban upgrading.* This subcomponent will support an integrated package of investments, including detailed designs, construction supervision and preparation of Environmental and Social Impact Assessments (ESIAs) and Environmental and Social Management Plans (ESMPs) guided by the ESF instruments, in four unplanned settlements in the Nyarugenge, Kicukiro and Gasabo districts of Kigali. These settlements were prioritized for upgrading following a study done by the Rwanda Housing Authority (RHA) in 2014 that identified them as having the worst living conditions. A comprehensive menu of infrastructure investments will be provided including access streets, street lighting, stormwater drainage, green infrastructure, solid waste collection points, onsite sanitation, water supply, community facilities, local market improvements, multi-purpose facilities and public spaces. These investments will be designed to climate-resilient standards (e.g. use of climate-proof, low-carbon, locally sourced surface and building materials, energy efficient street lighting, etc.) to the extent possible. For instance, improved drainage and surface material for roads and footpaths will reduce the accumulation of water in streets and intersections and improve pedestrian accessibility, mobility and safety. Further to this, low-impact infrastructure such as energy-efficient street lighting and use of locally sourced, low-carbon building materials will be prioritized to reduce GHG emissions. Design features that maximize site benefits (including orientation, shading, prevailing winds, and design for solar gain, among others) and enhance daylighting and natural ventilation through passive design, will also reduce the overall energy consumption in buildings.

21. *Building longer-term community resilience and reducing COVID-19 impacts and other future crises.* Infrastructure investments are expected to provide short-term employment opportunities through labor-intensive works and support essential economic activity through the provision of basic services such as water supply and sanitation and solid waste collection in the unplanned settlements. While construction of asphalt roads will engage some workers, the construction of drains, slope stabilization measures, pedestrian footpaths will be more labor-intensive. The provision of “quick wins” such as water supply and sanitation in the unplanned settlements is expected to mitigate the health impact of COVID-19. In addition, Community Upgrading Committees will be established at the cell level in each unplanned settlement. Each committee will work with city officials at critical review and decision-making points to provide project oversight. Dedicated focus group discussions with women and other minority groups will be facilitated to ensure that selected investments are gender-inclusive and equitable. The committees will also serve as institutional mechanisms through which community needs are reflected in the investments and social safety net responses are better coordinated.

22. *Flood risk reduction interventions.* The project will finance the provision of flood risk reduction infrastructure in flood-prone areas located near the upgrading sites to mitigate erosion, reduce and manage storm water run-off along settlements and address flood hotspots. Investments will include the rehabilitation of culverts, bridges, channels, and drains, as well as implementation of suitable nature-based solutions (NBS) to increase infiltration



capacity, retain stormwater and reduce the speed of stormwater runoff. The supported NBS will provide additional social, environmental and climate change mitigation and adaptation benefits for the population of Kigali. Related to this, a stormwater management master plan (SWMMP) for CoK will be prepared to develop investment recommendations for a resilient stormwater management system for the city, including its wetlands, under different urban growth models and climate change scenarios. A system for monitoring rainfall, water level and discharge data, as well as a detailed digital terrain model (DTM) using an aerial Light Detection and Ranging (LiDAR) and photogrammetric survey will be financed and used as input data (financed under Subcomponent 1b) to the SWMMP.

23. *Support for institutional and capacity development given the anticipated effects of COVID-19 and future risks.* Subcomponent 1a will support institutional and capacity development (ICD) activities to strengthen the city's economic and spatial planning for resilient infrastructure and service provision in view of optimal allocation of space and resources. The project will focus its ICD support on implementing the city's recently updated master plan through the development of detailed area plans for 1-2 unplanned settlements and undertaking a feasibility study of sites and services schemes to manage urban growth particularly in the fringes of the city. Given the anticipated effects of COVID-19, these detailed area plans will develop and leverage place-based approaches, including: (i) highlighting the importance of sustainable medium to long term planning; (ii) exploring options to convert critical public spaces into centers for collection and distribution of basic needs such as food and water during emergencies; (iii) improved neighborhood planning with well-networked and resilient infrastructure; and (iv) managed urban density and appropriate land use mixes that support improved mobility and access to services.

