**WaterAid Rwanda**

**Country Programme Strategy:**

**2016-2021**

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# **Acronyms and abbreviations**

|  |  |
| --- | --- |
| A4C | Agenda For Change |
| CBEHPP | Community-Based Environmental Health Promotion Program |
| CHCs | Community Hygiene Clubs |
| CPOP | Country Programme Operational Plan |
| CPS | Country Programme Strategy |
| DHS | Demographic and Health Survey |
| DWA | District Wide Approach |
| EDPRS | Economic Development and Poverty Reduction Strategies |
| EICV | Households Living Conditions Survey |
| GoR | Government of Rwanda |
| HRBA | Human Rights Based Approach |
| ICT | Information Communication Technology |
| INGOs | International Non-Governmental organisations |
| IWASH | Integrated Water sanitation and Hygiene |
| JADF | District’s Joint Development Forum |
| M&E | Monitoring and Evaluation |
| MDGs | Millennium Development Goals |
| SDGs | Sustainable Development Goals |
| SEIP | Sector Enabling & Influencing Programme |
| SO | Strategic Objective |
| SWA | Sector Wide Approaches |
| SWG | Sector Working Group |
| ToC | Theory of Change |
| WARw | WaterAid Rwanda |
| WASAC | Water And Sanitation Corporation |
| WASH | Water, Sanitation and Hygiene |
| WATSAN | Water and Sanitation |

# **Vision, mission, values and commitment to “everyone everywhere”**

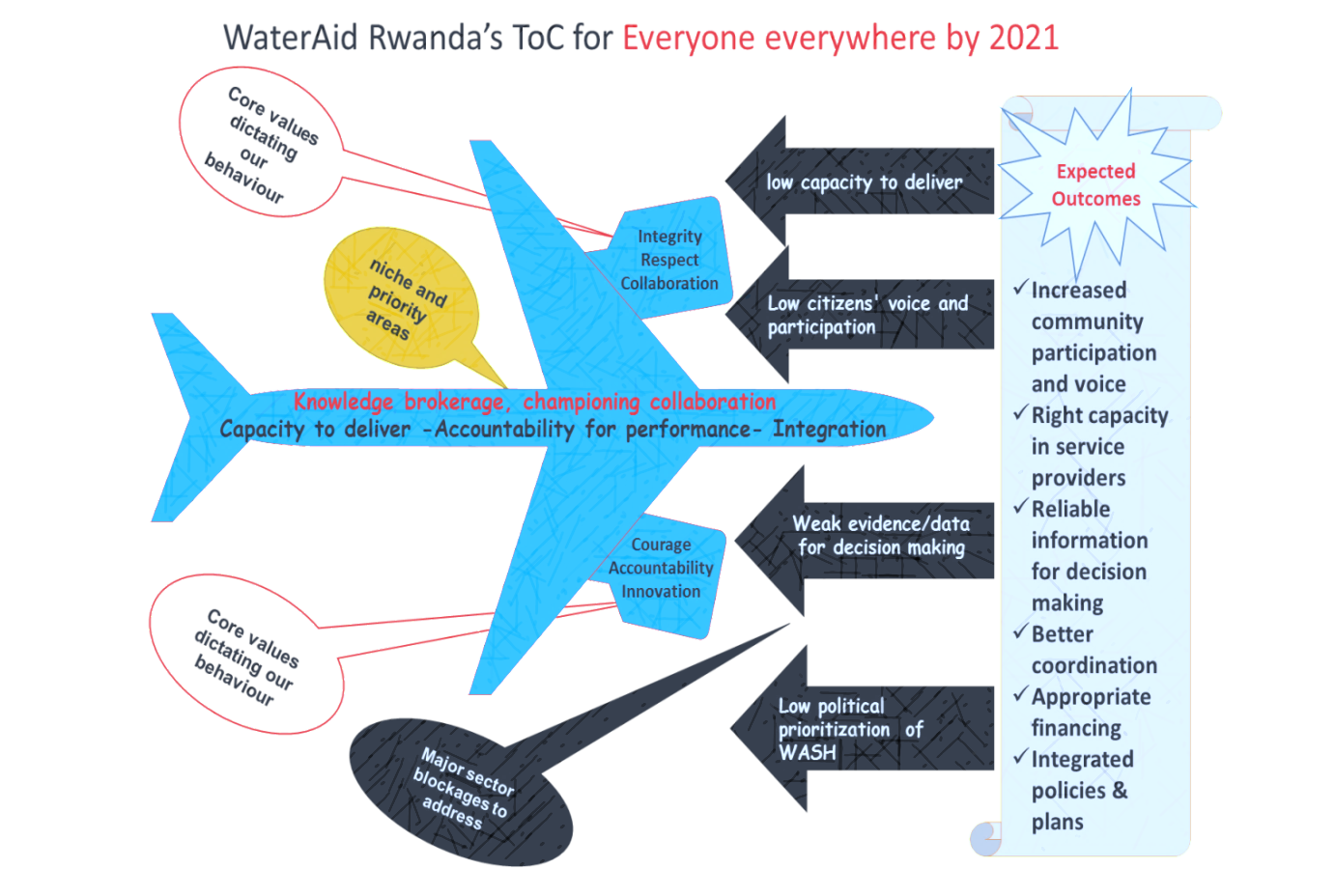
WaterAid Rwanda is one of the many Country Programmes of WaterAid around the world. We live the global vision, mission and core values by which we are continually inspired. They shape our identity and inform all that we do and how we do it.

**Our Vision** is a world where everyone, everywhere, always has safe water, sanitation and hygiene.

**Our Mission** is to transform the lives of the poorest and most marginalised people by improving their access to Water, Sanitation and Hygiene.

**Our Values:** Respect, Accountability, Courage, Collaboration, Innovation and Integrity

**Our commitment to “Everyone Everywhere”:** WaterAid Rwanda Country Programme is taking off with a sense of urgency in contributing to WASH access and an ambition to influence across and beyond Rwanda territory.



# **Executive summary**

The government of Rwanda plans to achieve full coverage in WASH by 2020.This Strategic Plan sets out the priorities of WaterAid Rwanda (WARw) for the period from 2016 to 2021. It is a tool that tells how WARw will employ knowledge, experiences, resources and partnerships to help achieve inclusive and sustainable WASH services for all in Rwanda over the next five years, therefore contributing to the realisation of the universal access by 2030.

The context analysis of Rwanda reveals that currently, the role of hygiene is underestimated compared to water and sanitation. It shows that a significant proportion of the households’ dwellers (53% in rural and 39% in urban) still walk long distances to improved source of water, while 36% of the total households lack access to improved sanitation. For both water and sanitation, the most affected people are in the lowest wealth quintile and the hard to reach, a form of inequality that needs to be addressed. In addition to that, Rwanda has weak performance monitoring systems and is yet to put in place clear funding mechanisms and sustainability strategies for WASH.

The observed major sector blockages include low political prioritisation and financing of WASH, low demand and citizens’ voice, weak technical and financial capacities to deliver WASH services and weak evidence/ data to inform policy decisions.

Informed by the reality on the ground, inspired by the global aims of WaterAid, recognising the fast changing environment at national and regional level and the opportunities and risks that it presents, our Theory Of Change suggests that strategic investment will be made in three areas to create impact and make change happen: capacity to deliver, accountability for performance, and integration of development sectors. We will be known as a “knowledge broker and champion of cross-sectors collaboration” for improved access to WASH in Rwanda.

The ultimate goal is to support the government of Rwanda build a strong, efficient WASH sector able to plan, implement and sustain WASH services to all, especially the disadvantaged people. Equally, we need to see an accountable and interdependent wider development sector, with a meaningful participation of communities for improved WASH services. For this purpose, WARw formulated five strategic objectives focused on impact in following areas: cutting-edge information for decision making, improved capacity of duty bearers, increased collaboration with the wider development stakeholders, improved sector financing mechanisms and enhanced participation of civil society, media and communities in the realization of the human right to WASH.

To drive change, two programmes were designed through which this strategy will be implemented: The District Integrated WASH Programme and the Sector Enabling & Influencing Programme. The key innovative approaches that will help achieve sustainable change will include District Wide Approach, Integration of development initiatives, Knowledge into Use and Human Rights Based Approach (HRBA).

WARw will have fifteen established posts to fully implement this plan with a budget evaluated at 9.2 billion Rwandan francs (GBP 8.4 million). However, we remain convinced that success will happen through strategic partnerships and alliances with current and new implementing partners, research organisations and policy think tanks, different civil society organisations and selected ministries.

**1. Introduction**

In the five years in which WaterAid (WA) has been operating in Rwanda, impressive progress has been made towards development outcomes as the Government of Rwanda drives the country towards middle-income status by 2020. Almost all the Millennium Development Goals (MDGs) were achieved and the international community is looking up to Rwanda to provide leadership for similar progress towards the Sustainable Development Goals (SDGs) including WASH targets.

The Government’s plans include achieving 100% access to water, sanitation and improved hygiene behaviours by 2020, and it is well on its way with 85% of households using water from an improved source and 83% of households using improved sanitation facilities, according to the 2014 Integrated Household Living Conditions Survey (EICV4)[[1]](#footnote-1). Despite positive gains, critical challenges remain that continue to prevent Rwanda’s poorest people from gaining sustainable access to WASH, including long distances to improved source of water, weak performance monitoring, lack of clear funding mechanisms and sustainability strategies[[2]](#footnote-2). It is within this context that WARw has developed its first Country Programme Strategy.

Taking its lead from the WaterAid Global Strategy which is aligned to the Sustainable Development Goals and particularly the goal of achieving universal access to WASH by 2030, WARw, also aligning itself to national development targets, is positioning itself to contribute to universal access to WASH in Rwanda by 2020. Based on the foundation of a human rights based approach, sustainability, partnerships and demonstrating solutions, the work of WARw will make significant contributions to transforming the lives of the Rwandan population currently living without access to WASH, and ensuring access for generations to come.

