



Republic of Rwanda
Northern Province
Burera District

“INDACOGORA MU MIHIGO”



DISTRICT DEVELOPMENT STRATEGY

2024 -2029



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I. FOREWORD

It is with immense pride and a spirit of optimism that I present the Burera District Development Strategy (DDS) 2024–2029. This strategic document captures our collective vision to build a resilient, inclusive, and sustainable district. It serves as a foundational roadmap to guide our development efforts striking a balance between social equity, good governance, and economic advancement.

The district's motto, "*Indacogora mu mihigo*" reflects our belief in the power of individual responsibility and community participation in driving meaningful progress.

Located in Rwanda's Northern Province, Burera District boasts stunning natural assets such as Lakes Burera and Ruhondo, and the Virunga Mountains, alongside critical infrastructure like the Butaro Cancer Centre of Excellence. Leveraging these strengths, this District Development Strategy (DDS) outlines a vision to transform Burera into a dynamic center for ecotourism, smart agriculture, and clean industry".

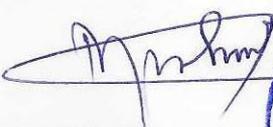
Developed through a participatory approach involving citizens, policymakers, partners, and experts, the strategy reflects both local realities and future ambitions. Development priorities are organized in a structured format—Pillar → Sector → Priority—resembling a 3D matrix, with further details provided in annexes. Each priority includes specific annual targets, indicators, and baselines to facilitate effective monitoring and evaluation.

The DDS offers a solid foundation for inclusive development by emphasizing community empowerment, institutional strengthening, good governance, and quality service delivery. Aligned with national priorities and Rwanda's long-term vision, it reflects a shared commitment to ensuring no one is left behind. The total estimated budget for implementing the 2024–2029 strategy is RWF 209.3 billion, representing the projected financial needs over the five-year period.

We call upon all stakeholders and partners to collaborate in bringing this vision to life. Let us work together to tackle today's challenges and embrace tomorrow's possibilities transforming Burera into a model of inclusive development and sustainable progress.

With unity, purpose, and determination, we will shape a district we are proud to call home.

Sincerely,


MUKAMANA Soline
Mayor of District



II. EXECUTIVE SUMMARY

Beautifully cradled between the volcanic peaks of the Virunga Mountains and the breathtaking twin lakes of Burera and Ruhondo, Burera District is located in Rwanda's Northern Province and shares a border with Uganda, giving it strategic importance for trade and regional cooperation. Home to above 387,729 people, most of whom depend on agriculture, livestock, and small-scale trade for their livelihoods, the district is also known for the world-renowned Butaro Cancer Hospital, a center of excellence in healthcare that serves communities across Rwanda and beyond. It is blessed with fertile volcanic soils, thriving wetlands such as the Rugezi marshes, and hydropower potential from the Ntaruka stream linking the lakes. At the heart of this remarkable landscape are the people of Burera- hardworking, resilient, and deeply rooted in a rich cultural heritage. This District Development Strategy (DDS) is crafted with them in mind, guided by the vision of achieving a healthy, prosperous, and empowered population and position Burera as a vibrant center of ecotourism, smart agriculture, and clean industry.

Between 2018 and 2024, Burera District made significant progress through its first District Development Strategy, creating 23,500 jobs and reducing youth unemployment from 23.3% to 18%, while improving agricultural productivity and expanding terraced land for better soil conservation. Social gains included a rise in electricity access from 23.4% to 51%, improved sanitation from 81.2% to 93.6%, increased health insurance coverage to 93.5%, and a drop in under-5 stunting to 32.4%, although access to improved drinking water declined from 83.2% to 65.7%. Education indicators showed modest improvements, poverty declined sharply from 50.4% to 21.79%, citizen satisfaction with local governance reached 76.2%, and strong performance was seen in gender parity (1.17) and early childhood development access, which rose from 36.8% to 78%.

Burera DDS underscores the importance of investing in people and infrastructure to drive sustainable development. It aims to improve access to quality education and healthcare, particularly at the community level, while reinforcing social protection to enhance citizens' well-being. Simultaneously, the strategy prioritizes upgrading roads, expanding access to electricity and clean water, and promoting digital inclusion to boost economic opportunities and ensure effective service delivery across the district. The Burera DDS emphasizes inclusive economic development by fostering a business-friendly environment that attracts investment in key sectors like agribusiness and tourism, while actively supporting youth entrepreneurship, SMEs, and cooperatives to boost jobs creation for Job creation has been the priority of the country. To safeguard the district's natural assets, it promotes climate-smart practices such as reforestation, soil conservation, and sustainable land use, aimed at enhancing environmental sustainability and resilience to climate change. Additionally, the strategy commits to strengthening governance by improving institutional capacity, promoting transparency, and ensuring equitable, responsive public service delivery rooted in active citizen engagement.

The Burera District Development Strategy (DDS) 2024–2029 was developed through a participatory process that reflects the collective vision of the district's residents. It outlines a clear path toward inclusive and sustainable transformation by leveraging local strengths and encouraging collaborative efforts. The strategy's implementation is projected to require a total budget of RWF 211,9 billions over five years.

III. ABBREVIATION AND ACRONYMS

ANC	Ante Natal Care
BDF	Business Development Fund
CB	Capacity building
CBHI	Community-Based Health Insurance
CBP	Capacity Building Plan
CRC	Citizen Report Card
CRVS	Civil Registration and Vital Statistics
CSO	Civil Society Organization
DAF	Administration and Finance Department
DDS	District Development Strategy
DP	Development Partner / Donor Assisted Project
DS	Direct Support
EAC	East African Community
ECD	Early Childhood Development
EIA	Environmental Impact Assessment
EICV	Integrated Household Living Conditions Survey
FRW	Rwanda Franc
FS	Financial Support (Services)
GIS	Geographic Information System
ICPC	Integrated Craft Production Center
ICT	Information and Communications Technology
IDP	Integrated Development Program
IREMBO	Integrated Rwanda E-services Management and Business Online
JADF	Joint Action Development Forum
JRLO	Justice, Reconciliation, Law & Order
Km	Kilometer
LED	Local Economic Development
LFA	Logical Framework Analysis
LODA	Local Administrative Entities Development Agency
MDG	Millennium Development Goal
MEIS	Monitoring and Evaluation Information System
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MoV	Means of Verification
PCM	Project Cycle Management
PME	Planning, Monitoring and Evaluation
USD	United States Dollar
VUP	Vision Umurenge Program
SACCO	Savings and Credit Cooperative
TVET	Technical and Vocational Educational Training
VSLA	Village Savings and Loan Associations
SAS	Seasonal Agricultural surveys

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VII. INTRODUCTION

Burera District, located in the Northern Province of Rwanda, plays a strategic role in advancing the country's national development aspirations under Vision 2050. As of the most recent data (5RPHS Census, 2022), Burera is home to above 387,729 residents, with a population density of around 682 persons per square kilometer. The District is predominantly rural, with only 11.3 % of the population living in urban areas and is endowed with rich natural resources including 52,774 hectares of arable land, Lakes Burera and Ruhondo, and the Virunga mountain foot hills offering significant potential in agriculture, tourism, and renewable energy. However, Burera still faces several development challenges: the poverty rate stands at 21.79%, with youth unemployment at 18%; infrastructure gaps remain significant, as only 52.7% of households have access to electricity and 80.8% to improved drinking water. The District also struggles with climate-related vulnerabilities due to its hilly terrain, limited private sector investment, low revenue collection capacity, and skills gaps in critical sectors, all of which impact service delivery and inclusive growth.

The Second District Development Strategy (DDS-2) for the period 2024–2029 is formulated in alignment with the Second National Strategy for Transformation (NST2) and serves as the district's main planning instrument to guide coordinated, inclusive, and results-driven development over the next five years. It provides a clear roadmap to address the district's specific challenges and leverage its unique potentials in sectors like agriculture, agro-processing, education, infrastructure, and tourism, while promoting good governance and social equity. The DDS-2 is also designed to localize national priorities, ensure strategic alignment with Sector Strategic Plans (SSPs), and contribute meaningfully to the attainment of Rwanda's long-term development goals outlined in Vision 2050.

The development of DDS-2 followed a participatory, inclusive, and evidence-based approach. It began with a comprehensive desk review of key national and local policy documents, including Vision 2050, NST2, SSPs, decentralization frameworks, and previous district performance reports. This was complemented by extensive stakeholder consultations involving key informant interviews, focus group discussions, and validation workshops with local authorities, technical staff, civil society, development partners, and community representatives. The process ensured that the strategy is both technically sound and community-owned, built on real needs and informed by lived experiences. The result is a forward-looking, actionable strategy that will guide Burera District in achieving inclusive growth, enhanced service delivery, environmental resilience, and good governance over the next planning cycle. Its overall goal is to achieve a healthy, prosperous, and empowered population and position Burera as a vibrant center of ecotourism, smart agriculture, and clean industry.

