

Draft common country programme document for Rwanda, 2013-2018

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Annex

- I. UNDP results and resources framework for Rwanda, 2013-2018

I. Situation analysis¹

1. Beginning in 2008, Rwanda accelerated implementation of Vision 2020 – which aims for the country to achieve middle-income status by 2020 – while maintaining its strong commitment to attaining the Millennium Development Goals (MDGs). The country continued to own and lead its development process in a particularly innovative and committed way, and registered very positive development results during this period. These are reflected in aid effectiveness, the high levels of inclusive economic growth, significant poverty reduction, gender empowerment and notable progress towards achieving the MDGs.

2. In the period 2008-2012, gross domestic product (GDP) growth averaged 7.7 per cent annually and GDP per capita growth averaged 5.1 per cent; both averages were much higher than averages for sub-Saharan Africa. Income per capita reached US\$580 in 2012, the second-highest in East Africa. Rwanda sustained a prudent macroeconomic management regime, which kept inflation within the single-digit limit and the exchange rate relatively stable, while utilizing a “fiscal space approach” in its growth and poverty-reduction strategies.

3. Rwanda reinforced broad macroeconomic reforms with sustained improvements in the business environment. These were reflected in a dramatically improved ranking in the World Bank’s *Doing Business 2012* report,² from 150th in 2008 to 45th in 2012 – making Rwanda one of the most reforming economies in the world. They also stimulated a budding entrepreneurial revolution in the country, including in the information and communications technology sector.

4. Core components of the Government’s broad-based growth and poverty reduction strategies in 2008-2012 were to increase smallholder productivity, particularly in rural areas, and to expand provision of financial services that are inclusive of vulnerable segments of the population, with due attention to gender aspects. The former included consolidating land, providing inputs, improving extension services and strengthening farmer cooperatives, which significantly increased production of staple food and export crops. Expanded financial services resulted in 72 per cent of the population having access to basic financial services.

5. Notwithstanding Rwanda’s rapid economic growth during the past five years, its productive base remained narrow. The economic structure was dominated by agriculture (32 per cent of GDP in 2011) and the services sector (47 per cent). The industrial sector accounted for only 15 per cent of GDP formation. The competitiveness of industrial exports continued to be challenged by a narrow domestic market and Rwanda’s landlocked position, which renders transportation costs high.

6. Furthermore, despite gains in agricultural output, a 2012 study³ found that 21 per cent of Rwandan households were food-insecure, with the highest prevalence

¹ All data cited in this document, unless noted otherwise, come from the Economic Integrated Household Survey 2010 and Demographic and Health Survey 2010.

² World Bank. 2011. *Doing Business 2012: Doing Business in a More Transparent World*. Washington, DC.

³ Comprehensive food security and vulnerability analysis (CFSVA).

(42 per cent) in Western Province. The most food-insecure households were those of low-income agriculturalists, farm workers and unskilled daily labourers. Agriculturalists account for 85 per cent of the population, and 60 per cent of farming households cultivate plots smaller than half an hectare. Households in the two lowest income quintiles account for 73 per cent of food-insecure households in the country.

7. The prevalence of stunting among children under 5 remained high at 44 per cent, with higher rates in the rural areas of Northern Province (60 per cent). Food insecurity and chronic malnutrition are closely linked, with poverty as the root cause.³ The Government has acknowledged the importance of nutrition to the development of young children and made the elimination of malnutrition a national priority.

8. Owing to heavy reliance on rainfed agriculture, both for rural livelihoods and major exports, Rwanda remains highly vulnerable to climate change and associated increased temperatures and rains. Floods and storms could trigger more landslides, crop losses, health risks and damage to the infrastructure.

9. Rwanda's high population density – the highest in Africa at 416 people per km² – is a significant development challenge. A high population growth rate of 2.6 per cent⁴ and a high total fertility rate of 4.6 children per woman constrain poverty-reduction efforts. Only about 45 per cent of married women use contraceptives. Moreover, only 19 per cent of women who do not want to have another child, or who would like to wait to conceive again, have access to contraception.

