

# Rwanda's Journey to a **Single Digital Identity**

Building Trust, Inclusion & Interoperability  
for a Digital-First Nation

# Rwanda's Identity Evolution

Pre-2008



Paper-based identity booklet.  
Manual, error-prone, no digital link.

2008



National ID card issued from age 16.  
First standardised ID.

2023-2026



**e-Ndangamuntu**

Single Digital Identity from birth.  
Biometric. PKI-secured. Universal.

From paper to plastic to digital every Rwandan,  
from birth, with a lifelong trusted identity

# The Problem We Set Out to Solve

**43.4%**

Children under 16 are entirely excluded from the current national ID system millions invisible to digital services.

**Zero**

digital authentication with no secure login no biometric authentication, no consent-based data sharing a bottleneck for every digital service.

**Fragmented**

Identity data scattered across multiple systems with no interoperability and no digital authentication.

**Millions**

Of students unverifiable with paper-only school records

## The Catalyst

## Law on Single Digital Identity

**June 2023**

Rwanda Digital Acceleration  
Project (RDAP)

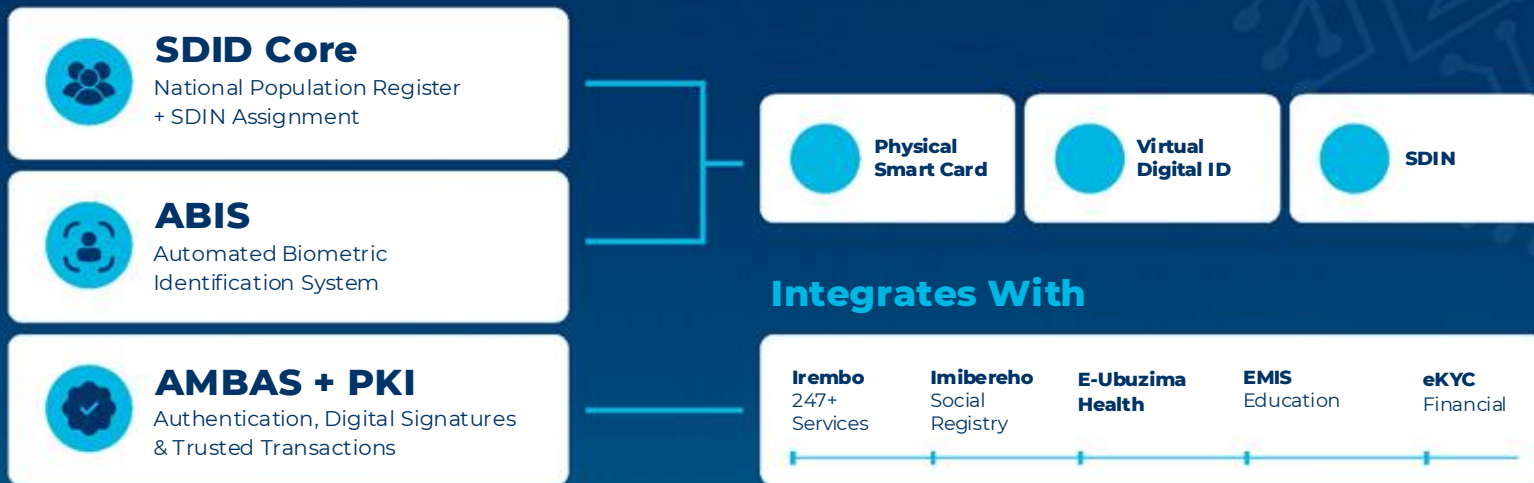


World Bank + AIIB Funding  
~\$57 Million



Vision 2050 &  
NST2 Alignment

# Architecture & Scope



# How We Did It

## 01

### Legislate First

Law on Single Digital Identity (June 2023) created the mandate. Privacy law aligned with PDPA. Legacy plastic IDs phased out by June 2027.

## 02

### Institutional Structure

MINICT leads; RISA implements via SPIU; NIDA manages identity. Multi-stakeholder governance across MINALOC, LODA, MINEDUC, World Bank, AIIB, KOICA.

## 03

### Technical Build

International competitive procurement. Neurotechnology (ABIS), HID/Toppan (smart cards), IN Groupe(authentication), Huza Labs (local software). ISO/ICAO compliant.

## 04

### Institutional Structure

Pre-enrollment via Irembo (Aug 2025). Pilot: Southern Province (Oct 2025). Kigali: Feb 2026. Nationwide completion targeted June 2026.