A rigorous, evidence-based approach guided strategy development, combining desk reviews of national and local frameworks with extensive primary data collection through interviews, focus groups, and workshops. This ensured the DDS is both technically sound and locally owned, reflecting community priorities and district aspirations. Ultimately, the strategy is designed to deliver responsive, resilient, and inclusive development over the next five years, positioning districts like Burera to lead in Rwanda's transformation journey.

2.2. District achievements

Between 2018 and 2024, Burera District made significant strides **in economic transformation**, Burera district demonstrated notable progress in implementing its first District Development Strategy (DDS), reflecting strong improvements across multiple sectors aligned with Rwanda’s national development goals. Economically, Burera created 23,500 new decent and productive jobs, contributing to a reduction in youth unemployment nationally from 18.7% in 2018 to 18.5%¹ in 2024, nearing the national average of 17.5%. Agricultural productivity improved for key crops: wheat increased from 1,300 MT to 1,445 MT, beans from 1,440 MT to 1,760 MT, and maize from 375 MT to 412 MT, although Irish potato production slightly declined from 42,000 MT to 39,601 MT. Significant land management advances were made, with the area under radical terraces expanding from 5,582 ha to 7,254.9 ha and progressive terraces from 2,347 ha to 5,404.89 ha, enhancing soil conservation and crop yields. Financial inclusion remained high, with formal financial inclusion reaching 96%, above the national 92%.

The district made significant progress in **social transformation** by enhancing education, health, and social protection. The progress was made strides in infrastructure and social indicators. Household access to electricity more than doubled from 23.4% to 51%, and urbanization grew to 9.9%, though still below the national rate of 27.9%. While improved drinking water access dropped from 83.2% to 65.7%, improved sanitation coverage increased from 81.2% to 93.6%, closely matching the national average of 94%. Health outcomes improved, with under-5 stunting decreasing to 32.4%, health insurance coverage rising to 93.5%, surpassing the national average of 85.3%. In education, the net enrollment rate in pre-primary improved from 28.9% to 36.9%, though still below the national average of 45%. The dropout rate in primary schools decreased from 9.5% to 8.5%, and the pupil-to-trained-teacher ratio improved slightly from 62:1 to 58:1, better than the national ratio of 59.5:1.

In the realm of **transformational governance**, service delivery improved significantly through digital platforms like Irembo and upgraded administrative infrastructure. The poverty rate dropped significantly from 50.4% to 21.79%, outperforming the national average of 27.4%, although extreme poverty data were not available for 2024. Citizen satisfaction with local governance increased to 76.2%, close to the national level of 76.5%. Access to early childhood development (ECD) services surged from 36.8% to 78%, matching national coverage. Gender parity in secondary education remained strong, with a net attendance ratio of 1.17, well above the national average of 1.01, signaling gender balance favoring girls. The following table summarize the progress made for key indicator compare to national average in 2024.

Table 1:

¹Labour Force Survey annual report 2024

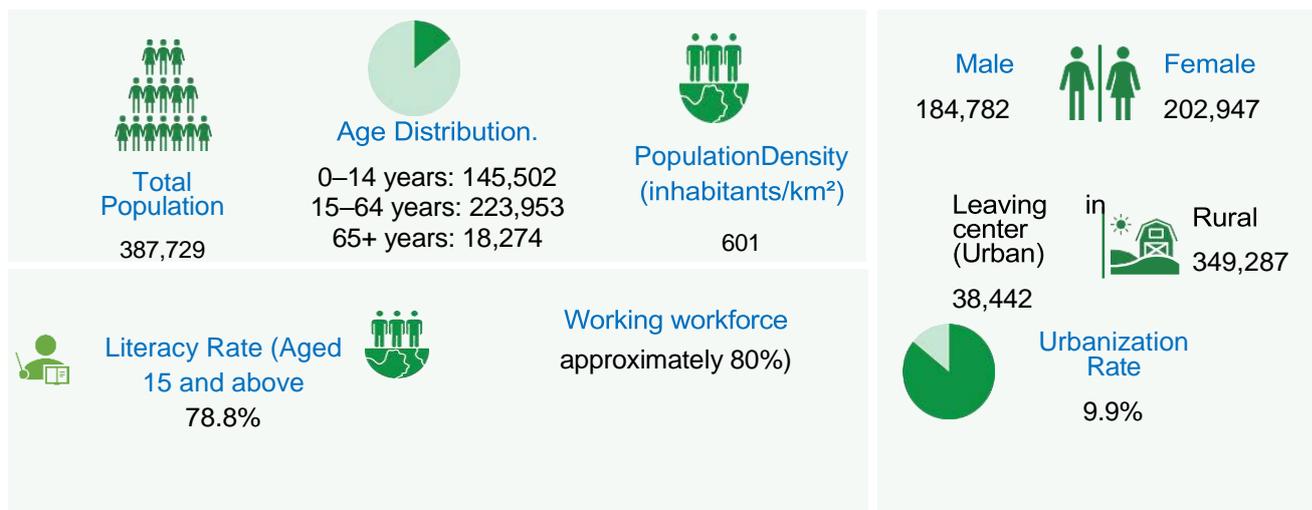
Progress made under First DDS implementation 2018-2024

Progress made between 2018-2024			
Indicator	Burera status 2018	Progress as of 2024	Comparison with national Average 2024
Poverty rate (%)	50.4%	21.79%	27.4%
Extreme poverty (%)	23.0%	-	5.4%
Unemployment rate (%)	23.3%	18%	17.5%
Literacy rate (15+, %)	65%	92.8%	78.8%
Electricity access (% of households) on grid	23.4%	51%	57.4%
Electricity access (% of households) off grid	5.1%	7.79%	24.8%
Urbanization rate (%)	-	9.9%	27.9%
% of villages with access to improved drinking water	83.2%	65.7%	90.6%
Improved sanitation coverage (% of households)	81.2%	93.6%	94%
Under-5 stunting (%)	-	41.6%	32.4%
Health insurance coverage (%)	77.4%	93.5%	94.6%
Financial inclusion (%)	72%	-	96%
Formal financial inclusion (%)	92%	96%	92%
Digital financial service use (%)	53%	-	73%
% of rural HHs living in integrated planned rural settlements	-	79.8%	68%
Net enrolment rate in pre-primary	28.9%	36.9%	45%
Dropout rate in Primary	9.5%	8.5%	5.5%
Pupil Trained Teacher ratio in Primary	62:1	58:1	59.5
Citizen satisfaction with local governance (%)	72.5%	76.2%	76.5%
Access to early childhood development (ECD) services (%)	36.8%	78%	78%
Gender parity index (GPI) in secondary education (Net Attendance (NAR)	1.17	1.17	1.01
Level of quality service delivery	72.5%	76.2%	76.5%

Source: District administrative reports, EICV7, RPHC 2022, Fin-Scope Survey 2024, EICV5, Rwanda labor force survey 2018, Citizen Report card 2024, EICV4,

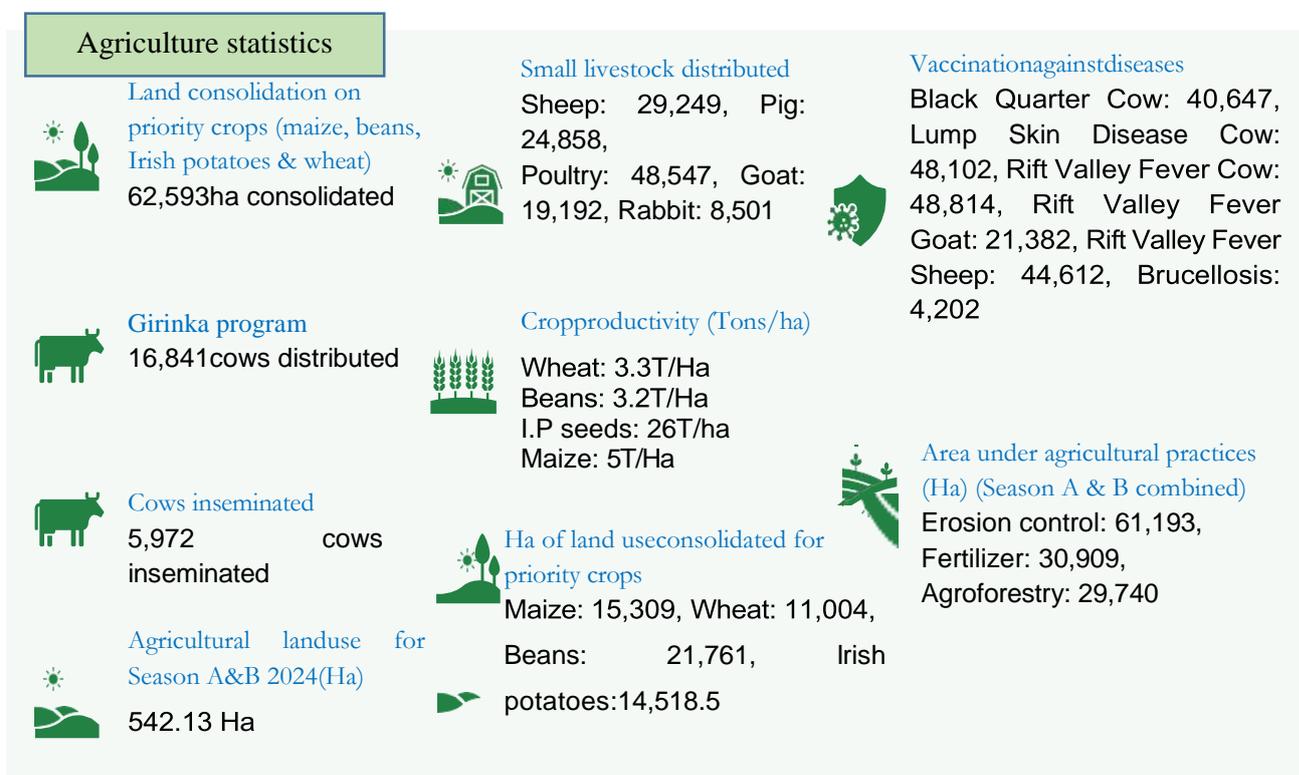
2.2.1 Other socio-economic indicators

Figure 2: Demographic characteristics



Source: Population and Housing Census (NISR,2022)