# **Status of access to water, sanitation and hygiene (WASH)**

The key national documents informing development in Rwanda (vision 2020 and EDPRS) highlight the targets of reaching 100% coverage in WASH before 2020. While this remains a good high level commitment to build on, it looks too ambitious to achieve unless huge investment is made in WASH sector to boost funding, technical capacity and community participation. The current situation and trends in access to WASH are reflected below;

**WASH access situation in 2016:**

|  |  |  |  |
| --- | --- | --- | --- |
| Water and sanitation access information[[3]](#footnote-3) | Rural | Urban | Average |
| *Households using improved source of water* | *84%* | *90%* | *85%* |
| *Households using improved sanitation facilities* | *81%* | *94%* | *83%* |
| Households with access to safe Water (within 200m distance in urban and within 500m distance in rural) | 47% | 61% | - |
| Households with access to improved unshared sanitation facility | 67% | 47% | 64% |
| Households where a hand washing place is observed[[4]](#footnote-4) | 10% | 20% | 11% |

17% of households take some measure for rain water harvesting

**The trend of access to improved water and sanitation since 1990:**

The analysis of the above data suggests that for the past 15 years, the average percentage increase of households using improved water and sanitation facilities per year is 1.4% and 3% respectively. If the same or greater momentum is maintained and no disruption of any kind is assumed, the use of safe water and sanitation in Rwanda by 2020/21 would be at 93% and 98% respectively, which would be a great achievement indeed. However, the level of access to water as defined in terms of proximity to source of improved water (within 500m in rural and 200m in urban) may remain low based on current access situation of 47% and 61% for rural and urban respectively. This would remain a disadvantage for vulnerable categories like physically disabled (challenged) people, children and elderly who may continue to get water from long distances.

In addition, the current percentage of households with access to improved unshared sanitation facility remains low at 64%. While a shared facility constitutes a basic progress in sanitation, it remains classified as unimproved. The same low percentage is observed in the adoption of right hygiene behaviours like hand washing with only 11% of households having a hand washing place. The level of access to safe water and hygiene are particularly low in rural areas.

Lastly, it is important to note that Rwanda data on access to WASH have been varying depending on the source of information, mainly due to different definitions used for access to an “improved water source” and “improved sanitation facility”.

The situation described above has informed our CP’s decision on strategic areas of investment, capable of expanding equitable and sustainable WASH coverage informed by real-time and accurate data.

# **WASH sector bottlenecks**

The context analysis of Rwanda has indicated five key blockages in WASH sector as follows:

**Low political prioritisation and financing**

The sector is thwarted by low political prioritisation within the executive structure and therefore its ranking as a political agenda, which is evident in the lack of explicit mention of WASH in official speeches compared with education, health, infrastructure, energy and land issues. This lack of visible prioritisation also then manifests itself in policies, plans and funding for the sector, as well as investment in capacity and redeployment of relatively better qualified personnel at the District level away from WASH roles.

**Low prioritisation of sanitation and hygiene**

Within the WASH sector hygiene and sanitation suffer from even lower prioritisation as there is seemingly a bias in favour of water. Water is seen as capital investment/hardware that is critical to economic development, with a lack of recognition of the critical role of sanitation and hygiene in maximising the full benefits of WASH. WASH is often not seen as a holistic package and there is a common assumption that demand for sanitation will simply follow when there is water supply.

**Lack of demand and citizens’ voice**

There is limited public political pressure for improved water and sanitation and therefore WASH does not feature as a mainstream political and development issue. There are many possible reasons why WASH has low priority and funding – for example, if civil society is not demanding (due to mind set/culture or lack of awareness of rights and the space to apply pressure), then District authorities cannot be responsive. There may also be a lack of awareness/capacity at District level as to the importance of WASH, as well as the lack of compelling evidence to build the case for WASH.

**Lack of Capacity to deliver**

Technical and financial capacity issues, (government’s, private sector’s, civil society and communities’ ability to advance the WASH sector through their own specific capacity to play their intended roles), are significant blockages for the WASH sector. At the district levels there are often issues of lack of capacity, both in terms of human capacity, but also going beyond this to financial and material resources. The capacity issue is often compounded by a high turnover of staff whereby high performing staff are often redeployed to other departments enjoying prioritization, thus negatively impacting on the WASH sector.

At the National level, the capacity for better strategic management of the sector, and the skill set to do so, are lacking. For example, sector processes, policy reviews and structural/sector reforms are often not well thought through in terms of sequencing and there is not an overall planning process in place. This again, can be seen as the lack of capacity as the appropriate skills do not exist or are not prioritised.

**Weak Sector performance / accountability for performance**

WASH information is critical to a wide range of scientific, educational and governmental uses, and is essential to decision-making in many realms. Furthermore, often few policies provide sufficient specific guidance on WASH data to enable institutions (and especially government entities) to manage WASH data successfully and in a well-coordinated manner or instruments of access to enable informed decision making and policy formulation.

The Political Economy Analysis (PEA) analysis highlighted that reliable evidence, data or analysis to inform decision-making is limited and it is difficult to track progress and therefore has an impact on the ability to plan where WASH investments should be made. The problem of data is a deep-rooted one since the country lacks reliable data to determine who lacks services or, if they have been provided services in the past, what condition the facilities are in. Detailed data at the levels of state/province/district/community are essential.

# **WARw’s overall strategic choice**

WARw has made the strategic choice to work within the framework of the current Government’s development and WASH agenda aimed at achieving full WASH coverage by 2020. WARw believes that this agenda, though ambitious, is heading in the right direction and provides a good and ambitious framework for the achievement of universal access to WASH by 2020.  However, the existing policies still lack clear strategies for **sustainability and institutional development**. **Sector capacity** is still low while **sector coordination, financing and performance monitoring** have only devised sporadic and reactive solutions. The **cross sector collaboration** to reflect the interdependence of development initiatives-though promoted through the existing Joint Action Development Fora- is still at embryonic phase but it is crucial for the realisation of sustainable access to WASH. Therefore, it needs to be addressed strategically given the interlinkages and integrated nature of the SDGs.

Recognizing that the comparative advantage of WARw has always been in the combination of its demonstration services, capacity building, policy and advocacy in order to maximise influence on policies and practices; it is a conviction of the CP that going forward, this strategic way of working will be maintained at both local and national levels. Focus will be on removing blockages to sustainable access with a focus on the lowest quintile of the population.

WARw will intentionally work at bringing sustainable solutions to the new settlement patterns in grouped villages evolving into small towns, and will work through partnerships to contribute to the design of sanitation solutions in urban contexts. It is within this context that the CP will make a difference by delivering services only where such services add value to influencing and demonstration of how the national WASH agenda can be realised in an effective, sustainable and inclusive manner.

The CP has chosen to position itself to ensure that further access is equal, sustained and targeted to where greatest need is.  The strategy will be implemented through programmes that will recognise this strategic choice but equally recognise the emerging trends of the Rwandan context such as increasing urbanisation and rural transformation. Bugesera district will continue to be the CP’s demonstration field. Partnerships will however extend beyond it into areas of best practices of the national utility in other districts, sanitation solutions in urban areas and other areas of development identified as levers for inclusive access over the evolving process of domestication of the Sustainable Development Goals.

# **WARw’s niche and comparative advantage**

Our niche is two-fold. First, we will be a knowledge broker, and secondly, we will champion cross-sector collaboration.  We will build on our previous experience to further develop these niche areas and draw on our comparative advantages.

We will continue to be known as a **knowledge broker** for performance in and beyond Rwandan WASH sector.  We will build the knowledge of the sector through demonstration and influencing - facilitating, creating, convening and championing within the sector for the benefit of poor and disadvantaged people.  We will focus on turning ‘knowledge into use’ by gathering evidence, documenting, disseminating and influencing through advocacy. The CP will use learning on policies and practices that accelerate inclusive access to help improve sector processes, but also to engage in regional and pan African WASH initiatives like the Kigali Action Plan and others, leveraging on Rwanda’s critical position within the SDG implementation agenda and the Africa Vision, as well as the Agenda for Change initiative.

We will **champion collaboration across sectors,** taking the knowledge brokering beyond WASH actors alone.  We will provide evidence on the value of WASH to implementers, and strengthen relationships with critical Ministries (e.g. Health, Education, Water Resources, Local Government) and other development actors.

The CP’s niche will be built on sector trends that would give WARw new entry points for wider sector influencing, but also on its comparative advantage that has developed over the course of the last five years. These include:

* WARw works at the local level and brings knowledge to national level actors that leads to changes in policy and practice to contribute to national progress in inclusive, sustainable access.
* WARw has the ability to work at the District level supporting the ‘implementing arm’ of the Government in the delivery of WASH.
* WARw has expertise, experience and credibility in building sector capacity
* WARw brings clarity and focus on WASH, a strong history of working in partnership and the ability to draw on global knowledge which can be tailored and applied locally.
* In addition to the above, WARw is well positioned to demonstrate sustainability of appropriate hygiene behaviour through upgraded curriculum for behaviour change integrating, among others, economic development models.
* Building on global expertise, WARw has the opportunity to support the National Utility to address sustainability and inclusion aspects of WASH services.

# **WARw’s Theory of Change (ToC)**

In order for ‘Everyone, Everywhere’ to be achieved in Rwanda, there needs to be visible concerted and coordinated efforts in, and beyond the WASH sector, to ensure that the lowest quintile and the hardest to reach people gain sustainable access to WASH. Communities need to be empowered to make their voices heard about their rights and needs, and leaders need to be more accountable and responsive. Duty bearers and service providers need to have the capacity, and be within the right enabling environment (well-coordinated, strategically managed and informed sector) to fulfil their role to bring sustainable services to the population of Rwanda.

WARw has identified three key priority areas through which change will happen if strategic investment is made. These are; ***capacity to deliver, accountability for performance, and integration and inter-dependence*** *of development sectors.*

**Capacity to deliver:**

Change will happen when the Governments, civil society, service providers and communities have the technical and financial capacity to advance sustainable progress to WASH for all. Communities will have the capacity, knowledge, awareness and mind-set to demand for continuous services. They will play a central role with a sense of ownership and the financial means to access and sustain WASH services, using existing national programmes that have proven to be efficient, for instance, the community hygiene programme. The CP will draw from its past learning in hygiene to leverage government efforts to finance and take to scale the community-owned hygiene programmes in order to increase and sustain appropriate hygiene behaviours that dignify lives in households. Through the same programmes, the voice to demand will be built to take advantage of the accountability mechanisms created by the GOR.