10. Another major development challenge for the country is the high level of youth unemployment, which is linked to high population growth, a youthful populace, skills mismatch (i.e. skills that young people have do not match those demanded by the market), and a job creation rate that lags behind that of new entries into the labour market. The current annual job creation rate of 105,000 is substantially lower than Vision 2020's target of 200,000. On average, 40 per cent of youth lack the requisite skills to join the labour market. This, coupled with limited job expansion, means that over 42 per cent of young people are either unemployed or underemployed in subsistence agriculture. Well-formulated employment policies exist, but more needs to be done to translate them into tangible impacts.⁵

11. The Government made achieving the MDGs central to its development strategy. Three years ahead of 2015, Rwanda achieved or was on track to achieving all the MDGs, with the exception of MDG 1. The poverty rate was reduced by 12 percentage points between 2005/06 and 2010/11, implying that 1 million people were pulled out of poverty, with the sharpest declines registered in the rural areas. With 44.9 per cent of the population living below the poverty line in 2011, the Economic Development and Poverty Reduction Strategy I (EDPRS I) target of reducing the proportion of people living in poverty from 56.9 per cent in 2005/06 to 46 per cent in 2012/13 was met. Furthermore, in terms of the human development index ranking, Rwanda moved up seven places between 2008 and 2011.

⁴ 2012 National Population Census.

⁵ African Economic Outlook – Rwanda. Available at: <http://www.africaneconomicoutlook.org/en/countries/east-africa/rwanda/>.

12. However, at about 45 per cent, the poverty rate remains high, and in spite of the gains made towards the reduction of inequalities, the Gini coefficient, at 0.49, also remains high. Social protection is an important part of Rwanda's poverty reduction strategy, focusing mainly on cash transfers to extremely poor households, paid labour-intensive works and credit access for the rural poor, but coverage is limited. A major objective of EDPRS II could include providing full coverage of potential beneficiaries and improving implementation and monitoring. In terms of child protection, the Government will prioritize implementation of a comprehensive strategy to reform the childcare system, starting with children living in institutional care.

13. Rwanda is on track to achieve universal access to primary school education by 2015 with a primary net enrolment rate of 95.4 per cent (97 per cent for girls). The qualified teacher/pupil ratio at primary level is 1:58, with over 90 per cent attendance. All children are entitled to 12 years of free education; education is compulsory for children aged 7 to 16 years. Challenges remaining are the low quality of education, large disparities between urban and rural populations and among income quintiles, meeting the needs of children with disabilities, and providing skills-based education aligned to labour market demands. Early childhood development (ECD) is becoming a priority; however, only 10 per cent of children aged 3 to 6 have access to ECD services.

14. Access to basic health services is near universal: 91 per cent of the population has access to health insurance coverage, and health care is community-based. Rwanda is steadily reducing child mortality, with the highest reduction in East Africa. The Inter-agency Group for Child Mortality Estimation estimated infant mortality to have declined from 86 to 38 per 1,000 and child mortality from 152 to 54 per 1,000 between 2005 and 2011. Immunization coverage is above 95 per cent for children under 5; vaccines for human papillomavirus, rotavirus and pneumonia were introduced during the period under review.

15. Maternal mortality decreased from 750 to 487 per 100,000 live births between 2005 and 2010 but the rate is still high, especially among women aged 15 to 24, who account for 47 per cent of maternal deaths. Inequalities persist in access to health services for the rich and the poor. Other challenges include inadequate quality of services, limited availability of emergency obstetric and newborn care services, shortage of skilled health providers, insufficient equipment and supplies, and certain cultural practices. In addition, at 43 per cent, the prevalence of chronic malnutrition remains unacceptably high.

16. The prevalence of HIV is relatively low at 3 per cent among people aged 15 to 49. HIV/AIDS awareness is quite high and 94 per cent of adults requiring anti-retroviral treatment have access to it. However, regional variations exist, with 7.1 per cent prevalence in Kigali City compared with 2.3 per cent in rural areas. HIV prevalence is highest among people aged 25 to 49, with prevalence rates reaching 6.7 per cent among those aged 40 to 44 and 51 per cent among sex workers. A gender variation is also evident; among men aged 15 to 49, the prevalence rate is 3.7 per cent and among women the same age it is 2.2 per cent. There is need for government policy to focus on these vulnerable groups and on prevention of mother-to-child transmission in order to attain the objective of zero prevalence.