Figure 3: Economic transformation pillar



Transport statistics

 <p>Transport sector (#of kilometers of Asphalt roads constructed) 15kms</p>		<p># of kilometers of feeder roads constructed 158.9 kms feeder road 374.5 murrum roads</p>		<p># of Bridges constructed 5 Bridges</p>
 <p># Street Lighting Installed 0 km</p>		 <p>Tax & bus parks constructed 1 Parking constructed</p>		

Water & sanitation and Urbanization

 <p>% HHs with Electricity 7.79%</p>	 <p>Households Using Clean Cooking Energy 72%</p>	 <p>Access to electricity through construction of electric lines MV: 91km and LV: 547km constructed</p>
 <p>% of households with metal Coorugated iron sheets roofing Materials 90.10%</p>	 <p># of IDPs models' villages constructed 3 Model Villages</p>	 <p>Rural and urban settlement planned 79.80%</p>
 <p>% of Households using an improved water source 88.4% (5th RPHC 2022)</p>	 <p>% Households with Electricity (off grid + Grid) 67.40%</p>	 <p>Basic or Shared Latrines 86% of households</p>

PSDY statistics

 <p>#of handcraft integrated centers & modern markets 4modern markets Constructed 3 seling points</p>	 <p># of handcraft integrated centers 1agakiriro constructed-and operationalized (Base ICPC)</p>	 <p># of productive jobs created 7,958 decent jobs created</p>
 <p>MSMEs for Youth & Women coached to access finance 309 supported</p>	 <p>Status of EJOHEZA program (# of savings) Savings: 223,266,616/ 300,000,000 (74.4%)</p>	
 <p># of Tourist site identified 57.2 camping sites & 3 touristic sites</p>	 <p>Number of hotels & motels 4 hotels</p>	

Figure 4: Social transformation pillar

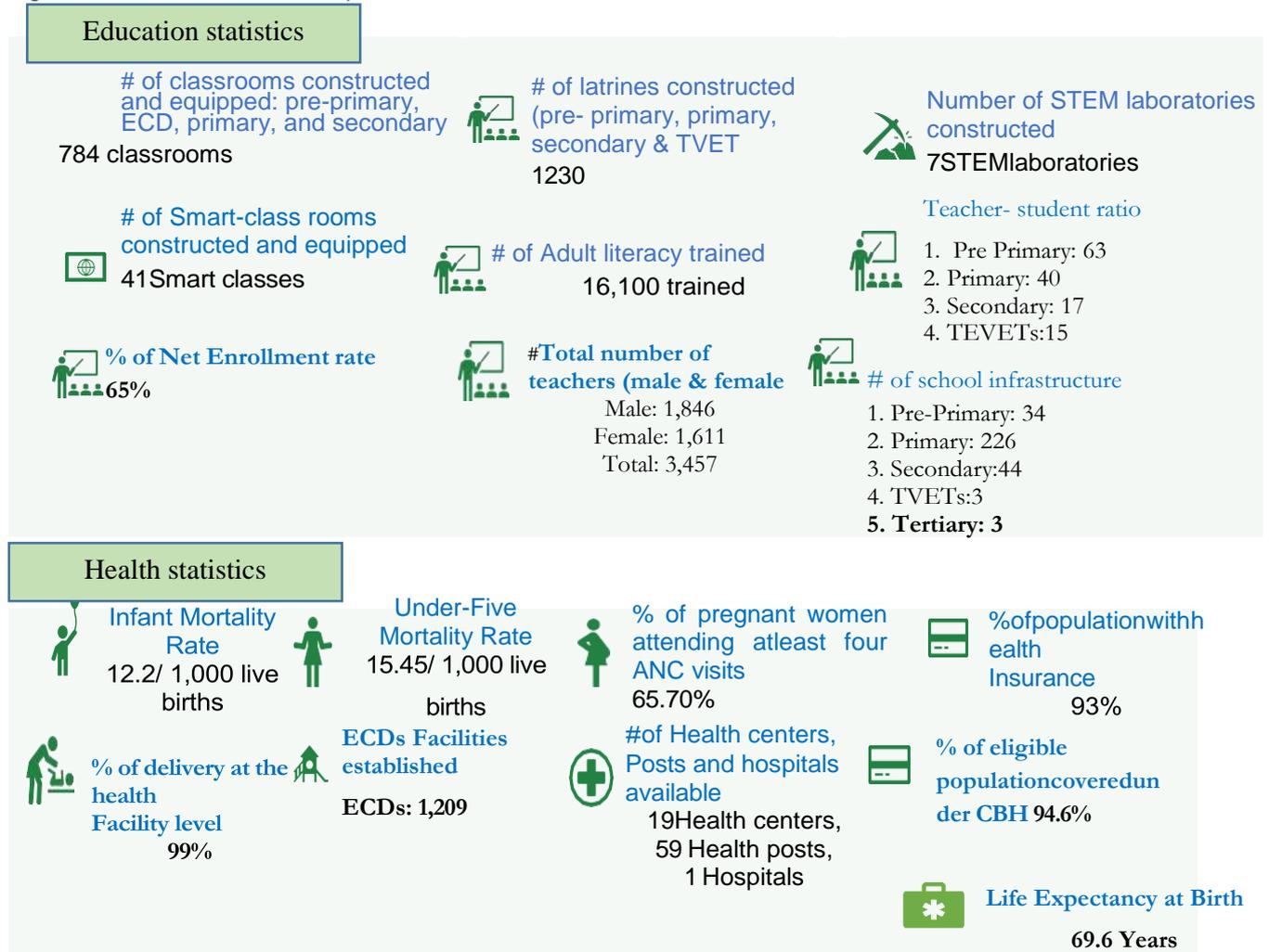


Figure 5: Transformational Governance Pillar

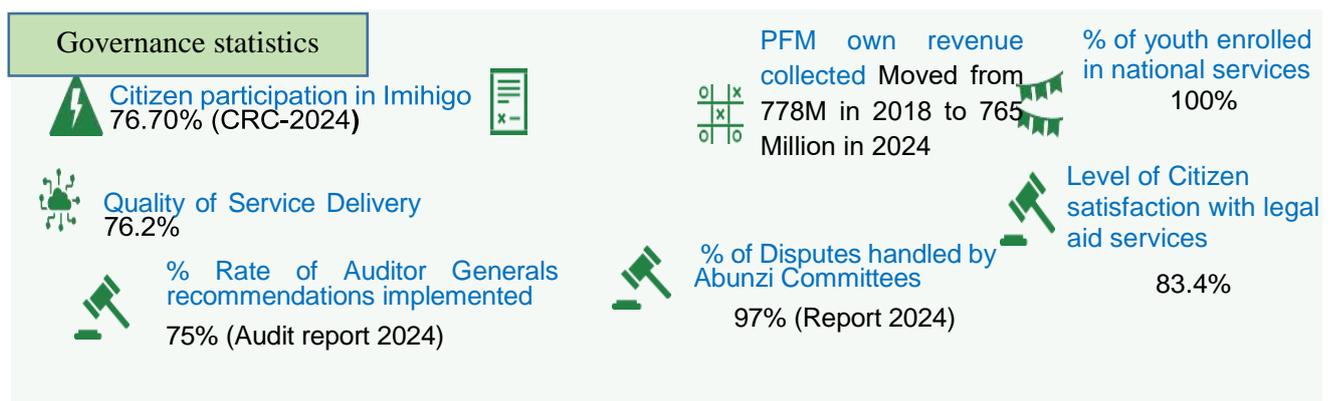
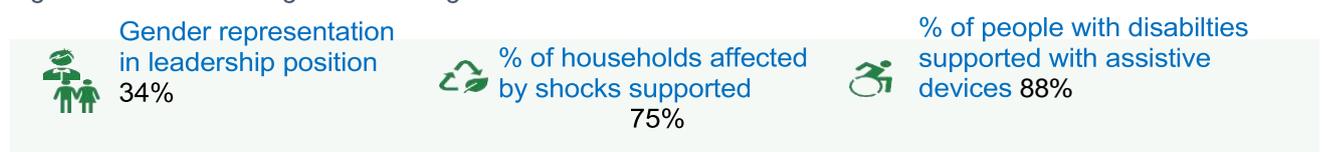


Figure 6: Mainstreaming Cross cutting issues



2.2. District Challenges

Despite notable progress in multiple sectors, Burera District still grapples with persistent challenges that impede its socio-economic transformation. These challenges cut across economic, social, and governance spheres, impacting service delivery, infrastructure development, environmental sustainability, and overall quality of life for residents.