Duty bearers and service providers on the other hand, will be responsive, accountable, informed and have the capacity to translate government policies into implementable and inclusive programmes appropriate to rural and urban contexts.

*WARw’s critical pathways of action therefore will be:*

*Building capacity of communities (mind-set, voice and financial) to demand, use and sustain WASH services through adapted rights based approach,*

*Supporting local government, private service providers and decentralised structures of the national utility to mobilise appropriate resources and effectively deliver inclusive WASH services with focus on the hard to reach*

*Demonstrating appropriate models that address WASH bottlenecks at district and town level*

*Properly documenting and packaging the learning for policy and practice influence at different levels*

**Accountability for performance**

Universal access in Rwanda is possible when the ‘sector’ is coordinated, well-informed through effective M&E processes, tools and capacities, and is managed strategically. Change will happen when there is better strategic management of the sector, and the required skill sets to ensure that sector processes, policy reviews and structural/sector reforms are well sequenced and resourced. Decision makers and stakeholders would be well-informed based on credible data, evidence and analysis to track progress and facilitate decision making.

*WARw will undertake the following as the CP’s critical pathways in this area:*

* *Strengthening systems and structures that enhance active participation of citizens in sector planning and performance processes at all levels,*
* *Demonstrating workable tools and approaches for quality data collection and management to inform decision making within the district and sector wide engagements*
* *Supporting functioning and improvement of existing initiatives/mechanisms that promote accountability for delivery*

**Integration and interdependence**

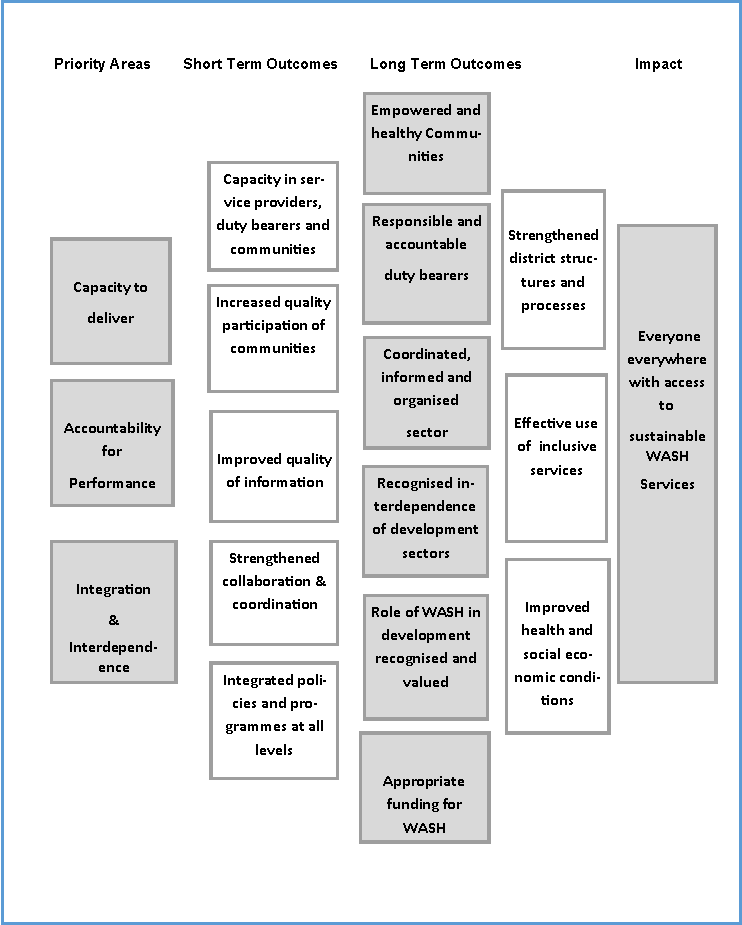
We believe that development goals are integrated, indivisible and equally important. ‘Everyone, everywhere’ in Rwanda will have access to WASH when there is clear strategic integration of development processes, mechanisms and investments across all those with some responsibility for social economic transformation of the communities (Ministries of agriculture, infrastructure, health, education, natural resources, local governance and internal affairs). Strategies, regulations and plans from the above mentioned actors need to complement each other and approaches and priorities need to be aligned to achieve sustainably their targeted outcomes.

Change will happen when there are mechanisms in place to bring together these development actors and encourage a streamlined investment and accountability that takes into consideration the interconnectedness and interdependence within these entities and creates a “win-win” situation for all the actors involved. The district and sector wide approach to planning, implementation and monitoring will be an important factor to the realisation of cross-sector integration and effective sector financing mechanisms.

*WARw’s critical pathways of action for integration will be as follows:*

* *Supporting demonstration of initiatives that offer opportunities for cross-sector learning and that create synergy for inclusive and sustainable development outcomes*
* *Advocating for the alignment of plans and policies in government and other WASH and non-WASH actors*
* *Advocating for and providing support to cross-sector integration mechanisms and practices that promote right funding and accountability*

The diagram below is a visual representation of WARw’s Theory of Change articulated as the ‘change we want to see’ in terms of the short-term, long-term and ultimate outcomes and impact[[5]](#footnote-5).



# **Strategic Objectives (SOs)**

WARw has set five strategic objectives over the next five years under two main outcomes that are informed by the TOC. They represent fundamental building blocks of the new strategy and they are well aligned to the corporate mission and they are looked at as enhancers of the CP’s operational efficiency.

|  |  |  |
| --- | --- | --- |
| Outcome 1: Strong, efficient WASH sector able to plan, implement and sustain WASH services to all, especially the disadvantaged people. | | |
| Strategic Objectives (SO) | Global aims contributed to | Performance measures |
| SO1. Support the development of systems for quality and timely information for decision making | * Strengthen sustainable services * Reduce inequality | * Empowered Sector-Wide Approach * Functional district and national level MIS. * Increased capacity of the district to plan, implement and monitor WASH plans in a coordinated manner |
| SO2. Improve the capacity of local government and service providers to sustainably provide and manage inclusive WASH services | All four aims | * Town-wide and district-wide planning for sanitation modelled * Issues of non-revenue water addressed sustainably * Demonstrated appropriate hygiene practice in schools and health facilities * Dynamic and accountable DWBs and HCs |
| SO3.Enhance participation of civil society, communities and media in the realization of the human right to water, hygiene and sanitation. | * Strengthen sustainable services * Reduce inequality * Improve hygiene behaviour | * Increased households’ capacity to pay for WASH services * Successful advocacy campaigns, and researches and national dialogue on specific WASH issues * Policies cascaded and understood at all levels with increased awareness of human rights to WASH. * Increased local participation in development decision making |
| Outcome 2: Accountable and interdependent wider development sector, maximising the meaningful participation of communities for improved WASH services. | | |
| Strategic Objectives (SO) | Global aims contributed to | Performance measures |
| SO4. Strengthen the collaboration with the wider development stakeholders to establish the processes and structures that support and promote integration for sustainable development | Integrate WASH into sustainable development  Strengthen sustainable services | * Cross sector integration modelled through programmes * Increased participation of non-WASH stakeholders in the sector processes |
| SO5. Strengthen the sector resource management and financing mechanisms to address WASH needs in a sustainable and equitable manner | All four aims | * District-Wide and SWAp owned and adopted as best practices to address blockages to WASH access * Successful advocacy carried out to secure the right funds for hygiene and sanitation * Strategic partnerships and plans for the ‘Agenda For Change’ achieved |

# **Programmatic approaches and partnerships arrangements**

**Programmatic approaches**

WARw believes that long term programmes and the right partnerships are the effective medium of achieving sustainable impact on current and future blockages to WASH services. In line with this thinking, for WARw, a programmatic approach signifies ***“a long term and coherent package of service delivery and advocacy initiatives, informed by a strong dynamic context analysis and delivered in partnership with selected sector players to bring about lasting transformational change at all levels, with specific focus to vulnerable and marginalised groups”.***

WARw will focus on work aimed at demonstrating good practice, championing innovation and cross sector learning. Our influencing agenda will be informed by the learning from our demonstration work in districts, towns and institutions, and our work with the ministries and national utilities, which will focus on the capacity to deliver inclusive and sustainable WASH services, accountability for performance as well as integration and interdependence of development initiatives.

Our programmatic approaches will be instrumental to achieve specific goals, but each of them should spark learning across the sector through the generation of a body of knowledge and evidence. They will create opportunities for inclusive and recurrent debate on the right allocation of resources to WASH; they will demonstrate value for money and will encourage accountability mechanisms. WARw’s programmatic approach will be owned locally and at the same time display high potential to be taken to national/regional scale and become common practices in the WASH sector. The following programmatic approaches will help WARw to deliver on its new commitments;

**District Wide Approach (DWA):** District Wide Approach is a *“sector-led way of working that seeks to achieve universal access to WASH by creating an environment that compels all players at community, district and national levels (both supply and demand sides) to work in an organized and coordinated manner and to work to plan based on agreed needs and priorities, within a controllable development space (district)”* [[6]](#footnote-6)*.* This approach will be used with an ultimate goal of ensuring sustainability and improving sector performance and accountability at local government level. WARw and partners will build on the existing District’s Joint Development Forum (JADF) to strengthen this approach and to promote it for scale up at national level.

**Knowledge Into Use (KIU)**: WARw will use its presence and influence at district and national level to foster a culture of innovation and knowledge transfer to generate a body of knowledge that informs our advocacy efforts and catalyse change at all levels and will ensure already available knowledge is put into use.

**Human Rights Based Approach (HRBA):** In Rwanda, there is undeniable evidence that communities, especially the disadvantaged, don’t recognize access to WASH as a right to claim and to be enjoyed by all for a healthy and dignified life. However, we believe that poor and disadvantaged people can be empowered to contribute to the betterment of their condition by exercising their rights to participation in development plans, to voice out their needs and to hold to account duty bearers. Over the next five years, WARw’s work will be informed by the HRBA and will promote policies and programs that systematically empower communities to actively demand for inclusive and sustainable WASH services (strengthen demand) and ensure accountability and transparency in service provision (improve supply). WARw will kindle the community to use the existing political and public space to demand the fundamental right to safe water and sanitation.