17. Rwanda has registered notable progress in the area of gender empowerment. One area that stands out is the high representation of women in Parliament: 56 per cent. The proportion of girls to boys in primary school enrolment is 102 per cent. Nevertheless, women in Rwanda continue to face challenges: more households headed by women live in poverty (47 per cent) than those headed by men (44.3 per cent). Literacy rates are lower for women (60 per cent) than for men (70 per cent), which limits women's opportunities for accessing resources, creating and managing small businesses, and participating in household decision-making processes. Gender-based violence among women and girls remains an area of serious concern; in 2010, at least 56 per cent of women aged 15 to 49 had experienced physical or sexual violence.

18. The Government improved its capacity to produce development data through the population census 2012, health and demographic surveys and national household surveys. Challenges remain to analyse and utilize information for evidence-based policymaking and for monitoring and evaluation (M&E), especially at decentralized levels.

19. In the area of governance, Rwanda has made significant advances in national reconciliation, law and order, and accountability, along with rebuilding and strengthening national capacity for good governance through home-grown initiatives such as the *gacaca* courts.⁶ Notable advances have also been made in public-sector reforms and decentralization, as well as anti-corruption measures. Transparency International's 2011 Corruption Perceptions Index ranked Rwanda 49 out of 180 countries surveyed, 40 positions higher than in 2009.

20. Despite the gains made in democratic governance, important challenges remain in reinforcing inclusive participation and strengthening political processes by addressing the issues of political space, weaknesses in the capacities of civil society and the need to accelerate media-sector reforms. In the area of public administration, significant improvements are required in inter-sectoral policy and programme coordination, more use of evidenced-based planning, and closing important capacity gaps in the middle-level categories. In the area of the rule of law, there is scope for more judicial reforms that will improve access to justice, reduce the backlog of cases and improve the quality of prosecution processes. Crime rates have been reduced significantly, dropping 12 per cent between 2011 and 2012 alone. However, more progress can be made by strengthening the prevention and response capacity of the Rwanda National Police and further expanding community policing.

21. To address these challenges, and in line with Vision 2020, the Government has formulated in a participatory manner a comprehensive poverty reduction strategy and transformational agenda, which is set out in the EDPRS II (2013-2018). In the context of this strategy, the Government plans to shift the agrarian-based economy over the next five years to a knowledge-based economy, underpinned by an annual economic growth of 11.5 per cent. It also aims to increase industrial production and exports and expand the services and tourism sectors by increasing investment in these areas and filling skills gaps. Another important element of this strategy is to

⁶ The *gacaca* courts are part of a system of community justice inspired by tradition and established in Rwanda in 2001 in the wake of the 1994 Rwandan genocide. They are part of a method of transitional justice, designed to promote healing and to enable the society to move on from the crisis.

take advantage of increasing integration in the East African Community and broader regional and global markets in order to overcome serious constraints related to the country's small market size and landlocked position.

22. The suspension of direct budget support to Rwanda by key donors following the findings of the United Nations Group of Experts report of 15 November 2012 on recurring violence in eastern Democratic Republic of the Congo could hinder achievement of the ambitious goals set out in the EDPRS II. Continuing instability in eastern Democratic Republic of the Congo also triggers influxes of refugees into Rwanda, putting serious pressures on the social services and security of host communities; since April 2012 there have been over 27,000 new arrivals in Rwanda. It is hoped that the ongoing regional peace talks will gain traction, reinforced by the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the region signed in February 2013, thereby attenuating these potentially important risk factors for Rwanda's medium-term transformational agenda.

II. Past cooperation and lessons learned

23. The United Nations contributed to the positive development results Rwanda achieved over the past five years through the United Nations Development Assistance Framework (UNDAF) 2008-2012, which provided the strategic framework for One United Nations support in the focus areas of governance, health, HIV, nutrition and population, education, environment, and sustainable growth and social protection. The United Nations supported policy advice and development, capacity-building, evidence generation, innovations, and advocacy. Particular attention was paid to advancing the rights of women, children, youth and the most vulnerable. It also worked with decentralized institutions and implementing partners to achieve downstream outcomes in some areas.