Table 2: Key challenges

Sector	Key Challenges
Agriculture and Livestock	Burera District faces challenges of inadequate feeder road infrastructure limiting market access, land degradation from erosion and deforestation, and high climate vulnerability compounded by insufficient irrigation systems.
Climate, Environment & Natural Resources	District grapples with land scarcity, environmental degradation, and the impacts of climate change such as droughts and floods exacerbated by deforestation, poor waste management, biodiversity loss, and widespread soil erosion.
Private Sector Development and Youth Employment	District faces limited financial resources, a skills mismatch between youth and labor market demands, inadequate business-supporting infrastructure, and low entrepreneurial activity, high labour underutilization 68.72%, low employment to population ratio 52.76% all of which constrain employment and economic growth.
Transport Sector	District faces substandard road infrastructure, limited connectivity due to difficult terrain, high transportation costs, and budget constraints that hinder infrastructure development.
Energy sector	Rural areas face limited electricity access, heavy reliance on biomass, financial constraints for energy projects, and inadequate energy infrastructure.
Urban Growth and Rural Development	District faces urbanization challenges including insufficient infrastructure, ineffective land use management, service strain from population growth, environmental degradation, and limited financial investment.
ICT (Digital Transformation)	Burera District faces digital transformation challenges due to inadequate IT infrastructure, limited ICT skills, insufficient funding, poor policy coordination, and low digital literacy.
Financial Sector Development	Burera District faces economic growth constraints due to restricted access to financial services, low financial literacy, overreliance on agriculture, limited investment opportunities, and challenges in scaling microfinance.
Education	Burera District's education sector is challenged by a shortage of classrooms and latrines, inadequate teaching resources, poverty-related access barriers, and a growing demand for more trained teachers.

Health	Healthcare is hindered by limited infrastructure, a shortage of skilled workers, financial and transportation barriers, and frequent shortages of essential medicines.
Water and Sanitation	Access to clean water is limited due to poor maintenance of infrastructure, insufficient community engagement, financial constraints, and environmental challenges affecting water quality.
Social Protection	High poverty rates, youth unemployment, limited service delivery infrastructure, reliance on subsistence farming, stunting and malnutrition remain significant challenges that continue to require focused attention
Governance & Decentralization	Burera District faces challenges of insufficient financial resources, a shortage of skilled personnel, limited citizen involvement, service delivery gaps, and weak accountability and transparency.
Justice, Reconciliation, Governance, Laws and order	Burera District faces limited access to justice services, capacity challenges within justice institutions, sustainability issues in reconciliation efforts, difficulties upholding the rule of law, and insufficient resources for safety and security.
Sports & Culture	Burera District struggles with a lack of sports and cultural facilities, insufficient funding, low community participation, limited talent development capacity, and gaps in policy implementation
Public Finance Management	Burera District faces challenges in technical capacity, audit and compliance, transparency, accountability, and limited capacity for local revenue generation.

2.3. Potentialities

Burera District is rich in untapped resources and economic opportunities, which hold significant potential for inclusive and sustainable development. Its natural assets, strategic location, and skilled human capital provide a strong foundation for investment, job creation, and value chain development across key sectors. The district also boasts various promising local economic development opportunities that can drive sustainable growth, foster job creation, and contribute to community development

Table 3: Key potentialities

1. **Agricultural Development:** Burera District benefits from a favorable climate, fertile volcanic soils, and productive marshlands, providing excellent conditions for diverse crop cultivation and strong livestock potential, especially in milk production. This creates significant opportunities for both local consumption and export-oriented agricultural growth.
2. **Trade and Transport Opportunities:** The district's proximity to Uganda and the Cyanika border post presents opportunities for trade and transportation, facilitating economic exchange and boosting local businesses.

3. **Mineral Resources:** The rich mineral deposits in the area, including clay, sandstone, wolfram, and coltan, hold significant potential for development. Attracting investors can transform these resources into thriving sectors, generating income and creating job opportunities for the local population.
4. **Ecotourism and Natural Attractions:** The presence of Lakes Burera and Ruhondo, Urugazi Wetland, and Birunga National Park presents opportunities for ecotourism. The region's natural beauty and biodiversity can attract tourists, promoting conservation and providing economic benefits to the local community.
5. **Cultural Heritage:** The district's scenic and cultural sites (e.g., Agahunga k'Abarashi, Ntagara Hill, and various historic locations) can be leveraged for cultural tourism, providing an avenue for showcasing the local heritage and attracting visitors interested in cultural experiences.
6. **Biodiversity:** The area's rich biodiversity, especially in wildlife and bird species, can support conservation initiatives and tourism activities, further enhancing economic potential.

2.4. Stakeholders' analysis

District emphasizes the importance of stakeholder collaboration for sustainable development. Through the Joint Action Development Forum (JADF), diverse actors contribute to planning, advocacy, innovation, and resource mobilization. This inclusive approach strengthens local ownership, enhances partnerships, and ensures responsive, resilient development aligned with community needs.

Table 4: List of District stakeholders and their respective roles in DDS implementation

Stakeholder category	Role	Level of Influence	Level of Interest	Engagement Strategy	Communication Needs
Local Government	Policy and programs implementation, community mobilization and creating enabling environment for investment and engagement	High	High	Active involvement in planning, budgeting, implementation, monitoring and evaluation.	Coordination meetings and reports
Central Government Institutions	Sector-specific policy guidance, oversight, capacity building, resources mobilization and creating enabling environment for investment and engagement	High	High	Consultation and coordination Meetings	Periodic reports and Meetings
Financial service providers	Facilitating access to finance, supporting community investments, and promoting corporate social responsibility initiatives.	High	Medium	Facilitation and stakeholder coordination meetings	Awareness campaigns, social media platforms and information sharing sessions
Development partners and International organizations	Provide technical and financial support	High	Medium	Policy dialogue, MoUs, Joint Sector Reviews and Information sharing sessions	Regular coordination meetings, Reports, and joint monitoring missions
Academia and Research Institutions	Provide technical knowledge, conduct studies and generate data for evidence-based decision making	Medium	Medium	Building collaboration mechanisms in research, assessment and studies MoUs	Meetings sessions and report sharing
Private Sector (PSF & Cooperatives)	Investment, job creation, local development and corporate social responsibility	High	High	Representation in the District council and participation in JADF Meetings	Meetings and Information sharing sessions

Stakeholder category	Role	Level of Influence	Level of Interest	Engagement Strategy	Communication Needs
Media	Awareness Advocacy and Information dissemination	High	High	Press conferences and open and accountability days	Public relations officers and reports
CSOs, (FBOs, CBOs, NGOs)	Provide services, Advocacy, Technical and financial support	Medium	Medium	Policy dialogue, MoUs, Joint Sector Reviews and Information sharing sessions	Regular coordination meetings, Reports, and joint monitoring missions

Over 80 development partners have driven significant progress in Burera District, particularly in Agriculture, Education, and Social Protection, benefiting thousands of households. However, sectors like Digital Transformation, Urbanization, Transport, and Energy remain under-supported, highlighting the need for better coordination and targeted partner engagement to ensure balanced development and achieve the district’s sustainable goals by 2029.

IX. STRATEGIC FRAMEWORK

3.1. DDS Strategic Orientation

Burera District's Development Strategy (DDS) 2024–2029 is derived from Sector Strategic Plans and is fully aligned with Rwanda's National Strategy for Transformation (NST2), while contributing to the long-term vision articulated in Vision 2050. This strategic framework outlines key priorities that will guide the district's leadership and stakeholders over the next five years. It sets a clear direction across core pillars, being: economic transformation, social transformation, and transformational governance. Through the effective implementation of these priorities, Burera District aims to make a significant contribution to national development goals and the realization of a prosperous, inclusive, and resilient Rwanda.

3.1.1. Vision and Mission

Vision: Burera district's vision is to "Achieve a healthy, prosperous, and empowered population thriving in harmony with nature in a high performing District that is recognized as a vibrant center of ecotourism, smart agriculture, and clean industry".

Mission: Burera district's mission is to foster inclusive and sustainable development by placing people at the heart of progress, ensuring equitable access to financial resources, quality services, and opportunities for self-reliance. We will:

- Promote unity, reconciliation, and peaceful coexistence to strengthen social cohesion and shared identity.
- Implement national policies and programs that enhance governance, accountability, and local development.
- Advance economic growth through smart agriculture, ecotourism, and clean, environmentally responsible industries.
- Embrace innovation and technology to improve productivity, service delivery, and market competitiveness.
- Ensure sustainable development and poverty reduction through inclusive economic opportunities and climate-smart practices.
- Safeguard the security, well-being, and natural heritage of all residents for present and future generations.