We will remain aware of the fact that HRBA to WASH will be new in WARw. Therefore, to be successful, we will ensure the use of the approach through a collaborative process in the controllable space of CSOs. There is high probability that this CP’s effort will find support at different levels given that Rwanda as a nation was selected at global level to pilot the SDG number 16 which has in its targets the promotion and enforcement of non-discriminatory laws and policies, justice, access to information, accountability, inclusiveness, participatory decision making, among others.

**Integrated Approach**: WARw will promote strategic integration of processes, mechanisms, plans and investments across all those with responsibility for delivering WASH services. On the other hand, WARw will innovatively promote and demonstrate cross sector ways of working that result in productive and mutually beneficial WASH outcomes among dissimilar development actors through streamlined investment and accountability mechanisms that take into consideration the interdependence and cross-fertilization within sectors. To better promote integration, WARw will intentionally link with already existing national programmes and initiatives like; the Community Based Nutritional Programme (CBNP), the Community-Integrated Management of Childhood Illnesses (c-IMCI), “Girinka” (or One cow per family) Programme[[7]](#footnote-7), the Community Based Environmental Health Promotion Programme (CBEHPP), agriculture and others that will be continually identified as potential to create sustainable impact.

**Partnerships and alliances:**

The partnerships and alliances will be strategically managed at district, national and regional/pan African level in order to harness experiences, expertise and influence.

The partnerships will be developed with an aim to champion innovation, promote policy and formative researches, the use of ICT for WASH, the development and management of knowledge for the delivery of sustainable services (including urban WASH and utilities’ capacity enhancement), as well as for increased knowledge in rights-based programming as a new approach to be embraced by WARw. Partnerships and alliances will also be used to leverage citizen’s empowerment for sustainable access to WASH services but further to this, the approach will facilitate knowledge sharing, piloting and testing.

At district level, the influencing and technical implementation of WASH projects will require a number of local implementing partners (NGOs and Private Operators) with a strong partnership with working districts, while our influencing and policy work at national level will engage different ministries, like-minded and multilateral organisations.

To conduct credible research that will help WARw provide evidence of the reality on the ground and the need for policy change, WARw will partner with reputable national and/or foreign higher learning institutions, research and policy analysis think tanks as well as consulting firms for targeted research pieces of work, for the dissemination of findings and for the development of compelling research into use plans.

Pursuing global initiatives like the new “Agenda for Change” andWA’s Global Advocacy Priorities (GAPs), will bethe motives to enter into alliances with like-minded organisations with the ultimate goal of joint learning, knowledge sharing and unified and strengthened voice for effective advocacy and influencing.

Finally, for further learning and influence, WARw will engage in regional and pan African WASH agendas like the Kigali Action Plan and other high level discussions like the climate change agenda and Integrated Water Resource Management discussions. Such engagements will necessitate specific alliances to be effective.

# **WARw’s Key strategic shifts**

WARw has intentionally opted for the strategic shifts described in this section which will strongly capitalize on the existing strengths of WARw, even though some may involve specific skills that are not readily available in the CP and partners at the time of the development of this strategy, therefore requiring intentional capacity development and/or acquisition. The following are the key shifts:

**Strategic shift 1. Systematic working with other sectors:** Over the last three years, WARw has come to a recognition that to achieve the objectives it sets itself to facilitate access in a sustainable manner, the collaboration with other sectors will be a prerequisite. Integration will be critical to achieve scale and greater impact beyond the WASH sector and sustainability of services. WARw will proactively make use of the opportunity offered by the 2030 agenda which compels development actors to work in partnership to foster multi-stakeholder engagements and alliances in Rwanda through the sharing of knowledge, innovation, resources and through joint tracking of progress. To achieve this, WARw will demonstrate how WASH and some key strategic areas like maternal and new born health, education, as well as integrated water resource management can be well integrated to harness the benefits of the centres of excellence (health centres and schools).

**Strategic shift 2. Increasing citizen voice to demand and sustain services*:***

We will promote and do community empowerment through Rights Based Approaches to ensure that communities take the lead on their problems regardless of who is in power or who is supporting them. Learning and building from the accountability mechanisms set up by the government, we will strengthen the focus on harnessing the power of citizens to actively engage in the realisation of their rights to WASH. Communities will have the capacity, knowledge, awareness and right mind-set to demand for continuous services. They will play a central role with a sense of ownership and the financial means to access and sustain WASH services. This is why WARw made a decision to embrace the HRBA as a new programmatic approach to make this shift happen.

**Strategic shift 3.**  **Catalysing innovation and learning**: This shift is based on the fact that research and studies have been conducted by WARw or by other sector players with an intention to support the sector to better perform and have greater impact, however, these have not been used efficiently. Nurturing a culture of learning and research into use will be key to delivering the new strategy. WARw will enthusiastically support the national initiatives that promote the culture of learning, mainly those already expressed explicitly in the new policies like the “WASH demonstration centres” to be implemented in selected districts. This shift will require changes within our internal processes, to enhance action learning, internal reviews, documentation and sharing of best practices, learning field visits, to mention but a few, led by staff at senior level.

**Strategic shift 4. Improving sanitation and hygiene in institutions:** WARw will maintain the district demonstration work in WASH. However, there will be a new focus on sanitation and hygiene across programmes with particular attention on institutions (health facilities and schools) and public places.

This shift was made for multiple reasons, some of them being the new corporate strategic aim on hygiene, the existence of a national programme that promotes sanitation and hygiene in Rwanda (CBEHPP) and the high political will to avail sanitation and hygiene services to all Rwandans. With strong campaigns and increased support to hygiene behaviour change messaging, it is highly possible that the overall reputation for cleanliness in Kigali can become a national incentive for change and the hygiene culture can permeate downwards to local governments/districts, communities and households.

Effort at local and central levels will be made to influence the prioritization of sanitation in the aforementioned places. The traditional widespread belief in districts that universal access can only be achieved through increased infrastructure will be challenged with evidences to recognise appropriate hygiene practices and sanitation marketing as a lever of access to sanitation and water. This will require a good mix of social work/public health and engineering skills in staff and partners involved in our District-wide Integrated WASH programme.

# **WARw’s Programmes**

WARw’s work will be built on three levels; Community, District and National level in an interdependent manner to realise our mantra of ‘Everyone, Everywhere, Always’ by 2030. At the three levels, citizens, duty bearers and service providers will be central to the work that WARw sets out to undertake to catalyse change. Programme design will be highly geared towards enabling our research-based knowledge brokering role in the sector and our desire to make happen a strong and unified voice within communities and civil society organisations for a sound advocacy. Programmes will be tools to address three sector priority/gap areas: ***capacity to deliver, accountability for* performance, integration and interdependence**.

At the community level, projects to demonstrate appropriate models and gather evidence of these workable experiences will be implemented. These will be interrogated and packaged for sector learning and advocacy at district and national level. In an interrelated and interdependent manner, approaches that empower communities to understand, demand and sustain their WASH services will be promoted through civil society partner collaboration.

At District level, efforts will be made to strengthen local government and service providers’ technical and financial capacity to advance sustainable progress to WASH for all. This will be supported by a well-coordinated and informed sector with effective M&E processes and tools which forms another area of focus that WARw will invest in for the next five years.

At the National level, through sector-wide (WASH and non-WASH networks) WARw will catalyse learning and use of research to better inform policy and support practice by developing appropriate guidelines for practice at community level. Efforts will also be made to build capacity, promote and set up mechanisms that provide credible data, evidence and analysis for decision making.

Our programming will **de-prioritise** communities where most development organisations are interested in going to because they are easy to work in, to target the hard to reach areas and the poorest segment of the population. To make change happen, **we will no longer** invest in fragmented interventions. Instead, our district work will always recognise the interconnectedness and interdependence of development sectors and will innovatively promote a cross sector working that integrates WASH into other interventions like agriculture, community-based nutrition, economic development, maternal and child health, climate change, etc, to clearly evidence the added value of WASH to the sustainable transformation of lives.

**WARw will avoid** supporting water and sanitation infrastructure in areas considered as high risk zones by the government such as the neighbourhoods near lakes and rivers. Instead, the generalised and continued change in rural dwelling patterns from scattered to grouped households will inform our programme research and innovation endeavour necessary to demonstrate to government and private sector the appropriate technologies and models for sustainable WASH services in the “modern” rural villages that are growing towards small towns.

The **new areas of intervention** will include the demonstration of appropriate sanitation for small town and urban settings, the strategic support to national utilities as well as the linkages to the regional and pan-African WASH agendas. Overall, advocacy and policy influencing will be given more consideration than service delivery. However, the experience and the analysis of Rwandan context has informed that WASH needs can be complex even when the work is done on a relatively small geographical area. This becomes specifically true where in a community with long term settled households you find groups of relocated people, returnees from neighbouring countries, refugees or internally displaced people. In such a scenario, the assessment of the level of vulnerability will inform the weight that the programme will give to demonstration in relation to advocacy depending on which one has more potential to hasten the pace of sustainable access.

WARw will therefore implement two programmes: the **District Wide Integrated WASH’** and the **‘Sector enabling & influencing’**. They will be designed with a number of projects under each, and aligned with WaterAid’s Global Strategy, the key development strategies of the Government of Rwanda and the District’s Development Plans.

To better leverage our niche at all levels, our WASH programmes will be designed to encompass demonstration components on capacity building, inclusiveness, advocacy, as well as innovation and joint learning. We envision programmes that will provide room for integration with other development interventions in short, medium and long term.

**District Wide Integrated WASH Programme (DIWASH):**

In the context or Rwanda, a district is a specified geographical area in a province. Rwanda is currently made up of 30 districts. Decentralization has, since 2000, been a key policy of the Government of Rwanda for promoting good governance, service delivery, and national development. The decentralisation and devolution processes have given a district the authority of working through institutional systems and staffing, capable of creating cost effectiveness in the implementation of medium and long term development plans.