***Subcomponent 1b: Evidence-based, sustainable wetland management, flood risk management and greenhouse gas monitoring (US\$ 13.88 million)***

24. This subcomponent will support the design, implementation and monitoring of nature-based solutions to reduce flood risks, enhance biodiversity, and strengthen resilience in the City of Kigali. The primary focus will be on the rehabilitation of wetlands that have been impacted by historical land-uses, such as industrial use and urbanization, which have resulted in, and are affected by, poor water quality. The priority wetlands preliminarily identified by the government to use RUDP-II funds are Gikondo and Kibumba wetlands. Some of the wetland sites have led to concern about soil contamination, point source pollution and poor sanitation practices. These wetlands sit at the heart of CoK and set the basic shape around which the city will sustainably develop. The city's recently updated master plan further recognizes that Kigali's green space has a primary role in forging sustainable development. Rehabilitation therefore provides an opportunity to attenuate floods while also addressing water quality, enhancing ecological functions, biodiversity and socioeconomic uses.

25. The integration of the investments will contribute to climate resilience through climate adaptation and climate mitigation. Wetland rehabilitation will create space and storage for watercourses, increasing the ability to attenuate flood waves. Several key flooding hotspots are linked with these wetlands, affecting business and transportation. Interventions in the buffer zone will reduce flood risks and serve as a transitional zone between the built environment and wetland sites and will also contribute to reducing the impact of droughts and warmer temperatures. Investments in the wetlands will therefore be integrated with gray infrastructure elements from Subcomponent 1a by ensuring that interventions in flooding hotspots are aligned with wetland rehabilitation activities. By protecting existing carbon stocks and increasing vegetation cover, the rehabilitated wetlands will also support carbon sequestration and contribute to greenhouse gas emission reductions. Design of the rehabilitation activities will also include some investment in basic recreational infrastructure such as public parks which, together with improved aesthetic and amenity values, is expected to stimulate opportunities for private



sector investments in areas such as hospitality, tourism and recreation, to accelerate the implementation of urban planning solutions that center biodiversity, ecosystem services, and climate adaptation and mitigation. TA will be provided to explore opportunities for partnerships with the private sector and investments in wetlands and wetland buffer zones. The intention is that this investment will serve to accelerate business development and sustainable use of wetlands by local communities and tourists to the City of Kigali.

26. To support integrated urban planning, a city-wide highly detailed topographic model will be produced using an aerial LiDAR survey. This will be a critical knowledge product that serves multiple purposes and sectors and will become an invaluable tool for integrated urban planning. A technical assistance will also support CoK to develop a framework for GHG accounting and framework, that will take into account the transport, construction, energy, environment, and solid waste management sectors. This framework will allow the estimation of GHG emission reductions from all the investments in the project, including low-carbon upgrading to wetland and solid waste management activities. The framework will pave the way for significant GHG emission reductions across multiple sectors. The outcomes of these activities are key knowledge products which can be disseminated nationally and beyond.

27. The project will also support advocacy, knowledge exchange and partnerships on sustainable urbanization, building upon the global SCIP as international knowledge is a key component of the GEF financing. The global program will enable Rwanda to scale up engagement from its secondary cities and the national level to regional and global levels. Kigali will both learn from the SCIP and create knowledge that will be shared through the platform internationally. Knowledge generated from the project will be documented and products will be disseminated to benefit cities across the country and internationally as well as to support the sustainability of project outcomes. Project resources will be specifically allocated to allow urban policy experts to participate in global activities and forums. The project will work with the lead agency in supporting knowledge exchange between SCIP cities. Using its experience in hosting the inaugural Africa Green Growth Forum and other pertinent initiatives including the vision to establish the Rwanda Center of Excellence for Green Urbanization, Kigali would seek to host international meetings on sustainable city development to demonstrate best practices and to promote knowledge exchange. Knowledge management under RUDP II will connect to activities at the regional and global level through interactions with the overarching SCIP. This includes contributing knowledge to the Global Library of City Solutions, enrollment in regional City Academies and participation in SCIP forums and national dialogues.