24. The United Nations contributed to the acceleration and deepening of democratization by creating or reinforcing responsive governance institutions and supporting the national parliament, the national Political Parties Forum, the National Electoral Commission, and the media to broaden participation. Support for decentralization contributed significantly to strengthening participatory governance structures at the local level and to improving the quality of local service delivery.

25. The United Nations considerably enhanced access to justice by supporting justice sector reforms and creating the sector-wide approach for justice. It provided important support to the *gacaca* courts, which processed over 1.5 million cases related to the 1994 genocide and provided valuable lessons for future transitional justice programmes. Access to Justice Offices (*Maison d'accès à la justice*) were established in all 30 districts.

26. Human rights were promoted through robust advocacy and support to the Government for the ratification of human rights conventions and submission of reports to the Committee on the Elimination of Discrimination against Women, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights. The United Nations Human Rights Council's Universal Periodic Review of Rwanda in February 2011 was facilitated, thereby furthering the integration of human rights into the country's development frameworks.

27. The United Nations contributed measurably to the improving evidence-based policy and decision-making processes by providing substantial technical and financial assistance for producing disaggregated demographic and social statistical data.⁷ The process allowed for assessing governance areas, stimulating dialogue and responsive actions by all governance stakeholders.

28. The United Nations contributed to the significant progress made in gender empowerment through substantial support to the National Gender Machinery⁸ and through the mainstreaming of gender equality in the EDPRS I. It has become mandatory for all ministries, provinces and districts in Rwanda to present gender budget statements. A gender statistics framework was established to inform national policy analysis and advocacy. The United Nations strengthened the One-Stop Centres, which provided holistic services to 4,714 survivors of gender-based violence (GBV), 49 per cent of whom were women, 46 per cent children and 5 per cent men.⁹ The One Stop Centre model has culminated in Rwanda being selected to host a regional centre of excellence in the area of GBV prevention and response.

29. The United Nations was critical in improving Rwanda's aid effectiveness and enhancing development partnerships. It improved donor coordination mechanisms, worked with the Aid Policy Manual of Procedures, established the Development Assistance Database and implemented the Donor Performance Assessment Framework.

30. The United Nations contributed to enhancing and implementing a multi-sectoral HIV/AIDS prevention and treatment approach to improve coordination and research. Strategic plans were developed on HIV and elimination of mother-to-child transmission, putting Rwanda on track to achieve universal access to HIV testing and treatment, now at 95 per cent.

31. The United Nations supported the development of the health sector strategic plans, the family planning policy, the adolescent sexual and reproductive health policy, the youth policy, and the non-communicable diseases and injuries policy, among others. It contributed to scaling up *RapidSMS* technology to reduce maternal and child mortality by monitoring maternal and neonatal life cycles.

32. District health management systems were strengthened for effective delivery of health services at decentralized levels. The United Nations supported the implementation of the Joint Action Plan for the Elimination of Malnutrition, along with district plans, which led to halving of the global acute malnutrition prevalence rate to 3 per cent.

⁷ Including *Enquete integrale sur les conditions de vie des menages* (EICV, integrated household living conditions survey), Demographic and Health Survey (DHS), Comprehensive Food Security and Vulnerability Analysis (CFSVA) and the population census.

⁸ The coordination mechanism comprised the Gender Monitoring Office, the Ministry of Gender and Family Promotion and the National Women's Council.

⁹ Evaluation report: Isange One Stop Centre (2012).

33. The United Nations assisted with the modelling and scaling up of the child-friendly school standards, which were adopted as the national quality guidelines for school infrastructure and software inputs. It supported the Learning Achievement in Rwandan Schools Assessment to improve the quality of education and to measure learning outcomes in literacy and numeracy. The early childhood development policy was developed, and the United Nations provided a daily meal to 350,000 schoolchildren to reduce drop-out rates and improve enrolment rates.