For WARw and partners, the meaning, implementation and local ownership of the district wide programming in WASH has been evolving over the last five years of work in Rwanda, and its success will constitute an important milestone towards sustainable access in Rwanda. The overarching strategic objective of this programme is to achieve sustainable access for all by creating an environment that compels all players to work together, with clear coordination and accountability mechanisms to address blockages to access at community and district levels. Our work in districts will aim at supporting the following complementary components:

* Demonstration of WASH technologies and approaches that result in inclusive and sustainable service for all with attention to vulnerable categories
* Strengthening of the district leadership for coordination and accountability among stakeholders
* Clear baselines to inform districts’ medium and long term plans with evidence on priorities and magnitude of WASH issues
* Joint district planning, implementation and learning
* Mainstreaming service delivery and advocacy work at community and district levels through the HRBA.

Our modelling and influencing work will be carried out jointly and will achieve a level of capacity within the local government whereby the district body is fully capable of carrying out its WASH plans on a sustained basis, and is also bringing about the same empowerment in other districts through the government established means of sharing performance based plans *“imihigo”.* Inspired by the five-year work experience in Bugesera, and by the overall learning on the use of the approach in WA East Africa, WARw will re-design the district wide WASH programme to integrate all the key district priorities in WASH. Thus the IWASH projects will fit well to a specific niche of the overall district needs in areas of appropriate WASH for rural grouped settlements (*Imidugudu*), district enabling and cross sector interventions in schools and health facilities. The national learning *initiative “WASH Demonstration Centres”* will be one of the emerging best practices that will be supported under this programme. The implementation and documentation of the IWASH programme will be one aspect of the “agenda for change” journey undertaken jointly with other likeminded organisations.

**Sector Enabling & Influencing Programme (SEIP):**

This programme aims at creating the right capacity in service providers, decision makers and communities, to play effectively their roles in addressing sustainably the reasons behind poor access to WASH services. The centre piece of this programme is a shift to capacity development. To create systemic change, the SEIP will invest in identification of capacity gaps and needs, building the capacity of institutions and people (at community, district, line ministries and national utilities) based on a timely analysis in areas of integrated planning, monitoring and continued performance improvement, which are vitally important in achieving national targets. Advocacy, research and learning projects will be under this programme.

The summary of WARw thinking on the strategic design of programmes is presented in the following visual representation:

**Programmes Projects Projects content Cross cutting**

**Programmatic Approaches**

**Advocacy and Policy Influencing**

**Research**

**Learning and Innovation**

**Equity and Inclusion**

**Geographical area of work and growth strategy**

WARw’s modelling and influence will grow in depth and breadth. We will continue to have operational presence in **Bugesera district** closely linked to our national advocacy and influencing agenda. However, it is recognized that the status of a fully-fledged country programme will involve gradual scaling up of operations to tangibly augment its contribution towards sustainable universal access by 2030. That is why WARW’s presence will incrementally expand to **two new districts** during the five years of this strategy for the replication of the DWA to planning and coordination, for the modelling of appropriate and sustainable WASH in rural grouped settlements (imidugudu) and for appropriate urban sanitation targeting the poor.

Cross sector learning, institutional development and capacity building will be key in this journey. Being aware that WARw cannot achieve this change alone on its own, strategic partnerships will be at the heart of this strategy, diligently guided by our strategic objectives. One entry point to new districts will potentially be the *Agenda for Change* but in general, the decisions on partnership initiation, continuation and termination will be made based on a critical assessment of the readiness and capacity in partners as well as resources availability. WARw is not intending to leave any of the existing or new districts in the course of this strategic period but a clear **exit strategy and plans** will be developed and shared.

# **Performance Measurement framework[[8]](#footnote-8)**

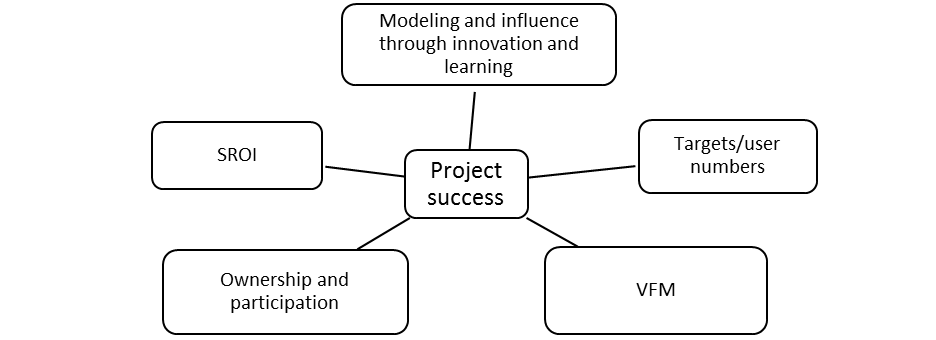
Externally, WARw is committed to readily avail cutting-edge data to inform decisions. We are committed to demonstrating workable tools and approaches for quality data collection and management, to inform decision makers in the district and other sector wide engagements. Internally, a success measurement framework with clear performance indicators to benchmark and monitor progress has been developed and is attached with a detailed monitoring and evaluation (M&E) framework. The latter outlines information needs, responsibilities and timeframes to guide and support programmes to track and understand progress against the strategic objectives.

A strong **communication strategy** around data and data management will be developed to ensure their accuracy, protection and proper use. WARw envisions the District’s Joint Action Development Forum (JADF) to become the first level forum for analysis and triangulation of WASH data in order to inform/challenge the sector data to underpin the advocacy work at all levels. On the other hand, data available at sector level will help test the accuracy of data collected at local level.

One major shift in this domain is that WARw will intentionally start **engaging digitally** in data collection, analysis and sharing. In fact, there are many driving motives for this shift: the existing (huge) need for accurate and harmonised data in the Rwandan WASH sector, the already started initiative on Water Point Mapping (WPM) in Bugesera, the new ICT focus at corporate level as part of the enabling framework and finally Rwanda as a nation being highly favourable to ICT use in development. But above all, the new strategic direction of WARw as a knowledge broker organisation requires to demonstrate productive use of ICT in our own programming.

For the next five years, WARw will embark on the use of approaches that will require change in the traditional measurement frameworkand indicators’ definition likethe DWA, the HRBA, etc. Thus another shift will be a deliberate consideration of both **qualitative and quantitative data** to ensure right tracking and measurement of the success beyond discrete measures like user numbers. In this context, the **Social Return On Investment** (SROI) approach will be embraced as one of the new tools to evaluate success in WARw’s projects.

Under this strategy period, the understanding of project performance will be based on a number of determinants including quality demonstration (innovation and learning), value for money (VFM) in achieving targets, community/government ownership and participation, users, and SROI, among other factors, as pictured on the following chart.



To ensure consistency the CP will conduct the following M&E activities;

**Baseline study**: At the beginning of this strategy period, WARw will conduct a baseline study to establish benchmarks upon which achievements will be measured against.

**Biannual and annual programme reviews:** The joint bi-annual programme reviews have been a best practice since WA started operating in Rwanda. They will be strengthened and better documented. They will aim at assessing programme and project progress towards set objectives for accountability both internally and to the donors. This will involve capturing learning from the demonstration work for improved programme quality, improving course of action of our programmes and projects (if required) and use of this information to improve policy and practice at local and national level. They will become preparatory sessions for annual reviews and reporting sessions that will bring together technical people and the leadership.

**Mid-term review**. At the end of year three, the CP will carry out an internal evaluation to look at progress in terms of achievements (plan against targets). It is at this point that through support and challenge from WA family and partners, some changes may be made if necessary.

**End of strategy period evaluation:** This will be done in 2021 to assess WARw contribution in the areas of focus as well as impact. The result from this evaluation will be used among other studies to design the work of WARw beyond 2021.

**Knowledge management:** WARw will improve its internal depository data base. This is to ensure that the CP keeps its institutional memory while increasing data reliability and accessibility. As part of the global organisation, this will be transitioned once the PMIS project that has started is fully operational. Routine data collected and provided through quarterly reports will be synthesised and fed into the systems.

Key learning will be documented, disseminated and shared through various communication channels such as print and electronic media and various platforms targeting different stakeholders and institutions for sector development and advancement of the ‘Everyone Everywhere’ agenda.

# **Resource and organisational development plan**

**Country Programme resource and organisational development planning**

The CP’s assessment of resource needs has identified gaps in the areas of **technical** **skills, funding, as well as tools and systems**. Fundraising, IT, people and talent management as well as strategic partnerships will be pivotal for WARw to drive change and achieve high performance at best cost. Detailed resource mobilisation and partnerships management strategies are developed separately and attached to this paper.

**Skills.** New sets of human capabilities will be sought in areas of urban WASH, working with utilities, resource mobilisation, people and organisational development as well as IT and communication. During the five years of the CPS, the in-country capacity and expertise will be enhanced through both on job the training and development of existing staff, and through the new skills to be brought into the team to bridge current and future gaps identified along the way as needs arise.

The growth in the CP’s head count will be gradual, though expected to be significant in year 2 and 3 of the strategy period reaching a maximum of 16 employees, seven of them being at managerial level. In year one, where possible, the CP will capitalize on existing resources in neighbouring CPs, drawing upon their experiences to support WARw through inter-CPs arrangements. WARw will equally aim at maximizing on the use of the support from the regional team, and other teams in the London Office mainly Programme Support Unit, Programme Funding Unit, Policy & Campaign Department and Finance, in order to minimize on the cost of human resource. The CP will keep monitoring and timely addressing the people needs following the acquisition of new grants, the developments in local market, the Global Employee Surveys and continued job analyses, to inform decision making. WARw will make use of existing guidelines to ensure a proper recruitment and selection process, sound training, motivation system, career and succession planning and a competitive reward system. With support from People and Organisational Development department, the CP will ensure a systematic staff performance management, a well-thought through and competitive staff motivation system that helps maintain the human resource engaged.

WARw will continually build a diverse, functional and growing team to deliver on the strategy based on a well-designed and consistent team building plan, technical skills being given equal consideration alongside the functional ones.

**Monetary resource.** The strategy of WARw will need to drive the resources not the other way round. The CP will aim at a timely mobilisation of funds with a right mix to accommodate not only the ‘programme led funding’concept that allows the proper demonstration work over time but also to fund some critical areas of the country strategy that are not first choice of in country/regional funders, such as sector strengthening agenda, research and innovation for sustainability.