Goals: *To realize its vision, Burera District has established the following goals:*

- Enhancing sustainable production, productivity, and value addition in key primary sectors, including agriculture, tourism, and mining.
- Expanding and improving strategic infrastructure to support the efficient utilization of primary growth potentials.

Objectives: The district's goals will be achieved through the following key objectives:

- Developing food value chains for 5 priority crops (maize, wheat, irish potatoes, beans and vegetables) milk, fish production and coffee aiming for a 50% increase in production by 2029.
- Strengthening the tourism sector by creating a master plan focused on key sites like Kabona, Kabazungu, and Ruhanga around Lakes of Burera and Ruhondo, Rugezi Wetland, and Birunga National Park. The region's natural beauty and biodiversity can attract tourists, promoting conservation and providing economic benefits to the local community with the goal of tourism contributing up to 30% of the district's revenue by 2029.
- Exploring and enhancing mineral value chains of clay, sandstone, wolfram, and coltan to develop Burera's mining sites and quarries for economic growth.
- Expanding infrastructure and improving the investment climate to support the development of identified value chains for District's proximity to Uganda and the Cyanika border post which present opportunities for trade and transportation,

3.1.2. Pillars, priorities setting and innovation

To realize its vision of inclusive and sustainable development, Burera District has set strategic objectives focused on economic growth, infrastructure development, human capital advancement, and social cohesion. These objectives aim to transform the district across multiple sectors in alignment with national priorities and Vision 2050.

Boost Economic Transformation through Agro-Business and Mining Development

- Enhance agricultural production and productivity by strengthening value chains for priority crops such as maize, beans, irish potatoes, coffee, and livestock (cattle, pigs, and poultry).
- Promote agro-processing and commercialization to increase farmers' incomes and food security.
- Increase sustainable mining output by introducing modern technologies, building a skilled workforce, and adopting environmentally friendly practices to protect ecosystems.

Expand and Modernize Hard and Soft Infrastructure

- Upgrade the district's road network coverage from 35% to 75% by 2029, improving quality, accessibility, and maintenance to boost trade and mobility.
- Promote urbanization and planned rural settlement by developing infrastructure, public services, and residential facilities to improve living standards and attract investments.
- Ensure 100% household access to clean and reliable water by expanding water supply systems and maintaining infrastructure.
- Increase energy access through on-grid and off-grid solutions, targeting full district coverage with sustainable and well-maintained systems.
- Strengthen ICT infrastructure to support digital transformation in public administration and local businesses, enabling e-governance and digital service delivery.

Develop a Skilled and Empowered Population with an Improved Quality of Life

- Advance access to quality education, healthcare, and social protection services to enhance overall well-being.
- Promote vocational and technical training to build a capable workforce aligned with market demands.
- Expand financial inclusion by improving access to banking services, promoting digital finance, and streamlining financial institution processes.

Foster a Cohesive and Values-Driven Society

- Strengthen social unity and resilience by promoting Rwandan cultural values, civic education, and community engagement.
- Support initiatives that build social capital, prevent conflict, and reinforce peace and security across communities.
- Encourage citizen participation in governance, planning, and service delivery to build trust and shared ownership of development.

These objectives will serve as the foundation for the 2024–2029 District Development Strategy, driving Burera’s continued transformation into a prosperous, inclusive, and resilient district.

The four core pillars guiding Burera’s strategic direction include:

Economic Transformation: Enhance agricultural productivity and sustainability in Burera District by promoting agro-processing, value addition, agribusiness development, and private sector investment. Strengthen value chains, improve market access, and increase employment opportunities through local entrepreneurship, SMEs and cooperative models. Improve access to reliable and climate-resilient infrastructure, including road networks, energy, water supply, sanitation, and ICT connectivity. Develop integrated transport systems to enhance citizen mobility, service delivery, and local economic integration.

Social Transformation: Expand access to quality education, healthcare, and social protection to improve human capital and the overall well-being of citizens. Strengthen community resilience against natural shocks and disasters and promote equitable access to basic services for vulnerable populations.

Transformational Governance: Strengthen local governance institutions, enhance transparency, citizen participation, and accountability in public service delivery. Promote performance-based planning and monitoring systems such as Imihigo to improve institutional efficiency and responsiveness.

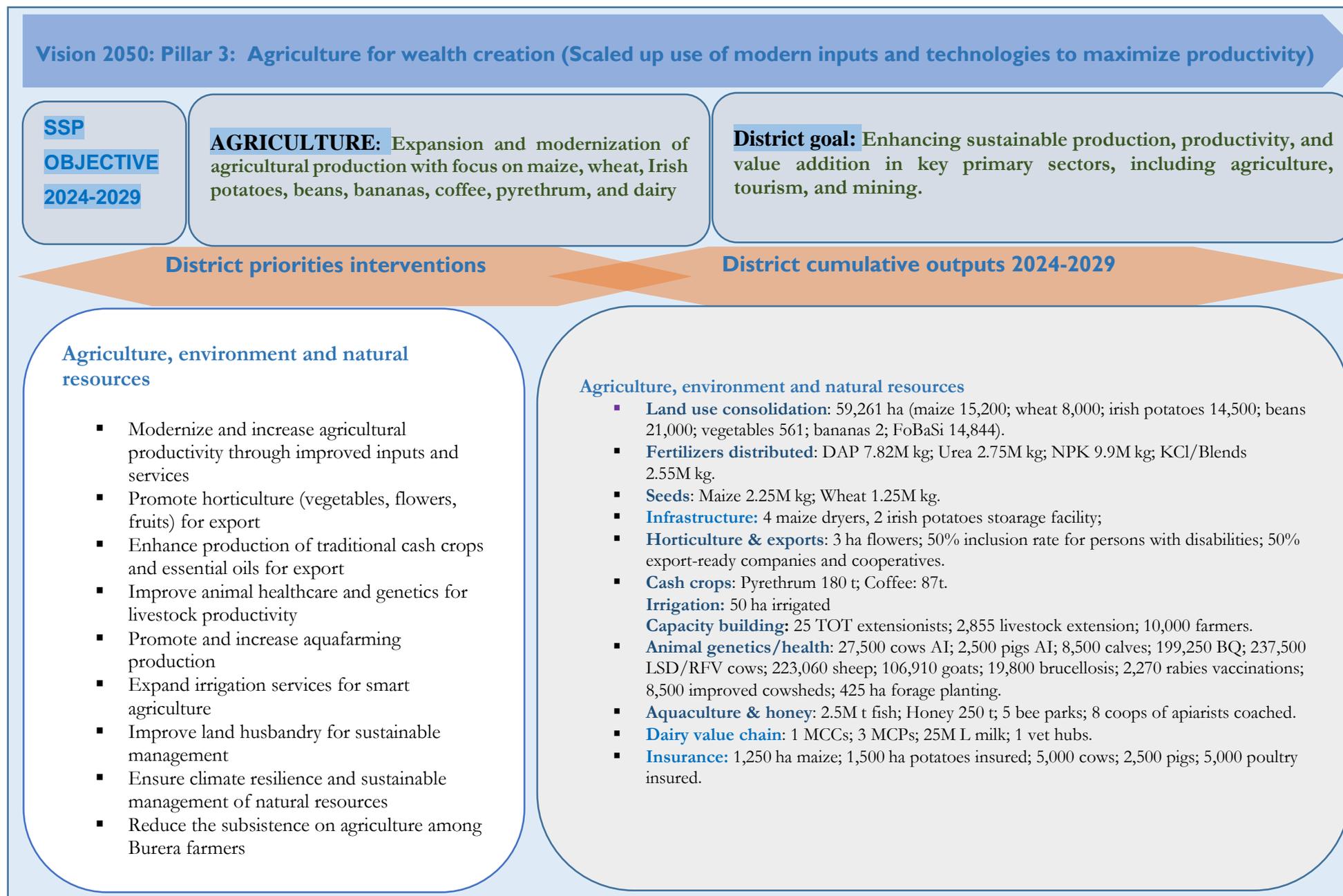
Crosscutting Priorities: Mainstream critical crosscutting issues across all sectors, including gender equality, youth empowerment, environmental sustainability, disability inclusion, disaster risk reduction, and climate change adaptation. These priorities ensure inclusive development and that no one is left behind in the district’s transformation journey.

3.2. Priorities setting and Innovation

The *Burera District Development Strategy (DDS) 2024–2029* is built upon five strategic pillars that address the district’s key development challenges while aligning with national priorities and long-term aspirations. These pillars form the foundation for targeted interventions designed to stimulate inclusive growth, improve service delivery, and strengthen resilience across communities. Annex 1 provides a detailed breakdown of priority focus areas organized by Pillar, Sector, Subsector, and specific Interventions for the 2024–2029 implementation period. Each intervention is aligned with relevant Sector Strategic Plans (SSPs) and national policies as guided by respective line ministries and agencies. This alignment ensures coherence with national development frameworks and enhances the effectiveness and coordination of the district’s implementation efforts.