# Implementation

**01****Foundation****2022–2024**

Legal reform  
Civil registry digitization  
System design & procurement

**02****Pre-Enrollment  
& Awareness****Aug 2025**

National launch at Kigali Trade Fair Irembo self-service pre-enrollment  
Diaspora enrollment via embassies

**03****Biometric Enrollment****Oct 2025 – Oct 2026**

Pilot: Southern Province Roll out: Kigali, Eastern Province: May 2026 3.8 M enrolled — 27.5 % of target

**04****SDID Issuance  
& Activation****Oct 2026**

SDIN assignment & ID issuance Full ecosystem activation Nationwide service integration

# Digital Ambassadors Programme

Rwanda's most powerful behaviour change asset, before, during, and after the digital ID rollout.

**2,000+**

Active Digital Ambassadors across all 30 districts

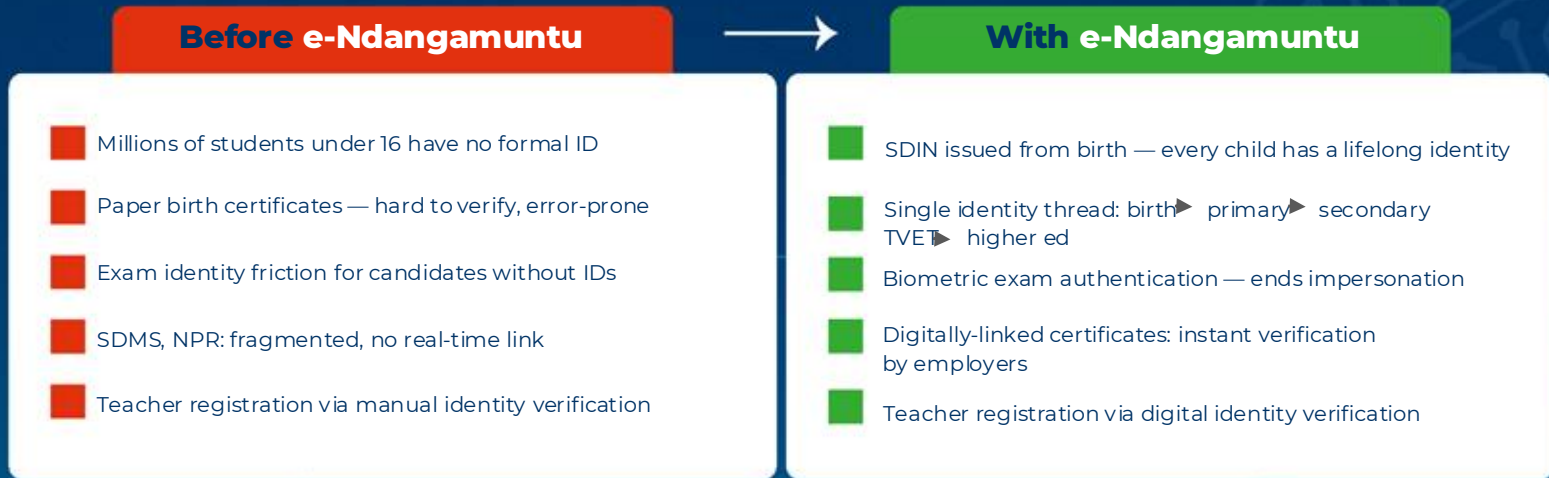


**2.4M**

Rwandans trained in digital literacy (51% women)



- Launched 2017. Scaled from 50 to 2,000+ ambassadors.
- ICT-skilled youth deployed in every cell nationwide.
- Explains the new digital ID to citizens at community level.
- Assists pre-enrollment on Irembo from the ground up.
- Targets 3.8 million trainees by project close — exceeding original 3M goal.
- NST2 goal: 100% digital literacy by 2029.



# Progress as of May 2026

**3.8M**



**Biometrically Enrolled**

26.8% of national target

**4.2M**



**Pre-Enrolled**

73.8% progress across 12 districts

**12**



**Active Districts**

6 Southern Province, 3 Kigali City 3 Eastern

**2.4M**



**Citizens Digitally Trained**

via Digital Ambassadors (51% women)

**247+**



**Gov Services on Irembo**

Ready integration pathway

**€50M+**



**Total RDAP Investment**

World Bank + AIIB

# Challenges & Lessons Learned

## Procurement complexity



Rigorous acceptance testing and clear technical specs are non-negotiable in multi-vendor systems.