### **Component 2: Support to Secondary Cities (US\$ 80.85 million)**

28. This component will support the provision of basic infrastructure in six secondary cities in two phases (Phases 3 and 4)<sup>22</sup>, finance feasibility studies, detailed design and construction supervision activities and support the functioning of the newly established CMOs through institutional and capacity development. Construction supervision consultants will be procured by LODA and assist secondary cities in supervising investment sub-projects and transferring skills to district technical staff. Under RUDP, the project also supported basic infrastructure in two phases (Phase 1 and 2).

#### ***Subcomponent 2a: Infrastructure and service delivery in secondary cities (US\$ 77.85 million)***

29. For secondary cities, implementation is being phased so that “quick win” investments for which feasibility studies and preliminary designs are being prepared under the ongoing RUDP (but are not being financed under

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<sup>22</sup> There is no phasing in the other components of the project.



the ongoing project due to budget limitations) can commence soon after project effectiveness (Phase 3). Phase 3 investments include roads, drainage, pedestrian walkways and streetlighting in the six secondary cities. Meanwhile, Phase 4 investments will focus on comprehensive upgrading in unplanned settlements prioritized by the secondary cities with potential provision of offsite infrastructure such as drainage and roads. Investments will incorporate the principles of sustainability and integration, which are embedded in national policies<sup>23</sup>. Infrastructure that will be upgraded will improve and expand access to services and build community resilience. Upgraded roads will improve connectivity linking unplanned settlements to other areas of socioeconomic opportunities. Street lighting will improve human security through reduced crime. Phase 4 investments will be identified based on feasibility studies to be developed under the project.<sup>24</sup>

30. *Infrastructure investments under Phases 3 and 4 will mitigate the impact of COVID-19.* More than half of total project investments is expected to finance labor-intensive infrastructure in the six secondary cities, particularly the construction of drains, pedestrian walkways and footpaths. These investments are expected to provide short-term employment opportunities and support essential economic activity. In the long term, RUDP II infrastructure investments will address any outbreak of similar pandemic by improving access (easing crowding) and providing water and sanitation and solid waste collection in the upgraded settlements. Early actions to ensure that civil works can commence at the time of project effectiveness is underway. In addition, Community Upgrading Committees will be established in each settlement. Each committee will work with city officials at critical review and decision-making points to provide project oversight. The committees will also serve as institutional mechanisms through which community needs are reflected in the investments and social safety net responses are better coordinated.

### ***Subcomponent 2b: Institutional and capacity development of secondary cities (US\$ 3 million)***

31. Subcomponent 2b will support the establishment and functioning of the proposed CMOs. First, this subcomponent will develop a roadmap for CMO development. This will be drafted by LODA under the guidance of MININFRA and MINALOC and will outline the key urban functions to be carried out by CMOs in line with the national urbanization policy and other urban development policies. Once the CMO roadmap is established, the project will help CMOs will prepare medium-term (five-year) and annual ICD plans for urban management in order to identify institutional/capacity constraints and bottlenecks to urban management, propose measures to address them, and spell out capacities to be built in order to improve on urban management. In addition, CMOs will receive support to implement master plans of secondary cities, which are currently in the final stages of adoption. Master plan implementation will be focused on the development of detailed area plans for one or more unplanned settlements in each city. These detailed area plans will seek to integrate the principles of sustainability, where feasible, such as the provision of green space, integration of non-motorized transport and development of mixed-use communities. With the establishment of CMOs as an important step towards cities becoming self-administered autonomous entities, cities will be capable of developing and implementing such integrated plans.

### **Component 3: Institutional Capacity Development and Project Management (US\$ 10.67 million)**

<sup>23</sup> The Law Governing Urban Planning and Building in Rwanda (2012) regulates local development based on clear procedures to support sustainable, integral and inclusive development, institutional strengthening and development, decentralization, local economic development, citizen participation and accountability mechanisms.

<sup>24</sup> Draft Terms of Reference (TOR) for feasibility studies and design have been prepared. However, before they can be finalized, the District Administrations (DAs) (guided by LODA) will carry out a selection process of the settlements and possible infrastructure interventions to support the respective priority upgrading programs. LODA will then prepare brief "Selection Reports" from each of the secondary cities listing the unplanned settlements in order of priority for intervention. A tentative list and basic data of unplanned settlements have been prepared but there is a need to verify this through a systematic and logical community engagement process.