3.2.1. Economic Transformation Pillar

Figure 7 : Priority Areas under the Economic Transformation Pillar



Pillar 4: Urbanization and Agglomeration (Ease of mobility and efficient transport)

**SSP
OBJECTIVE
2024-2029**

TRANSPORT: Expand road infrastructure network from 35% (status) to 75% by 2029, focusing on road quality and accessibility, and ensuring proper maintenance and connectivity

District goal: Expanding and improving strategic infrastructure to support the efficient utilization of primary growth potentials

District priorities interventions

Transport

Improve rural and urban transportation services

Improve rural and urban transportation services

- Prioritize feeder road connectivity
- Construct asphalt/chipseal roads
- Build and rehabilitate bridges
- Prioritize feeder road connectivity
- Construct asphalt/chipseal roads
- Build and rehabilitate bridges

Energy, water and sanitation, urbanization and rural settlement

- Ensure all households are settled in planned settlement sites
- Increase electricity access
- Adoption of new technologies in cooking.
- Promotion of access to cleaning water
- Development of rural and urban Settlements
- Developing physical plans and providing basic infrastructures within all urban areas
- Implementation of Masterplan approved

District cumulative outputs 2024-2029

Transport 2024-2029

- **Road works:** 59.05 km asphalt; 63 km beautified/greened; 40 km cheap-seal; 75 km feeder roads; 1,175 km maintained.
- **Structures:** 5 bridges rehabilitated; 5 trail bridges constructed; 5 public toilets; 1 motorboat procured

Energy (2024–2029)

- **Connections:** 85 productive users; 45,360 households.
- **Clean cooking:** 40,000 clean stoves.
- **Infrastructure:** 63 km public lighting; 100 km network rehab.

Water and sanitation (2024–2029)

- **Infrastructure:** 1 treatment plant; 230 km supply systems constructed & 230 km rehabilitated.
- **Coverage:** 5,655 households

Urbanisation & Settlement (2024–2029)

- **Planning & relocation:** 1 land-use master plan; 748 households relocated; 464 physical plans; 1,177 ha expropriated.

Vision 2050: Pillar 2: Competitiveness and Integration (Modern and innovative service sectors driving transformative growth)

SSP-

OBJECTIVE

2024-2029

PSDYE: Enhance agricultural productivity of Burera district's and diversify the economy by promoting agro-processing, value addition, and private sector investment.

District priorities interventions

PSD & Youth employment and Financial Sector

- Provide Business Development Services to new startups and existing MSMEs for both youth, women and PWDs (coaching, mentorship, seed capital for their projects);
- Train Cooperatives on management, expanding investments, among others;
- Mainstream employment and workplace learning in all partners' projects including internship, industry based training, industrial attachments, dual trainings, apprenticeship,
- Implement skills transfer in potential pro employment projects;
- Implement community based approach to increase employment opportunities for youth;
- Mobilize learners to attend TVET Trades than general education
- Support TVET graduates including those from rehabilitation services like iwawa;
- Support youth in NEET and link them with available employment opportunities in the community;
- Mobilize youth to focus on becoming entrepreneurs than focusing to be employees/ searching jobs from other employers;
- Mobilize women in unpaid care work to join the labour market and participate in any economic activity;
- Organize District Dialogue on employment and decent work promotion with employers and other key players at the annual basis;
 - Capacitate the private sector to comply with the labour laws;
 - Conduct detailed information on youth in NEET

District cumulative outputs 2024-2029

Private Sector & Youth employment (2024–2029)

Tourism & hospitality: 9 hotels; 5 tourist sites.

Markets:

- 1 modern and 2 ICPC centers
- 5 Mini markets
- 3 livestock markets
- 3 existing rehabilitated.

Cross-border market: 100% occupancy (reflecting growth timeline).

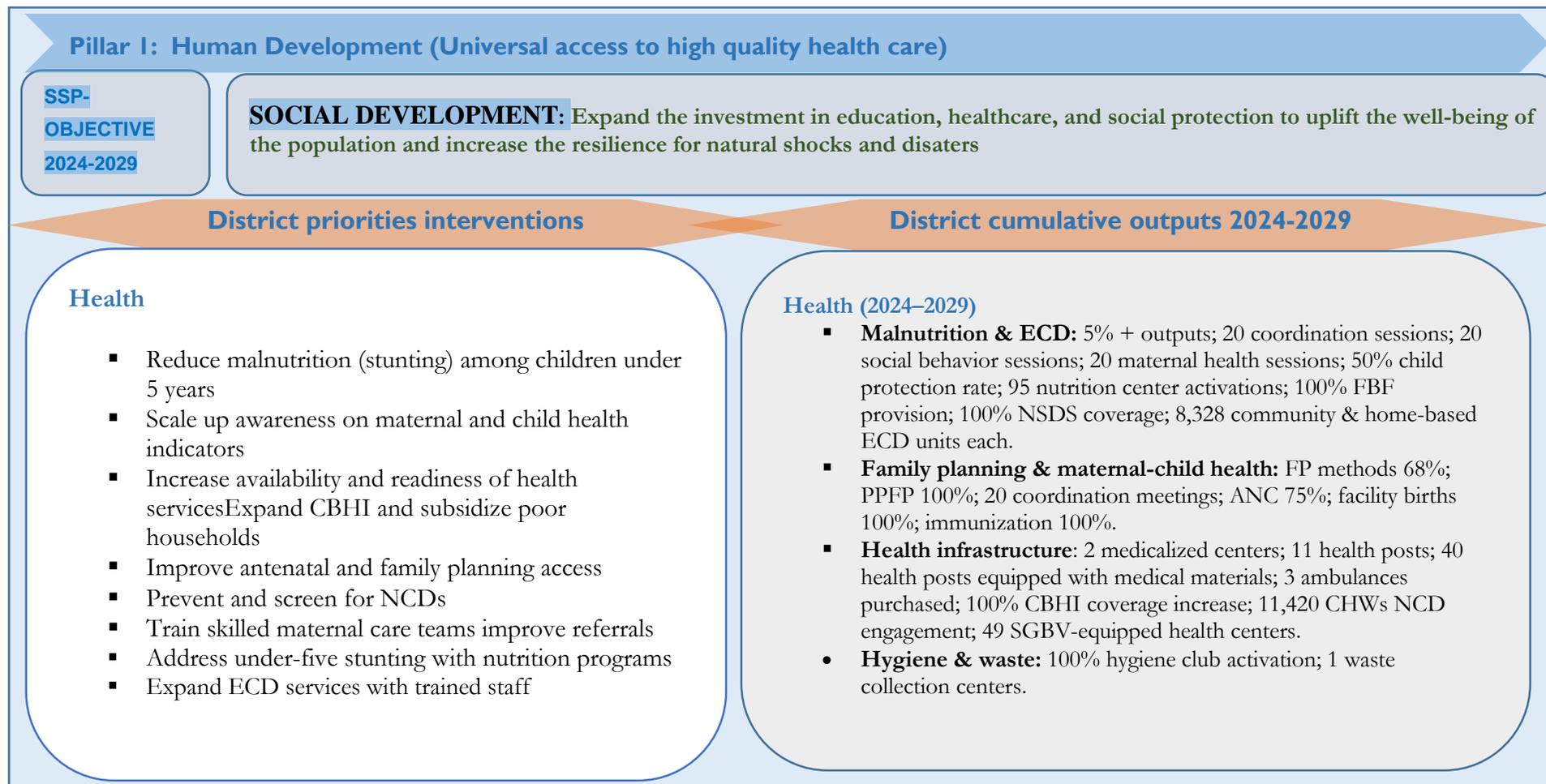
Jobs & youth engagement: 25,000 jobs created; 69 village projects; 2,000 internships; 1,123 MSMEs coached; 1,497 youth/women trained and equipped.