WARw will continually map local and global institutional and corporate donors to target. Engaging in consortia for joint applications will be another way of accessing funds. The alliances will be based on the results of the stakeholder analysis exercise done as part of the CPS development process, but in addition, it will be important for the CP to consider the potential for influence, the reputation and the relationships with target donors for any organisation brought into these types of partnership. The narrative around the “shift from taps and toilets” will be clear in our fundraising strategy to ensure that donors embrace and support our strategic plans.

The funds mobilisation efforts will be done from two angles: fundraising to resource the already set CP’s plans and catalysing dialogue at district and sector level for sustainable funding of WASH plans. The CP will continue to advocate for sector and district level basket funding to meet funding needs for hygiene and sanitation which are under-funded at the moment.

The overall total budget necessary to implement this CPS effectively is evaluated at **Rwf 8.4 billion**. The CP is aiming at mobilizing 30% of its total budget in year one, 60% of the budgets of year two and three with a goal of raising 80% of the funds needs in the final two years. This is an ambitious and stretching, but achievable, target for the CP. The fundraising targets seem also stretching when looked at with cognisance of the general downward trend in unrestricted income. However, the CP’s clear strategic direction with a strong narrative on the value addition to the Rwandan WASH sector and beyond, combined with the overall good perception of the donor community on Rwanda as a nation in areas of effective use of grants is an asset that gives WARw the confidence that the projected level of funding is still achievable.

Maintaining a positive image in the eyes of donors will be key. WARw will ensure that the story and practice around fund raising and grants management is incredibly robust, demonstrating how Value For Money is ensured, and portraying a high level of accountability and contribution to achieving the results framework.

The 80/20 government’s law on INGOs spending pattern will inform the CP’s practice in costing all its plans. Please see the CP’s multi-year CPOP and fundraising strategy for more details (to be developed separately). Appendix 3 attached shows WARw’s Risk Matrix.

## 

## **Appendices**

Appendix 1: Rwanda’s context analysis

Appendix 2: Log Frame Matrix

Appendix 3. WaterAid Rwanda’s Risk Management Plan

## **Appendix 1. Rwanda’s context analysis**

**Background**

Rwanda is a landlocked country situated in East Africa, bordered by the Democratic Republic of Congo (DRC) to the west, Tanzania to the east, Uganda to the north, and Burundi to the south. The current population of Rwanda is of 11.4 million residents, with an average growth rate of 2.6% per year. This population is youthful, with 53% below 19 years old and 52% of the population is female. Majority of Rwandans (84%) live in rural areas. However, there is a rapid annual growth rate of the urban population currently estimated at 4.5% and the government is promoting urbanisation and secondary cities to encourage non-agricultural economic activities with a target of reaching 35% of urban population by 2020[[9]](#footnote-9). The content of this context analysis has been developed through a collaborative process which involved a strong PESTLE analysis supplemented by a Political Economy Analysis and an Internal Review of the WaterAid Rwanda Country Programme’s performance since 2010, date of its inception in Rwanda. The deliberations and consultations were attended by people ranging from WaterAid staff at different levels, community members, local civil society organisations, Bugesera district, International Nongovernmental Organisations, Government of Rwanda as well as bilateral and multilateral organisations.

**Political Context**

Post-genocide political stability has been sustained under the leadership of President Paul Kagame who is serving his second term in office with his Rwanda Patriotic Front (RPF) led government. The recently amended constitution (2015) reduced the presidential term from 7 to 5 years with a possibility of re-election once. This presents a possibility that the current president may seek re-election for another term of five years after his current term expires in 2017. It is useful to note that opposition is growing outside of the country among Rwandese in the diaspora and international community. However this opposition is not significant enough to change the political equation in Rwanda today or in the foreseeable future.

The Government of Rwanda seeks to significantly reduce poverty and drive economic development through a strong vision for the transformation of Rwanda. Right to good life, right to live in a healthy and clean environment are enshrined in the new constitution and also sets out establishment of special measures and actions aimed at the welfare of the indigents, people living with disabilities, elderly and other vulnerable groups as duties of the state. Vision 2020 and the Economic Development and Poverty Reduction Strategies (EDPRS I and II) outlines government’s key priorities and are the guiding tools for the country’s path to becoming a middle income country, and knowledge based economy by 2020.

Within the above economic and development frameworks, water supply specifically and to an extent sanitation are seen as an essential infrastructure and drivers of social and economic development, poverty reduction and public health. However, more emphasis is placed on water being an ‘essential infrastructure’ rather than WASH as an integrated package being central to development. There is a clear bias towards water as an infrastructural solution, with sanitation development being given a lesser priority status and hygiene and related behaviour change often being completely marginalised. On the other hand, the national decentralisation process is in its third phase, through which the district has become the implementing arm for all government programmes, including water and sanitation. As part of upward accountability, the introduction of the process of performance contracts – *‘Imihigo*’in local language–has had a significant impact at the district level with Mayors being held accountable for targets (including water) within their areas.

Formal spaces for citizen engagement in programmes and policies exist, and structures and mechanisms are in place for citizens to be heard, via community leaders, District Councils, and via the monitoring of the performance contracts. However, the extent to which citizens capacitated or facilitated to make full use of these spaces is still in question. Moreover, significant constraints exist for opposition parties, media and civil society to operate freely. These are some of the avenues through which divergent opinions could be heard. Some observers have judged the political space as heavily controlled (Intrac, 2014)

Rwanda has significant regional and continental influence, presence and good relations with other African nations. The African Union’s Kigali Action Plan (KAP) is being led by the president of Rwanda, reflecting the country’s rapid progress in delivering water and sanitation. This $68million programme that was agreed with the African Development Bank and led by the government of Rwanda is designed to improve financing and access to WASH in 10 African countries that were seen as lagging behind on MDGs targets. Rwanda has been selected the pilot country for the SDG 16 on Governance and rule of law and it will also host the Africa SDG Centre which is expected to drive innovation and research towards achievement of the SDGs in Africa.

**Economic Context**

Rwanda has been experiencing fast economic transformation achieving an annual growth rate of 8% GDP, and GDP per capita income more than tripling from US$ 211 in 2001 to US$ 719 in 2014. It was the tenth fastest growing economy in the world during the decade 2000 to 2009, yet it remains one of the poorest countries in the region and in the world, poverty and extreme poverty being evaluated at 39.1% and 16.3% respectively (EICV, 2014). About 80% of the population is engaged in subsistence agriculture. Tourism, minerals, coffee and tea are Rwanda's main sources of foreign exchange.

Rwanda’s dependence on aid has declined in recent years, with the mean dependence ratio moving from 87 in 2005, to 82.7 in 2014/15 (EICV, 2014 data). However, Rwanda continues to face the challenges of having a narrow economic base, a high tax burden, weak institutional capacity, low level of human resource development and more fundamentally still experiencing public debt, the impact of the loss in human/social capital during the Tutsi genocide of 1994 and its deep-rooted socio-economic consequences. Even though Rwanda has been praised by donor community for effective use of aid for development, the country remains vulnerable to fluctuations in aid flows.

The second Economic Development and Poverty Reduction Strategy (EDPRS2, 2013-18), has the overarching goal of growth acceleration and poverty reduction through four thematic areas: economic transformation, rural development, productivity and youth employment, and accountable governance. The role of the private sector, and privatisation, is seen as playing a key role in the acceleration of the achievement of Rwanda’s ambitious targets. For example, in 2014, the Government set up the Water and Sanitation Corporation (WASAC), a private utility responsible for the provision of water and sanitation services in Rwanda. WASAC was tasked to develop new infrastructure, and deliver efficient and effective services, build a strong human capability and meet key national milestones in WASH.

Urbanisation is considered a key pillar to economic growth in Rwanda and is supported by government policy, rhetoric and investment. Consequently, there is observable development bias towards cities and towns, exemplified by the Kigali Master Plan, and the investment in six satellite cities, which inadvertently is increasing the inequalities both within the city but also between urban and rural areas. The clustering of rural communities is a significant trend which will provide opportunities for better provision of WASH as well as providing lessons for provision of similar services in small towns as these settlements expand.

The MDGs in Rwanda have been achieved and impressive progress was made in areas of ensuring universal primary education (MDG 2), promotion of gender equality (MDG 3) and women’s empowerment; infant and maternal mortality (MDG 4), HIV prevalence (MDG 6), and environmental sustainability (UNDP, 2013). These achievements lay the foundation for the continuation of development through the implementation of the Sustainable Development Goals (SDGs), for which expectations are high. Rwanda has been selected to be one of the pilot countries for two of the SDG themes, namely “governance and rule of law” and on “Helping to Strengthen Capacities and build effective institutions”.

**Social Context**

Rwanda’s strong economic growth has been accompanied by significant improvements in living standards, evidenced by a two-thirds drop in child mortality and the attainment of near-universal primary school enrolment. A strong focus on home grown policies and initiatives contributed to a significant improvement in access to services and in human development indicators. Investment in youth, including skills building and providing opportunities for productive employment, is critical for future prosperity.

The GoR has implemented a number of legislative and policy reforms that have helped in advancing gender equality and empowerment of girls and women. Women’s participation in politics and government is very progressive, with 64% of Rwanda’s parliamentarians being women, the highest proportion of any country in the world. Similarly, 40% of Ministry Permanent Secretaries and Supreme Court Judges are women. There has also been an increase in the number of female Mayors in the recent 2016 elections, increasing from 10% to 19%. Rwanda is praised at global level for its home grown initiatives–mostly drawing from history and cultural values– to support people in the lowest quintile to rise economically.

However, there is still a more complex and mixed story on gender equality as social norms and traditional perspectives on gender roles continue to shape and influence how women and girls are treated and positioned within society. Women and girls still remain primarily responsible for domestic tasks, including the collection of water and other WASH related chores for the household. In recent years, menstrual hygiene management has become recognised as an issue affecting adolescent girls, which cuts across development sectors and has an impact particularly on girls’ school retention.

Rwanda’s progress and economic growth often hides the growing inequalities between social classes, geographical regions and gender, with development by-passing rural poor populations and wealth being concentrated at the top of the income distribution bracket. Even though Rwanda has achieved significant socio-economic development since the genocide, the conflict has had a long lasting impact in regard to increasing vulnerability and impoverishment particularly among disadvantaged populations. Since the genocide, there has been an increase in the number of people with disabilities, not only as a direct result of the violence, but also due to the breakdown of health, vaccination and rehabilitation services ([Lewis, 2009](http://unesdoc.unesco.org/images/0018/001865/186564e.pdf)). According to the 2012 census, there were 446,453 people living with disabilities over the age of five in Rwanda – visual, mobility and mental functions are the most prevalent disabilities.