32. This component will support institutional and capacity development at the national level, overall project coordination by MININFRA and project management costs across implementation agencies<sup>25</sup> at the national level, CoK and secondary cities.

***Subcomponent 3a: Institutional capacity development at national level (US\$ 2.95 million)***

33. This subcomponent will support the ICD in the CoK and secondary cities through a set of TAs led by MININFRA in coordination with other relevant ministries including MINALOC and RHA, so as to effectively meet the institutional and capacity building needs in the CoK and secondary cities, while ensuring that all TAs are well aligned with the mandates and policies/strategies of the national government. Technical support will be provided to develop a national urbanization strategy to monitor the performance and growth of urban areas in Rwanda, which includes setting up an urbanization monitoring information system. Another set of TAs at the national level will be provided under the broad umbrella of the housing policy to build on and expand investments in urban upgrading and sites and services schemes under RUDP II. Finally, TA for the implementation of a national solid waste management strategy will be supported through the development of feasibility studies of disposal facilities in the secondary cities. Under this subcomponent, the project will seek to disseminate knowledge generated from city to city in Rwanda.

***Subcomponent 3b: Project management (US\$ 7.72 million)***

34. Project management activities to be supported include fiduciary (financial management and procurement), environmental and social management, implementation supervision, contract management, monitoring and evaluation (M&E), and communication and citizen engagement. This component will finance project staffing within MININFRA PCU, LODA SPIU, CoK KUUT, REMA SPIU, and the six PIUs at the district level. District PIUs are expected to be staffed with a project focal person (preferably with a background in urban planning or civil engineering) and an environmental and social specialist. They will be responsible for overall project coordination, environmental and social supervision and monitoring, M&E and facilitation and follow-up on all institutional and capacity building activities at the district levels. Support will be provided to assist the secondary city districts in preparing ESF instruments (ESMF, SEP, LMP, ESCP and RPF), and in the implementation and monitoring of these instruments throughout the project cycle.

**Component 4: Contingency Emergency Response (US\$ 0)**

35. In accordance with the World Bank Policy on Investment Project Financing dated November 10, 2017, Paragraph 12 and 13 for situations of urgent need of assistance, the project includes a project-specific Contingent Emergency Response Component (CERC). The CERC will allow for the rapid reallocation of project funds in the event of a natural or man-made crisis during implementation of the project to address eligible emergency needs under the conditions established in the Project Implementation Manual. This component will have no initial funding allocation but will draw resources from other expenditure categories at the time of its activation.

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<sup>25</sup> Implementation agencies include MININFRA PCU, REMA SPIU, LODA SPIU, CoK KUUT, Huye PIU, Muhanga PIU, Musanze PIU, Nyagatare PIU, Rubavu PIU and Rusizi PIU.



Legal Operational Policies

Triggered?

Projects on International Waterways OP 7.50

Yes

Projects in Disputed Areas OP 7.60

No

Summary of Assessment of Environmental and Social Risks and Impacts

36. The proposed RUDP II is a follow-on operation of the ongoing RUDP to support the City of Kigali (CoK) and the six secondary cities (Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi) of Rwanda. In Kigali, the project will: (i) support the comprehensive upgrading and flood risk management of four unplanned settlements; (ii) reduce flood risks at selected locations identified as flooding hotspots throughout the city; (iii) support remediation works in selected urban wetlands and develop a sustainable wetland management plan; (iv) carry out a series of technical assistance (TA) to develop tools for evidence-based, integrated urban planning; and (v) provide institutional capacity development and support. In each of the six secondary cities, the project will: (i) provide basic infrastructure, finance feasibility studies, detailed design and construction supervision activities; and (ii) support the functioning of the newly established City Management Offices through institutional and capacity development. This will be complemented by a series of TAs at the national level to align local institutional and capacity building needs with national mandates, policies and strategies of Rwanda.