## Connectivity gaps



Offline-capable enrollment solutions are essential for reaching underserved communities.

## Change management



The DAP network was the decisive trust-builder. Digital literacy is an enabler, not an afterthought.

## Legacy data quality



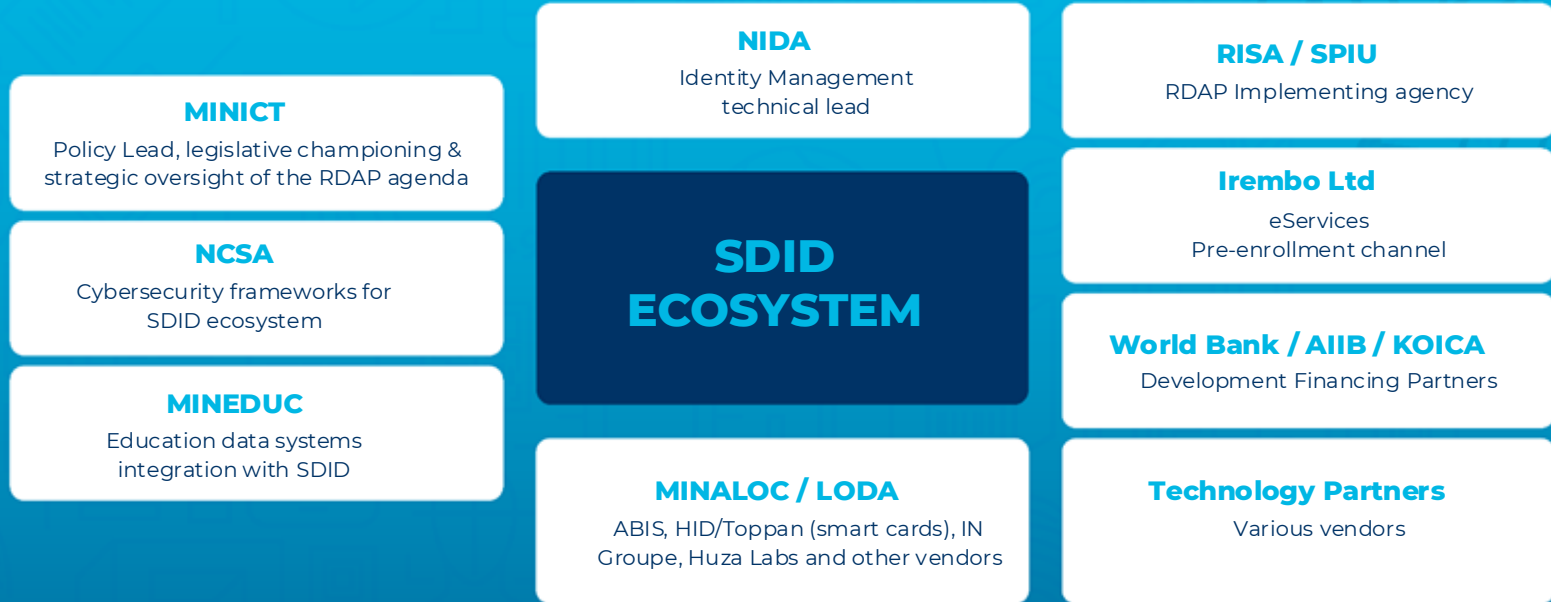
Decades of paper records required field-level verification; decentralized admin structures were invaluable.

## Education integration



Harmonizing EMIS and NPR, for the under-16 population demands dedicated institutional focus.

# Who Makes It Work; The SDID Ecosystem



# Recommendations

## Legislate first



Establish the legal framework before building. Without it, there is no mandate, no trust, no sustainability.

## Invest in digital literacy



Rwanda's DAP model proves that training citizens before rollout is what drives adoption. 2.4M trained. WSIS-recognised

## Anchor in real use cases



Education, health, social protection tangible sector wins turn sceptics into advocates, in government and in communities.

## Design for inclusion From day one



Birth-to-citizen coverage. Refugees. Stateless persons. Multiple ID formats. No inclusion afterthought.

## Privacy-by-design builds trust



Consent-based sharing and citizen data control are not a constraint they are your adoption strategy.

## Build on what already works



Irembo's 247+ services and the DAP network were ready. Integration accelerated rollout and demonstrated immediate value.

# Trust • Inclusion • Interoperability

We are building an identity system that sees every Rwandan from the moment they are born.