**Health and WASH**

Rwanda boasts a strong policy framework with clear strategies and plans underneath. The key documents guiding practice in the WASH sector include the revised Vision 2020, EDPRS I and II, National Water and Sanitation Policy (2010), Environmental Health Policy(2008), Integrated Water Resources Policy (2011) as well as other policies relevant to water, sanitation and hygiene.

There is a history of strong collaboration between WASH actors and the Health Sector in Rwanda, with an increasing awareness of the linkages between WASH and maternal and child health as evidenced by local initiatives like the annual ‘[maternal and child health](http://allafrica.com/stories/201511041394.html) week’. The Ministry of Health (MoH) considers WASH as a critical foundation for the provision of health care in Rwanda and promotes access to WASH especially in health facilities and in public services ([MoH, 2012](http://www.moh.gov.rw/fileadmin/templates/Docs/HSSP_III_FINAL_VERSION.pdf)). Neglected-Tropical Diseases such as Soil-transmitted helminths and Schistosomiasis ([WASHNTD.org](http://www.washntds.org/PDF/RWA%20WASH%20NTD%20Manual.pdf)) remain prevalent, which necessitates a WASH response for prevention. Rwanda as a nation has unique comparative advantage in these domains as it has demonstrated sustained high political will and leadership on above mentioned issues. At pan African level, Rwanda is taking the lead on the “Kigali Action Plan” focusing on catalysing progress for the 10 countries who least performed under the MDGs in WASH in Africa. Rwanda is also the pilot country for SDG 16 on governance and rule of law, as well as the host of the SDGs Monitoring Centre for Africa.

**Technological Context**

Information Communication Technology (ICT) is seen as a central engine to Rwanda’s transformation to a knowledge based economy, and has a clear role to play in development. Rwanda’s ICT vision is ambitious with the “One Laptop per Child” Programme seeking to distribute laptops to all primary school children in the country. On the other hand, initiatives such as e-health are improving quality of life and general public health by enhancing quality of management, monitoring and reporting of healthcare services, especially at the community level. ICT has already had a positive impact on the WASH sector, especially with regards to governance, data collection, and performance monitoring, mapping technologies and innovations (Stockholm World Water Week, 2013). Examples here can be taken on the Water Point Mapper tool that was piloted with success by WaterAid Rwanda, the use of cell phones to check water bills and the payment of the later using mobile money, the SMS alert system to inform users about water rationing schedules or about a problem with the supply system , etc.

**Legal Context**

The legal system of Rwanda is a legacy of the colonial era, based on the civil law system of Belgium, but is moving toward a common law system. Traditional law is treated as a third pillar of the Rwandan legal system, as seen in the form of tradition-based court system locally known as *Gacaca and Abunzi”.* International Non-Governmental Organisations (INGOs) are also regulated and governed by law Nº05/2012. However there are concerns that such regulation may reduce space for INGOs. A case in point is that the law sets budgeting/spending guidelines in the ratio of 80:20 project versus overheads spending. While the good intention of this piece of legislation is not in question, operation of the law can prove challenging for development programmes if the principle of full cost recovery is applied. Categorisation of costs may also prove contentious in these circumstances.

The rights to water and sanitation, have been officially recognised by the Government of Rwanda (GoR) through the effective ratification of all the eight key human rights instruments and most of their additional protocols.

**Environmental Context**

Rwanda currently faces significant environmental challenges resulting from population pressure on natural resources such as land, water, flora, fauna and other non-renewable resources. Given the prominence of agriculture in the economy, cultivation of land for farming has led to land degradation, soil erosion and exhaustion, overgrazing and deforestation mainly due to widespread use of wood fuel. Climate change is also having an impact in Rwanda with increased variability and as witnessed this year, the late start of the rains often have a significant impact on the livelihoods of rural populations who are reliant on the rains for their timely harvests. The demand for water outstrips supply, both in urban and rural areas.

Rwanda has been very successful in changing personal behaviours with the banning of plastic bags and the instilling of collective responsibility for the environment through contemporary *Umuganda* practice (coming together in common purpose to achieve an outcome). This initiative has become a powerful way to complete difficult tasks and carry out community work on projects relating to environmental protection, construction and infrastructural projects.

**Sector stakeholders**

In Rwanda, the provision of WASH is split between several ministries necessitating a cross sector working relationships between government, corporations and private sector. The mapping of identified stakeholders in the following table shows who does what and possible areas of strategic partnership that WARw can engage in:

| Stakeholder level | Stake in WASH sector | Impact | Potential areas of strategic engagements |
| --- | --- | --- | --- |
| Ministry of Infrastructure  (MININFRA) | Develop, promote, and address the legal and regulatory conditions relevant to water and sanitation infrastructure, urbanization and settlements | High | * WATSAN policies * Research and learning * District Wide Approach * Coordination and performance monitoring |
| Ministry of Health (MoH) | Control and monitor health services , develop policies, strategies and guidelines for households sanitation and hygiene | High | * Minimum standards for WASH in health Facilities * Sustainability of the Environmental Health Promotion Programmes * “Healthy Start” and other advocacy priorities related to health |
| Ministry of Local Government (MINALOC) | Responsible for good governance and various home grown initiatives for community management and development. | Medium | * District level coordination and performance monitoring, * Operations and Maintenance, * Demonstration of integration through the Joint Action Development Forum |
| Ministry of Education | Responsible for school WASH policy and plans | High | Inclusion of MHM in Girl Education Policy and minimum standards for School WASH |
| Ministry of Finance and Economic Planning | Responsible for mobilizing funds; national budgeting process and budget allocation, coordination of de­velopment partners | Low | Sustainability through WASH financing |
| Water and Sanitation Corporation (WASAC) | Overall responsibility for water and sanitation services in both urban and rural | High | * Rural Water Supply * Urban Sanitation, Districts capacity building, Private Operators and Districts Water Boards National MIS * Water Billing |
| Rwanda Environment Management Authority (REMA) | Responsible for setting up environmental standards and regulations; environmental awareness | Low | * Waste management * Climate change, * Research and funding for water and sanitation technologies that are climate resilient |
| Ministry of Natural Resources (MINIRENA)/Rwanda Natural Resources Authority (RNRA) | Responsible for forestry and nature conservation , lands, integrated water resources management, geology and mining | Low | Integrated Water Resource management |
| Rwanda Utilities Regulatory Agency (RURA) | Ensuring water and sanitation are provided according to the required standards | Low | Water quality and billing |
| Rwanda Housing Authority | Develop and implement housing policies and urban planning strategies; support urban infrastructure development programs under the decentralized structures | Low | Rain Water Harvesting |
| Kigali City Council, | Implementation of the state regulations urban planning, environmental management and WASH at city level | Medium | Urban sanitation |
| Research and policy Think Tanks | WASH related research and education | High | * Innovation for inclusive access * Evidence based planning * Capacity building and advocacy * Impact evaluation |
| National Council of Persons with Disabilities (NCPWD) | Advocacy and social mobilization on issues affecting persons with disabilities in order to build their capacity and ensure their participation in national development | Medium | * National level advocacy work for the development and implementation of WASH programs and policies that benefit persons with disabilities. * Accountability for the government to fulfil, monitor and report on its obligations on PWD |
| Like minded INGOs | Water for People, Living Water, ADRA, PROTOS, AVSI, World Vision, World Relief, Millennium Development, SNV, Africa AHEAD, VSO, etc | High | * District Wide Approach; * Hygiene * Agenda for Change * Advocacy Priorities |
| Private Sector | Advice, design, execute and supervise the establishment of WASH Infrastructure | Medium | * WASH supply chain * Inclusion (design of water & sanitation infrastructures) |
| Development partners and donors | DFID, World Bank, African Development Bank, UNICEF, UNDP, Sida, JICA, USAID, Government of Netherlands through SNV, European Union, UN- Habitat, OFID, OPEC | High | * WASH Funding * Research and Learning |
| Media | Awareness, Information and education | Medium | * Hygiene Behaviour Change Communication * Right Based Approach |