Financial Services (2024–2029)

- **Inclusion:** 100% adult population financially included
- 5 New micro finance & banks established.
- **Pension scheme:** 474,272 enrolled; RWF 2.5B saved

3.2.2. Social Transformation pillar

Figure 8: Priority Areas under the Social Transformation Pillar



Vision 2050: Pillar I: Human Development (Access to affordable high-quality education)

Vision 2050: Pillar I: Human Development (Comprehensive Social safety nets)

SSP- OBJECTIVE
2024-2029

SOCIAL DEVELOPMENT: Expand the investment in education, healthcare, and social protection to uplift the well-being of the population and increase the resilience for natural shocks and disasters

District priorities interventions

District cumulative outputs 2024-2029

Education

- Enhance access to basic infrastructure for education facilities
- Improve education quality in primary, secondary, and TVET schools Build and equip schools with inclusive infrastructure
- Launch adult literacy initiatives
- Expand and upgrade TVET's

Social Protection

- Address human security issues for vulnerable households
- Eradicate extreme poverty among poor and vulnerable households
- Enhance community development and family promotion
- Ensure poverty graduation of employed vulnerable households through partnerships
- Provide socio-economic support for genocide survivor

Education (2024–2029)

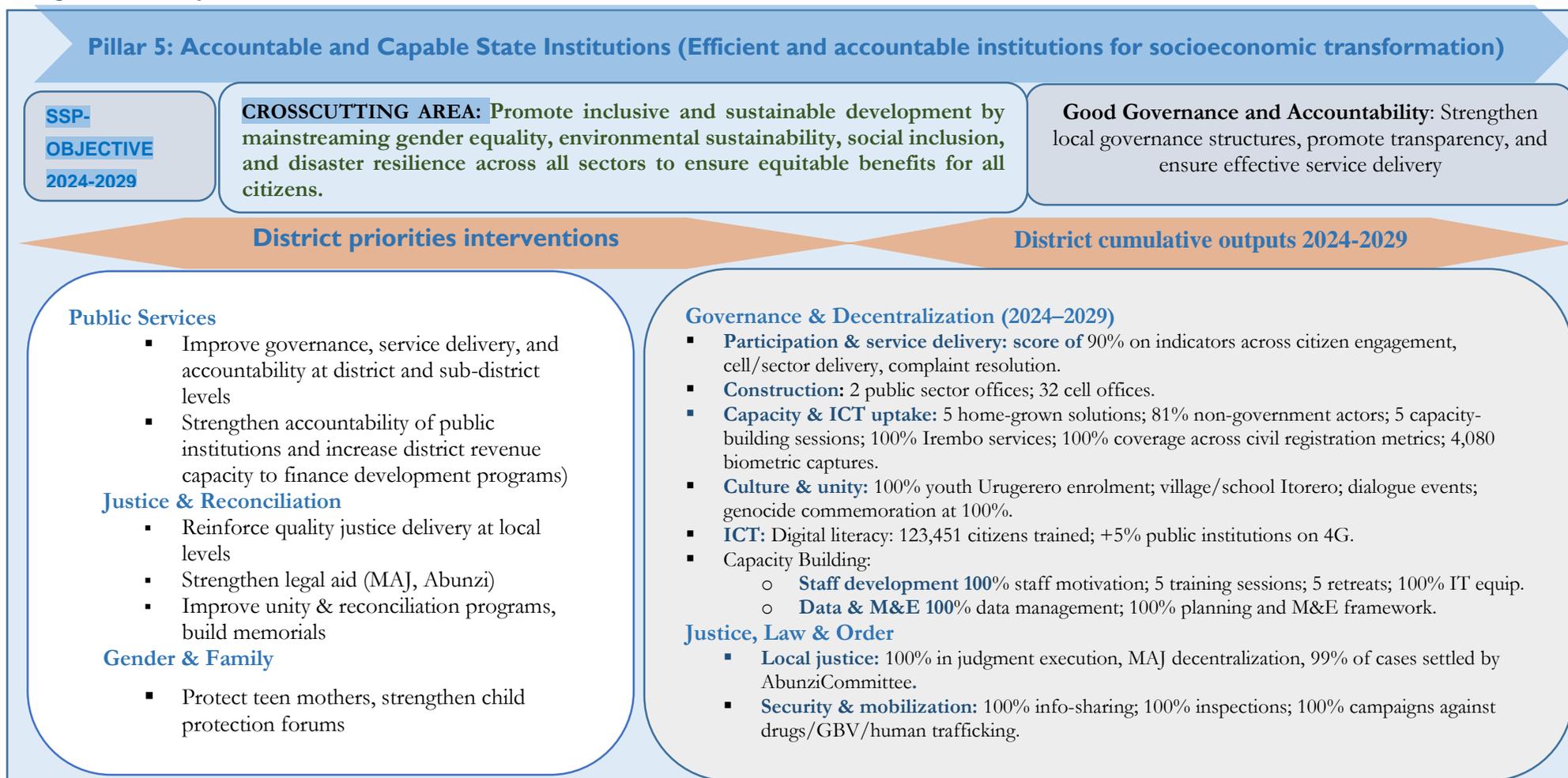
- **Infrastructure:** 750 classrooms built; 513 rehabbed; 41 smart classrooms built; 50 rehabilitated; 3 workshops & labs built; 5 rehabilitated each; 108 libraries built; 7 rehabilitated; 86 dining halls; 70 kitchens; 50 head teacher offices; 84 girls' rooms; 1,413 latrines; 97 playgrounds; 13 dining halls rehabilitated; 70 kitchens rehabilitated; 90 head teacher offices rehabilitated; 30 girls' rooms rehabilitated; 555 latrines rehabilitated.
- **Equipment:** 23,653 desks; 100% UGHE expansion.
- **Attendance & assessment:** 100%-unit values; 33,500 new students enrolled in pre-primary enrolments; 15 assessments; 60 teachers placed 35 inspections conducted. Adult literacy: 13,336 trained.

Social Protection (2024–2029)

- **Social services & shelter:** 602 new homes; 2,440 rehabilitated; 36 human security meetings; 18 stakeholder meetings
- **Vulnerable households:** 100% across categories. Public works & ECD care: 4% coverage. PWD support: 20 coops; 250 assistive devices; 70 special education recipients; 1 sports facility upgrade; 5 accessibility inspections.
- **Genocide survivor support:** 9 survivors supported; 100% income support; 61 houses rehabilitated.
- **Disaster risk reduction:** lightning protection 80%; 100% disaster assessments; 100% victim support; 5 updated plans; 5 M&E integration sessions.
- **Graduation monitoring:** 100% payment timeliness; 25,697 participants monitored; 5% digital system operationalization. Girinka livestock: 3,893 cows.

3.2.4. Transformational Governance pillar

Figure 9: Priority Areas under the transformational Governance Pillar



Pillar 5: Accountable and Capable State Institutions (Efficient and accountable institutions for socioeconomic transformation)

**SSP-
OBJECTIVE
2024-2029**

CROSSCUTTING AREAS: Promote inclusive and sustainable development by mainstreaming gender equality, environmental sustainability, social inclusion, and disaster resilience across all sectors to ensure equitable benefits for all citizens.

Good Governance and Accountability: Strengthen local governance structures, promote transparency, and ensure effective

District priorities interventions

Youth, Sports & Culture

- Reinforce Rwandan culture and values as foundations for unity and resilience
- Promote recreational activities and sports to increase socioeconomic impact of sports facilities
- Develop sports infrastructure and school competitions

Public Finance Management

Strengthen public finance management systems for better development financing

- Train tax collection staff
- Digitilize revenue systems
- Implement PFM reforms

District cumulative outputs 2024-2029

Sports, Youth & Culture (2024–2029)

- **Facilities:** 5 constructed; 39 rehabilitated; 1 volleyball ground.
- **Events:** 20 sport events; 20 district events; 5 Kagame Cups.
- **Youth & culture centers:** 1 youth center constructed; 10 youth initiatives created; 10 culture centers developed, 100% youth initiatives promoted.

Public Finance Management:

- **Revenue:** RWF 1,2 B own-source revenue collected and injected in DDS implementation
- **Recovery & accountability:**
 - 85% government funds recovery;
 - 85% AG recommendation implementation;
 - 64 risk-based audits;
 - 100% NBAs assessed by peer reviews mechanisms.

Notes: Comprehensive details on the program, including outputs, targets, and indicators for each intervention, are provided in the attached excel document.

The district development priorities were grouped by **Pillar** → **Sector** → **Priorities- interventions** in a clear text-based format, simulating a 3D matrix structure: More details were provided in Annex 2 for clearly precision that will guide the implementation. Each prioritie intervention in matrix form has targets indicator, for each fiscal year and baseline to easy the monitoring and evaluation.

X. IMPLEMENTATION FRAMEWORK

The aspirations outlined in the Burera District Development Strategy (2024–2029) will only yield impact if they are effectively translated into tangible results. This chapter provides the blueprint for operationalizing the strategy through a practical and results-oriented approach. It begins with the Implementation Framework Matrix, which outlines a clear roadmap for executing the strategy’s objectives and priority interventions. In addition, it highlights key enablers critical to successful implementation, including:

4.1. Implementation framework matrix

This section outlines the monitoring and evaluation (M&E) approach that will guide the regular tracking and assessment of the District Development Strategy (DDS) implementation in Burera District. The M&E framework ensures systematic data collection, reporting, and analysis to inform timely decision-making and improve accountability throughout the strategy period.

The implementation of the **Burera District Development Strategy (2024–2029)** adopts a **Results-Based Management (RBM)** approach, ensuring that all interventions are designed to achieve clear, measurable, and sustainable outcomes. This strategic plan provides a structured roadmap to deliver short-, medium-, and long-term results across all pillars, promoting inclusive development, resilience, and socio-economic transformation within the district.

The **Implementation Framework Matrix (Annex 3)** outlines expected results, priority actions, and interventions aligned with each output and activity to streamline implementation and support the development of annual action plans and their integration into annual performance contracts (imihigo). It includes responsible institutions, timelines, and performance indicators, serving as a practical tool for guiding execution and monitoring progress. This results-based approach is designed to help Burera District effectively deliver on its development goals while promoting strong local governance, community empowerment, and sustainable service delivery.