37. **Environmental risks and impacts.** The project’s environmental risk rating is Substantial for the following reasons: (i) the project will support a large number of civil works in heavily populated urban areas; (ii) districts’ limited experience in the application of the new Environmental and Social Framework (ESF) requiring strong coordination and proper supervision; and (iii) implementation challenges with respect to managing a large number of contractors and workers, holding them responsible for mitigating impacts caused by civil works in a timely manner and ensuring their compliance to the ESF instruments. The potential environmental impacts from the proposed project interventions and civil works are related to: traffic, noise and electricity disruptions; air and dust pollution; potential road accidents and injuries to pedestrian and local communities; soil and construction debris, rainwater accumulation affecting neighboring properties; clearing of vegetation, waste disposal, etc.; temporal (sometimes months’ long) interruption of access to properties (residences, shops, schools, markets etc.); potential cracking of houses due to vibrations from operating heavy equipment and slope conformation works; reduced water flow due to flood control works; urban planning that might expand urbanization into greenfield areas; potential new wastes at disposal sites; and use of exotic species for landscape in roads and parks, among others. Notwithstanding, the project will improve road conditions and water drainage and enhance communities’ public safety with the provision of streetlights, safer walking paths and greening of urban areas with public parks, etc. In addition, the project will support the restoration of wetland areas (potentially in Gikondo, Kibumba and Nyabarongo) through soil remediation, improvements to water quality and flow, revegetation, biodiversity action plan and baseline studies, among others. These interventions will help recover the structure and functions of wetlands for greater water infiltration and habitats for local flora and fauna. Furthermore, the project will not introduce exotic species that may alter river and wetland ecosystems.

38. The OP 7.50 on International Waters is triggered by the project as the proposed activities will involve the use of the Nyabugogo River, which forms part of the Lake Victoria Basin, which is shared between Rwanda, Burundi,



Kenya, Tanzania, and Uganda, and is part of the Nile river system shared in addition with DRC Congo, Egypt, Eritrea, Ethiopia, South Sudan and Sudan. However, project activities related to these international waterways are limited to rehabilitation of and minor changes to existing schemes, not exceeding their current nature and scope. This includes construction of access streets, pedestrian walkways, and streetlights in unplanned settlements around the Nyabugugo river; rehabilitation of culverts, channels, and drains and the implementation of nature-based solutions to reduce flood risk in identified hotspots; and restoration and rehabilitation of two priority wetland sites. An exception to the notification requirements according to paragraph 7 (a) of OP 7.50 was granted on March 26, 2020.

**39. Social risks and impacts.** The project's social risk rating is Substantial as the potential adverse social impacts of the project and the associated mitigation measures may give rise to a limited degree of social conflict, harm or risk to human security through the potentially substantial number of households to be affected by resettlement or acquisition of land for road expansion. The proposed project plans to invest in urban informal settlement upgrading in all secondary cities and the CoK. These activities are anticipated to affect a high number of informal settlement dwellers in terms of involuntary resettlement in order to give way for road and drainage construction. This may result in a significant loss of informal businesses and livelihoods. The project design will therefore minimize resettlement wherever possible especially during preparation of the detailed engineering designs of the roads to be upgraded in the informal settlements. The experience of the Borrower and project implementing agencies, however, in dealing with complex projects such as informal settlement upgrading is limited which poses an implementation challenge. Experience from the implementation of RUDP, with regard to environmental and social risk management, suggests capacity concerns that can be readily addressed through additional staffing and implementation support. The required staffing for PIUs has been assessed during project preparation and proportionate mitigation integrated into the implementation arrangement to address potential social risks. Mobilization of the required compensation budget has been a challenge under RUDP. This is anticipated to continue under RUDP II with the expected relatively high compensation budget required for informal settlement upgrading. In addition, the project will include direct workers, contracted workers, primary supply workers, and government workers. Workers' health and safety will therefore be at risk due to the ongoing COVID-19 pandemic which is among the zoonotic diseases affecting the country and may impact workers during project implementation.

40. To mitigate the environmental and social risks and impacts identified under the project, the client has prepared, consulted and disclosed the following documents before appraisal:

- An Environmental and Social Management Framework (ESMF) which covers all risks and impacts associated with ESS1, ESS2, ESS3, ESS4, ESS6, ESS8, ESS10 and defines the scope for the preparation of
- Environmental and Social Impact Assessments (ESIAs) and/or Environmental and Social Management Plan
- ESIA/ESMP for the individual subprojects to be financed during implementation;
- Labor Management Procedures (LMP) which defines the labor, occupational health and safety procedures which are required by contractors and subcontractors in the project;
- Resettlement Policy Framework (RPF) to guide the development of site-specific RAPs which will be prepared during project implementation;
- Stakeholder Engagement Plan (SEP) that defines the communication, consultation and participatory approaches for the project;
- Environmental and Social Commitment Plan (ESCP) which describes the main actions and requirements set out in each of the ESF instruments prepared for the environmental and social management of the project (ESMF, SEP, LMP, RPF). The ESCP also includes the requirement of the project to prepare two



months after effectiveness: (i) a COVID-19 Prevention and Risk Management Plan; and (ii) a CERC addendum protocol to be included in the ESMF.