34. Technical support was provided to the Government to develop its Green Growth and Climate Resilience Strategy and the Disaster Risk Reduction Policy and Strategy, adopted by the Cabinet in 2012. Both strategies contribute to reducing vulnerabilities and increasing climate resilience.

35. With the help of the UN, the Government developed a system of food and nutrition security analysis that produces a twice-yearly report on the food and nutrition security situation in the country and provides better early warning information.

36. Technical support provided by the United Nations and other development partners in 2009 enabled Rwanda to be the first country to align with the Comprehensive Africa Agriculture Development Programme, devising a compact and developing an Agricultural Sector Investment Plan 2009–2012¹⁰ (ASIP), which resulted in receipt of a Global Agriculture and Food Security Program grant of US\$50 million. The coherence of the ASIP and sustained government investment in the agriculture sector led to dramatic increases in production levels during the past three years.

37. United Nations contributions through the Ministry of Agriculture and Animal Resources have supported development of farmer skills and reduction of post-harvest losses. Improved market information, technical capacity development and tools for smallholder farmer cooperatives have increased sales of surplus production, resulting in higher income for 25,000 farm families.

Common lessons learned

38. Two studies¹¹ reviewed progress and challenges in the implementation of the UNDAF 2008-2012, underscoring Rwanda's development performance and use of international aid. The studies found that Delivering as one led to better alignment with government plans and priorities and enhanced cooperation among agencies, increasing efficiency. The United Nations had shown great promise in the early days of the Delivering as One initiative, but had not kept up with the rapid changes in the country.

39. The studies recommended that the United Nations strike a better balance between inclusiveness and the need to focus and to avoid fragmentation. Programmes should focus on piloting innovations that include M&E components that document results, promote learning and allow for scaling up.

¹⁰ In the framework of the Comprehensive Africa Agriculture Development Programme.

¹¹ Country-led evaluation 2010; Paton, W. & Soriano, C. Comparative Advantage and Stakeholder Analysis 2012.

40. It was further recommended that the United Nations focus on integrating best practices and lessons learned elsewhere into national policies, strategies and programmes by providing technical expertise and applied research; assisting with policy development; and contributing to human resource development to build better institutions.

41. A major lesson learned from the UNDAF implementation was that the next United Nations Development Assistance Plan (UNDAP) be more closely aligned with the Government's development strategy as outlined in the EDPRS II, beyond the usual United Nations sectors.

III. Proposed programme

42. Rwanda was one of eight pilot countries for the Delivering as one initiative, which aimed to improve the coherence, harmonization, efficiency, alignment and effectiveness of the United Nations system's work in Rwanda. To reinforce the Delivering as one process, the Government of Rwanda and the United Nations agreed to develop a unified UNDAP that would be fully aligned with the Government's EDPRS II.

43. In line with the issues identified in the situation analysis and with emerging and ongoing national priorities, and drawing on lessons learned from the preceding programming cycle, the UNDAP comprises three focus areas for United Nations contributions to the national development agenda: (i) inclusive economic transformation; (ii) accountable governance; and (iii) human development.¹² These areas are in line with the priorities of EDPRS II: rapid economic growth; youth productivity and employment; rural development; accountable governance; and foundational issues. The three United Nations focus areas were determined through a consultative process involving the Government, development partners and United Nations agencies in Rwanda. In particular, the United Nations will contribute to policy development, knowledge management and capacity development under the EDPRS II priority areas.

Results Area 1: Inclusive economic transformation

44. The pillars of United Nations support for Rwanda's economic transformation agenda are pro-poor economic growth, social inclusion and pro-poor environmental sustainability. This agenda aims to broaden the productive base of the economy, expand job creation, raise productivity, improve competitiveness and promote the greening of growth and consumption. The United Nations will assist the Government to create a more educated and better-skilled workforce, to introduce new technologies and innovation, and to expand trade with national, regional and global markets. The United Nations will explore policy options for pro-poor green growth to promote sustainable development.

¹² These areas are congruent with the Istanbul Programme of Action for the Least Developed Countries for the Decade 2011-2020 (2011) and the Rio+20 outcome document.

Outcome 1.1: Pro-poor growth and economic transformation are reinforced for inclusive economic development.