4.2. Sequencing of Interventions

The DDS outlines priorities, outcomes, strategic actions, indicators, and targets for the entire five-year period. Implementation should be captured through annual action plans aligned with the DDS logical framework. A successful approach involves initiating with the transformation of rural settlements, which increases agricultural land availability, laying a solid foundation for private sector development. Strategic interventions should focus on areas with multiplier effects to accelerate development across various sectors.

4.3. Coordination

4.3.1. District Leadership

The successful realization of the DDS relies heavily on the leadership of the district's governance organs. At the top, the District Council, as the highest decision-making body, will provide strategic oversight, policy direction, and approval of plans and budgets. The District Executive Committee, supported by the District Management Team and Sector Executive Secretaries, will be responsible for coordinating and driving the day-to-day implementation of strategic priorities.

This leadership will ensure that development efforts remain aligned with the district's vision and national objectives, while also conducting regular reviews, performance evaluations, and corrective actions as needed. Inclusive and participatory leadership will foster greater accountability, transparency, and trust among citizens and stakeholders.

4.3.2. Technical Management and Administration

The effective implementation of the DDS will be anchored in a well-structured and professionally managed technical team. The District Planning and M&E Unit, in collaboration with sector departments and other support staff, will coordinate the daily operationalization of the strategy. These teams are responsible for planning, budgeting, monitoring, and reporting on the progress of interventions, and will ensure coherence across sectors. A strong emphasis will be placed on staff capacity development, performance-based management, and interdepartmental coordination to ensure efficient execution and continuous improvement.

4.3.3. Central Government Ministries and Agencies

Government ministries and agencies play a key role in supporting the implementation of district priorities by providing policy guidance, technical assistance, capacity building, and necessary resources. They ensure alignment with national strategies, facilitate coordination across sectors, and monitor progress to enhance effective service delivery and local development outcomes.

4.3.4. Stakeholder Engagement and Collaboration

The implementation of the Burera DDS requires robust collaboration among a wide array of stakeholders. These include primary stakeholders, such as local government officials, sector leaders, community-based organizations, and service providers who are directly involved in the planning and execution of district-level programs. Secondary stakeholders, including development partners, civil society, private sector actors, and national government agencies, play a complementary yet vital role in providing financial, technical, and policy support. To ensure effective implementation, Burera District will establish and strengthen coordination platforms, promote strategic partnerships, and institutionalize stakeholder mapping and engagement mechanisms. These efforts will help leverage synergies, reduce duplication, and mobilize the necessary support and resources for transformative development.

4.4.DDS budget and financing

4.4.1. Estimated Costs for the Implementation of the DDS

The estimated budget for implementing the Burera District Development Strategy (DDS) 2024–2029 is RWF 211,936,613,410. This indicative projection outlines the total financial requirements over the five-year implementation period. The implementation of this DDS will be financed through a combination of the District’s own revenues, government transfers, and support from development partners. A detailed breakdown of the budget, including sector allocations and financing sources, is provided in Annex 4. *The summary of projected costs is as follows:*

Table 5: Estimated budget for DDS by sector

SECTOR	Annual Budget projection					Total Cost per Sector	Rate
	2024/25	2025/26	2026/27	2027/28	2028/29		
1. Agriculture	9,313,840,085	9,257,529,815	7,468,417,375	9,284,119,475	7,962,505,265	43,286,412,015	20.42%
2. Private Sector Development	2,741,067,535	3,853,493,588	137,109,018	3,949,119,038	5,730,224,731	16,411,013,910	7.74%
3. Climate, Environment and Nature resources	2,087,757,570	906,543,070	849,750,570	878,737,570	739,436,070	5,462,224,850	2.58%
4. Transport	1,385,000,000	1,385,000,000	2,095,000,000	4,930,600,000	2,113,700,000	11,909,300,000	5.62%
5. Energy	483,310,000	483,310,000	404,000,000	1,434,005,000	1,104,100,300	3,908,725,300	1.84%
6. Urbanization and Rural Settlement	1,273,920,000	2,439,457,500	2,439,457,500	2,439,457,500	2,439,457,500	11,031,750,000	5.21%
7. ICT Sector	111,006,000	111,006,000	111,006,000	211,006,000	111,006,000	655,030,000	0.31%
8. Education	7,115,561,333	7,690,760,834	12,425,720,099	7,178,125,667	17,131,498,968	51,541,666,901	24.32%
9. Health	6,015,970,404	5,852,680,399	6,923,981,236	7,367,592,937	6,229,502,869	32,389,727,845	15.28%
10. Social Protection	4,029,873,950	4,407,193,950	4,462,762,950	3,520,693,950	4,077,767,950	20,498,292,750	9.67%
11. Water and Sanitation	1,889,801,780	1,889,801,780	2,239,801,780	2,239,801,780	2,229,801,780	10,489,008,900	4.95%
12. Governance and Decentralization	566,323,900	616,834,280	609,834,280	646,834,280	631,825,040	3,071,651,780	1.45%
13. Justice, Reconciliation, Law and Order	74,900,000	72,900,000	78,900,000	78,900,000	73,900,000	379,500,000	0.18%
14. Sports, and Culture	99,870,000	96,870,000	296,870,000	96,870,000	96,870,000	687,350,000	0.32%
15. Public Finance Management	37,687,810	39,074,324	44,246,330	45,476,720	48,473,975	214,959,159	0.10%
Total Estimated Cost	37,225,890,367	39,102,455,540	40,586,857,138	44,301,339,917	50,720,070,448	211,936,613,410	100.00%

This cost will be adjusted based on evolving priorities, macroeconomic conditions, and resource mobilization outcomes during its implementation. Annual budgeting and planning exercises will ensure flexibility, alignment with national budget cycles, and responsiveness to emerging development needs.

Burera District will finance the implementation of its Development Strategy (2024–2029) through a combination of internal revenues, central government transfers, and support from development partners. Budget allocations will prioritize the district's core mandates and strategic priorities, while additional or complementary interventions will be integrated as development projects, subject to available resources and aligned with annual action plans and performance targets.

Burera District is committed to maintaining sound financial management practices, fostering transparency, and working collaboratively with all stakeholders to mobilize and utilize resources efficiently to achieve its strategic development objectives.

4.5. MONITORING AND EVALUATION

4.5.1. Introduction to Monitoring and evaluation

The successful implementation of the DDS 2024 –2029 will require regular and rigorous monitoring and evaluation (M&E). Evaluation serves as a critical assessment tool, examining not only how planned activities were executed but also the overall impact of the interventions. To support this, Burera District will enhance its M&E framework, recognizing it as a fundamental tool for achieving its development objectives. This framework will be guided by an evidence-based approach, enabling the consistent generation of reports for district management. These reports will help identify and address challenges in a timely manner.

Monitoring activities will primarily focus on tracking implementation progress and providing ongoing feedback, while evaluation will offer stakeholders a comprehensive review of results, highlight lessons learned, and inform future strategies at both the local and national policy levels.

To ensure the effectiveness of the M&E framework, the district will prioritize strengthening coordination and information sharing. A robust and functional Management Information System (MIS) will be maintained to support data collection, analysis, and reporting throughout the process.

Additionally, the Results Policy Matrices are detailed in Tables 1, 2, and 3 found in Annex 1. Further annexes also present the M&E framework for activities implemented by the district on behalf of various sectors.

4.5.2. Indicators, Data Collection and Reporting

To ensure effective implementation of the DDS 2025–2029, Burera District has selected key indicators aligned with program execution. These indicators define the type of data to be collected and reported, serving as vital tools for tracking both progress and outcomes of interventions.

The Result Matrices in the annexes form the core of the M&E framework, outlining performance (mainly output) indicators to be monitored regularly—monthly, quarterly, or annually. Alongside these, the Priority Actions Matrices detail the strategic initiatives the district will implement during the same period.

Data collection frequency will vary based on source and availability. To support this process, the district will set clear submission timelines and use structured questionnaires. Furthermore, data will be disaggregated especially by sex, where appropriate, to support gender equality monitoring and ensure inclusive evaluation across all sectors. The detailed M&E Matrix is annexed (Annex).

XI. CONCLUSION

In conclusion, the DDS 2024–2029 sets a clear path for Burera District to achieve transformative change through improved service delivery, enhanced economic productivity, strengthened institutions, and better social outcomes. These achievements will contribute to national priorities under NST-2, Vision 2050, and the SDGs. Despite anticipated challenges such as financial constraints and coordination gaps, the district will focus on resource mobilization, capacity development, and inclusive, evidence-based planning to ensure resilience and progress. The successful implementation of this strategy will require the active participation and collaboration of all stakeholders.

XII. ANNEXES

Annex 1: List of district stakeholders



List of district stakeholders- Burerac

Annex 2: Priorities setting



Priorities Identification Matrix.xl

Annex 3: Implementation M&E framework



DDS Implementation M&E Matrix.xlsx

Annex 4: Costing and Financing



DDS Costed implementation plan.}

Annex 5 : List of indicators to be reported and tracked



List of key Indicators.xlsx