## E. Implementation

### Institutional and Implementation Arrangements

41. The proposed RUDP II will largely retain the existing implementation architecture of RUDP, but with the addition of MoE and REMA as its implementing agency. A key lesson learned from RUDP implementation is the need to strengthen vertical and horizontal coordination, particularly between agencies at the national level, between national and sub-national governments, as well as between districts and their citizens. As such, the project will be implemented and coordinated at the national and district government levels with clear division of tasks and responsibilities given institutional mandates and existing legal provisions, regulations and guidelines.

42. **Project coordination.** Overall project coordination will remain the responsibility of the MININFRA PCU given its institutional mandate for policy and coordination on urbanization. The PCU will comprise of a Project Coordinator and four other staff, including PFM Specialist, M&E Specialist, Procurement Specialist, Environmental and Social Specialist. The RUDP II Project Coordinator will report to and act under the direction of the Urbanization, Human Settlement & Housing Development Directorate General. The main tasks of the PCU include: (i) overall responsibility for day-to-day coordination and management, including direct support to the three implementing agencies; (ii) project management and implementation of activities under Component 3; (iii) overall project monitoring and evaluation; and (iv) progress reporting on a quarterly basis. To strengthen environment and social risk management under RUDP II, an Environmental and Social Coordinator will be based at MININFRA to coordinate environment and social risk management across all PIUs.

43. **National level roles and responsibilities.** The need for robust coordination is further underlined by the inclusion of an environmental management element under the project and thus the addition of MoE/REMA as key national stakeholders in the project. Urban programs are inherently multi-sectoral and will also require continuous involvement of technical agencies such as RTDA, WASAC, RHA and RLMUA. The project will therefore aim to institutionalize this coordination through a high-level National Steering Committee (NSC), comprising the Permanent Secretaries, Director Generals and City Manager of MININFRA, MINECOFIN, MINALOC, MoE, RWB, MINEMA, LODA, REMA and CoK, respectively. The NSC will discuss policy and strategic issues related to urbanization, as well as review and approve annual work plans and provide high-level project oversight and policy coordination. Members of the NSC are expected to meet on a semiannual basis each year and as needed.

44. **Project Technical Committee.** The project will also form a Project Technical Committee (PTC), which will be comprised of the RUDP II project coordinators at MININFRA PCU, LODA SPIU, REMA SPIU and CoK KUUT as well as representatives from RRA, MININFRA, RTDA, RHA, WASAC, MINALOC, LODA, MoE, REMA, RWB, Meteo Rwanda and RLMUA. The PTC will provide technical advisory support to project implementing agencies, contractors and consultants (through the implementing agencies) and review implementation progress on a periodic basis. The PTC is expected to meet on a quarterly basis each year and as needed.

45. Implementing agencies comprising project staff of MININFRA PCU, LODA SPIU, REMA SPIU, CoK KUUT and District PIUs will be responsible for day-to-day project implementation, including project reporting, M&E, procurement, supervision of works and implementation and monitoring of Environmental and Social Standards (ESS) instruments prepared under the project. Moreover, RWB, RLMUA and REMA will support implementation



of flood risk management and wetland restoration interventions. WASAC will also be part of the PTC to provide technical inputs to the implementation of the national SWM strategy.

**46. District level roles and responsibilities.** Project implementation will be further decentralized by setting up project financed PIUs at the district level and within the CoK KUUT, staffed with a project focal person (preferably with a background in urban planning or engineering) and one E&S specialist. They will be responsible for overall project coordination (for Components 1 and 2), environmental and social management and supervision, M&E and facilitation and follow-up on all institutional and capacity building activities at the district and CoK levels.

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