45. The United Nations will strengthen capacities in relevant ministries and improve national capacities to formulate and implement policies and strategies for broadening economic and market opportunities, to promote regional integration and international trade, notably within the East African Community. It will provide demand-driven support for policy formulation and specialized expertise, promoting South–South exchanges, providing direct support for increased capacity, and facilitating learning and adoption of techniques and initiatives from across the region and the continent.

46. The United Nations will promote strategies for pro-poor growth by supporting enhanced policy research and analysis, M&E, communication and participation by civil society. The United Nations will support government analytical work and policy research on macroeconomic issues, furthering achievement of Vision 2020, attainment of the remaining MDGs and progress toward the post-2015 agenda.

47. The United Nations will support the capacity of national and local institutions to engage in cross-sectoral coordination of policy, results-based performance management, research, and the generation and utilization of data that contributes to evidence-based policy and programme formulation at all levels. It will provide support for developing and managing a results-based M&E system for the EDPRS II.

48. The United Nations will provide financial and technical assistance for implementing the Government’s Green Growth and Climate Resilience Strategy. Exploiting green economic opportunities, particularly in natural resources management, will reduce costs.

49. In line with the Busan Forum agenda, the United Nations will support the country-level mutual accountability framework for development effectiveness by working with development partners and promoting dialogue between the Government and development partners. The aid information management system will be further improved to enhance transparency, efficiency and coordination of aid.

Outcome 1.2: Rwandans benefit from skills development and decent employment opportunities in both urban and rural areas, especially for youth and women.

50. The United Nations will support the development of an integrated national employment programme and the reinforcement of national capacity for mainstreaming youth employment in national and sector policies. To address the mismatch between youth skills and market demands and the needs of the rapidly growing youth segment of the population, the emphasis will be on building youth skills and competencies for employability, creating jobs, and developing small enterprises. It will support the government employment-promotion programme that coordinates policy and stimulates off-farm job growth, and will strengthen the capacity of national business development institutions to provide market-driven skills development and investment-promotion programmes.

51. To promote income-generating activities and employment creation, the United Nations will facilitate access to finance for vulnerable groups of women and youth. Limited utilization of financial services will be addressed through financial literacy training and capacity-building for entrepreneurs. Cooperatives and individuals with no banking services will be targeted to increase their access to education in financial matters and entrepreneurship.

Outcome 1.3: Rwandans are able to link into and benefit from an improved agriculture value chain and expanded access to international, regional and local markets.

52. The United Nations will contribute to promoting equitable development through capacity augmentation of smallholder farmer cooperatives by providing technical training, follow-up coaching and infrastructure. It will support development of staff capacity to provide outreach services, and establishment of a warehouse receipt system, with the objective of enhancing access to local, regional and international markets. Support will be provided to implementation of the agricultural sector gender strategy in the framework of the Strategic Plan for the Transformation of Agriculture in Rwanda.

53. The United Nations will help build institutional capacity of farmer organizations to make them economically sustainable and develop their governance management and capitalization structures so that banks are willing to provide working capital and finance investments.

Outcome 1.4: Management for sustainable use of natural resources, energy and the environment is improved, with increased use of clean renewable energy and enhanced resilience to climate change.

54. Government capacity will be strengthened to implement a sector-wide policy for natural resource management (particularly of land, water and minerals), climate change adaptation and disaster risk reduction, the pillars of Rwanda's Green Growth and Climate Resilience Strategy. The Poverty-Environment Initiative will be scaled up to strengthen linkages between poverty reduction programmes and environment programmes. Support will be provided to enhance cross-sector policy coordination; include pro-poor environmental sustainability in budget processes; and operationalize FONERWA, the Environment and Climate Change Fund, which finances natural resources and environmental management.

55. The United Nations will support the Government to address environmental concerns and climate change adaptation in its programmes and plans, including through increased production and use of renewable energy. Environmental and land degradation will be addressed through agroforestry projects, land terracing, flood-water capture and irrigation, which are effective long-term climate change adaptation and disaster risk reduction strategies that particularly benefit the poorer, most vulnerable segments of the society.