## **Appendix 2. Log Frame Matrix**

|  | **Summary** | **Indicators** | **Means of verification** | **Assumptions** |
| --- | --- | --- | --- | --- |
| **Goal** | To contribute to inclusive and sustainable access to inclusive WASH services in Rwanda with special attention to the lowest quintile | * % increase in WASH coverage * % increase in functionality rate * % increase in WASH access * Improved health in individuals and communities * Satisfaction rate among the vulnerable categories | * Projects baselines, end lines and PIMS * National Surveys | A strong WASH sector with clear mechanisms to fund, deliver and monitor inclusive WASH services in an interrupted manner  *(Sustainability condition)* |
|  |  |  |  |  |
| **Strategic Objectives** | 1. Support the development of systems for quality and timely information for decision making | * 1. Improved sector processes   2. Evidence of use of findings from reviews and researches at all levels   3. Availability of cutting age information on functionality at district and national level | * SWAp documentation * WATSAN Secretariat reports | The overall national IT infrastructure remains favourable |
|  | 1. Improve the capacity of local government and service providers to sustainably provide and manage inclusive WASH services | * 1. # district staff trained in effective management of WASH services   2. # private operators staff trained in effective management of WASH services   3. Existence of Districts WASH investment plans   4. Evidence of organised and responsive private operators   5. Evidence of functional DWBs   6. Average non-revenue water   7. # hours for response to leaks | * Districts JADF reviews * DDPs * Projects baselines, end lines and * PIMS * Districts and national plans/reports * Data from National Utility | The current government’s determination to achieving 100% WASH coverage before 2020 continues to have support at all levels  The national policy for private operators is favourable |
|  | 1. Enhance participation of civil society, communities and media in the realization of the human right to water, hygiene and sanitation. | * 1. Evidence of active communities in the realization of rights to WASH   2. Level of performance on the Agenda For Change plans   3. Evidence of Rwandan WASH sector engagements in regional and pan African agendas | * Projects baselines, end lines and * PIMS * FGDs * National reports * WATSAN Secretariat reports * CP reports | The current CS space doesn’t shrink |
|  | 1. Strengthen the collaboration with the wider development stakeholders to establish the processes and structures that support and promote integration for sustainable development | * 1. Evidence of integration of WASH in Health/education/climate change/IWRM/Economic Development/Livelihoods   2. Existence of endorsed mechanisms for integration at district and national level | * WATSAN Secretariat reports * DDPs * CP reports | High level (inter-ministerial) support for cross sector integration is secured |
|  | 1. Strengthen the sector resource management and financing mechanisms to address WASH needs in a sustainable and equitable manner | * 1. Evidence of fora to openly discuss WASH funding mechanisms with feedback to decision makers | * WATSAN Secretariat reports * National Budget * DDP and budgets * CP reports | The economy of the country remains in good shape |
| **Expected Results** | * 1. Empowered WATSAN secretariat working through a sector-wide approach (SWAP), with the financial support and capacity required. | * + 1. Evidence of a fully staffed WATSAN secretariat     2. Level of multiyear funding for the secretariat | * WATSAN Secretariat reports * JSR | No major restructuring in the Ministry of infrastructure and the WATSAN secretariat is maintained |
|  | * 1. National level MIS system development supported through capacity development and piloting. | * + 1. # organisations involved in the support to the development of national MIS     2. Evidence of functionality of the MIS | * JSR | No recurrent technical challenges with the national MIS |
|  | * 1. District-level tools, systems, processes and mechanisms in place | * + 1. Evidence of functional JADF     2. Availability of District WASH plan     3. # staff completing the set capacity development plan     4. # private Operators completing the set capacity development plan     5. Evidence of active JADF engaging and using reliable information to inform decisions. | * DDP * District reports * JADF reports * District’s performance evaluation reports | Dynamic district team |
|  | * 1. Town-wide and district-wide planning for sanitation modelled in collaboration with WASAC in rural and urban areas. | * + 1. # communities where appropriate WASH has been modelled     2. # urban areas where appropriate WASH has been modelled     3. # districts replicating appropriate WASH     4. # towns/urban areas replicating appropriate | * DDP * District reports * JADF reports * JSR | Openness and readiness of the national WATSAN utility to cooperate |
|  | * 1. Demonstration models for hygiene in institutions, schools and hygiene clubs developed and lessons disseminated and used for advocacy and influencing. | * + 1. # model schools     2. # model Health Facilities     3. # fully successful Community Hygiene Clubs as per the government standards of rating     4. Evidence adoption of demonstrated model in health facilities     5. Evidence adoption of demonstrated model in schools     6. % of people who can correctly identify at least 3 critical times for hand washing     7. Evidences of openness to cross learning among sector players     8. % reduction in open defecation | * District’s performance evaluation reports * JADF reports * MoH reports * MoE reports * National surveys | Openness and readiness of the MoH and the MoE to cooperate |
|  | * 1. Increased community capacity to pay for WASH services | * + 1. Reported increase in households’ capacity to pay for WASH services     2. # Communities engaged in demonstration work | District’s performance evaluation reports | The right capacity to use the HRBA approach is available in WARw teams and partners and the RBA is skilfully introduced |
|  | * 1. Civil Society engaged in the promotion of rights to WASH | * + 1. # of local media organisations engaged in WASH     2. Proof of engagement of the civil society in the promotion of WASH | * Media reports * JADF reports |
|  | * 1. Improved community awareness on rights to WASH | * + 1. Evidence of community awareness on the rights to WASH     2. Proportion of community members actively using provided space to held duty bearers accountable for WASH commitments | * Baselines and end line surveys * JADF reviews |
|  | * 1. Appropriate WASH models developed, lessons disseminated and used for influencing | * + 1. #EcoSan latrines constructed in collaboration with communities     2. # model schools     3. # model Health Centers     4. # institutions replicating the models     5. # districts replicating the integration models | * District’s performance evaluation reports * JSR | Newly established districts leadership teams are cooperative |
|  | * 1. Increased participation of critical cross-sector stakeholders in the sector working group | * + 1. # non-WASH development actors attending Sector Working Groups (SWGs) events | * JSR * WATSAN secretariat reports | Dynamic team in the WATSAN secretariat |
|  | * 1. Strengthened WATSAN secretariat | * + 1. Availability of documentation of WASH sector processes     2. Evidence of proper and timely management of sector processes (SWGs, TWG, JSR, HLM Commitments, Policy reviews, and others)     3. Level of performance against set plans     4. Evidence of increased level of engagements of CSOs in WATSAN Sector Wide Approaches (SWAp) | * WATSAN secretariat reports * JSR | The joint funding to the secretariat is kept |
|  | * 1. District-wide approach established with coordinated, integrated planning. | * + 1. Availability of costed DW WASH plans     2. # districts adopting the DWA as best practice to accelerate WASH access through the A4C     3. % increase in funds allocated to WASH     4. Funding gap in WASH budget     5. Availability of basket funds for sanitation and hygiene     6. Level of support (convenor role) provided to JADF and the WASH commission in districts | * DDPs * JADF reports * WATSAN secretariat reports * Government reports * JSR | The current level of decentralisation of authority and resources at district level is maintained and our engagement through the A4C is successful |
| **Activities** | Details in the CPOP | | | |

## **Appendix 3. WARw’s Risk Management Plan**

| **Risk Category** | **Risk** | **Likelihood** | **Impact** | **Mitigation measure** |
| --- | --- | --- | --- | --- |
| Strategic | The new CP’s focus on knowledge brokerage and championing of collaboration is not be quickly understood and embraced by local government/districts | Medium | High | * Ensure a proper dissemination and buy-in of the new CPS at all levels * Continued dialogue with the Government  on sector priorities * Increased influence on District planning * Ensure quality in all what we do |
| Strategic | Changes in the NGO regulatory environment make it difficult for WARw to deliver on its mandate | Medium | High | * Regular consultations with regulators to be aware of changes * Keep participation in national CSO networks for a unified voice in case of dialogue with government * Keep abreast of any communication from the Directorate General of Immigration and Emigration (DGIE) on the compliance with the 80:20 rule for NGOs spending |
| Strategic | Lack of  donor interest in areas of knowledge transfer and capacity development | Medium | High | * Develop and use compelling communication and fund raising strategies * Create new alliances for  resourcing the CP plans |
| Operational | WARw partners unable to deliver on expected results | Low | High | * Undertake comprehensive partner capacity assessment and review to align partners to their competencies * Rollout capacity development plans to address capacity areas identified * Engage in new partnerships according to the needs to deliver on new results areas * Approved activities, outputs and KPIs included in partnership agreements * Undertake regular and joint  monitoring of progress through quarterly, semi-annual and annual reviews to feed into future planning * Keep the team building plans to enhance  partner understanding of their added value to WA programme |
| Operational | Provision of poor quality infrastructure and or services to communities | Low | High | * Water Quality Testing * Joint field monitoring visits * Implement right success measurements |
| Operational | Staff turn over | Medium | Medium | * Develop and implement a strong People and Organisational Development strategy * Ensure proper change management |
| Operational | New programmatic approaches like HRBA and Integration may be wrongly used thereby causing more harm than benefit in beneficiaries | Medium | Medium | * Capacity development of staff and partners on the programmatic approaches * Use the new approaches through partnerships and alliances |
| Operational | Loosing institutional memory due to IT system failure or weak M&E system and related staffing | Low | High | * Update and implement properly the IT policy * Recruit an IT and communication/Learning person * Ensure development and right management of a strong database |
| Financial | Failure to fundraise adequate funds to implement projects | Medium | High | * Regular monitoring and communication of funding gaps * Programme led funding approach used * Regular  donor scoping and robust fundraising strategy |
| Financial | Fraudulent practices and/or improper utilisation of fund by in staff or partners | Low | High | * Proper dissemination of donor requirements and grants management procedures * Undertake financial controls/verifications and audits  to confirm compliance * Continuous capacity development for staff and partners to improve performance and address internal control weaknesses * Clear MoUs and funding agreements with partners |
| Financial | Loss or misappropriation of assets occurs | Low | High | * Provide insurance cover for all vehicles and office equipment * Due diligence * Timely payment of due taxes to Rwanda Revenue Authority and contributions to Rwanda Social Security Board to avoid fines * Maintain an up-to-date asset register * Undertake annual physical verification of all assets and update status * Use of IT enabled security devices |
| Hazard | Political turmoil and civil unrest occur | Medium | High | * Security awareness * Develop and implement emergency policy and procedures * Subscribe to updates from UN or other relevant organizations * Emphasis on community empowerment through Assets and Rights Based Approaches to ensure that communities and local governments/districts take the lead on community problems regardless of who is in power |
| Hazard | Natural disasters and acts of gods (draughts, earthquake, floods, epidemics, etc) | Low | High | * Embed Disaster Risk Reduction in the design of WASH technologies and programming * Staff and partner capacity building on emergency management |

1. The factors of distance to water source and sharing of sanitation facility are ignored here [↑](#footnote-ref-1)
2. Details are provided in appendix1: Rwanda PESTLE Analysis [↑](#footnote-ref-2)
3. Fourth Integrated Living Conditions Survey, 2014 (EICV4) [↑](#footnote-ref-3)
4. Demographic and Health Survey (DHS), 2015 [↑](#footnote-ref-4)
5. A pictorial presentation of this TOC is found on page 4 of this paper. [↑](#footnote-ref-5)
6. Definition from The District-Wide Approach: Practical Perspectives from East Africa Region, A Thinking Piece by the WaterAid East Africa Regional Leadership Team [↑](#footnote-ref-6)
7. This is a local solution to improving nutrition and economic stability in most vulnerable households championed by the President of the Republic. Families are given a cow and when the cow has a calf they are to pass on the gift to another family with the most need in their community. The programme improves on livelihoods but increases the households’ demand and consumption for water with one cow consuming at least 40 litres of water per day [↑](#footnote-ref-7)
8. Detailed information is reflected in the CP’s Log Frame Matrix in appendix 2 [↑](#footnote-ref-8)
9. Ministry of Infrastructure, Urbanisation and Rural Settlement Sector, Strategic Plan 2012-2018 [↑](#footnote-ref-9)