56. The United Nations will assist the Government to mainstream climate change, environment and disaster risk issues in national and district development plans and establish a national platform for disaster risk reduction in line with the Hyogo Framework for Action and national policy. National disaster management institutions will be strengthened in the areas of early warning systems, risk identification, assessment and mapping.

Results Area 2: Accountable governance

57. The United Nations will work with the Government to promote and broaden good governance processes. This will entail support for peacebuilding and strengthening of democratic governance institutions to foster effective, accountable and transparent government that promotes a peaceful, just and equitable society. Emphasis will be placed on protection and promotion of human rights and elimination of all forms of violence. The electoral cycle, the Justice, Reconciliation, Law and Order Sector reform process and the United Nations Human Rights Council Universal Periodic Review are entry points for the United Nations to deepen democracy, strengthen the rule of law and promote respect for human rights.

Outcome 2.1: Accountability and citizen participation in sustainable development and decision-making processes at all levels are improved.

58. The United Nations will contribute to deepening democracy and good governance, widening political space, and improving citizen participation and accountability. Support will be provided for developing and strengthening institutional frameworks and civil society organizations that promote inclusive, equitable and community-driven participation in development processes. Emphasis will be placed on strengthening the capacity of institutions such as the Rwanda Governance Board to support democratic governance reforms in the legislative, civil society and media sectors.

59. Building on the *imihigo* performance contracts¹³ and measures to increase accountability, the United Nations will support interventions to maximize participation and inclusiveness in decision-making at all levels. Support will focus on increasing citizen inputs and ownership in legislation and policy deliberation, planning and budgeting.

60. The United Nations will strengthen the capacity of the National Electoral Commission to perform its constitutional mandate of conducting and managing elections; of political parties to engage in constructive dialogue and participate in political processes; and of civil society and the media to help consolidate the gains resulting from good governance.

61. Institutional and legislative frameworks will be enhanced to strengthen the watchdog role of the media and civil society in respect of national planning, budget formulation and programme implementation.

Outcome 2.2: Human rights, justice and gender equality are promoted at all levels.

62. The United Nations will support the promotion of the rule of law through development of a comprehensive programme on access to justice for women, children and other vulnerable groups. Initiatives will be anchored in the justice sector plan and will respond to immediate needs, including through support to legal aid provision and strengthening existing dispute resolution mechanisms such as the

¹³ *Imigiho* is a performance approach based on traditional culture. It is used to set local priorities and annual targets and define strategies for achieving them.

Access to Justice Offices, *abunzi* mediation committees¹⁴ and the courts. The United Nations will complement the successful *gacaca* experience with support for the special chamber created to try crimes against humanity.

63. The United Nations will provide policy advice and support to build the capacity of national stakeholders to implement and monitor Rwanda's international human rights commitments, including the Universal Periodic Review, and other treaty body reporting obligations. It will also support the empowerment of civil society in human rights advocacy, specialized national institutions and grassroots initiatives. These measures will pay specific attention to promoting the rights of children, women and the most vulnerable.

64. The United Nations will support peace and reconciliation by strengthening crime prevention and response capacities, particularly at the community level. The United Nations will continue to promote peacebuilding, national unity and reconciliation through community dialogue and knowledge products such as the Rwanda Reconciliation Barometer.

65. The United Nations will strengthen the capacity of the national gender machinery (NGM) to implement the Institutional Development Framework and the strategic plan, and to establish a coordination mechanism. It will provide assistance to develop and implement the Gender Management Information System.

Results Area 3: Human development

66. The United Nations will work with the Government to improve health, nutritional status and learning outcomes (literacy, numeracy and life skills) for all Rwandans, especially the most vulnerable, within the context of efforts to accelerate human development. It will support the Government to expand social protection and empower women and girls, in recognition of the importance of human development in sustainable economic growth and transformation.

Outcome 3.1: All Rwandan children, youth and families, especially the most vulnerable, have access to quality early childhood development, nutrition, education and protection.

67. The United Nations will use a holistic approach based on multi-sectoral strategies to sustainably improve the well-being and development of children and families. Emphasis will be placed on designing strategies to reduce maternal and child malnutrition and mortality; modelling and replicating integrated early childhood development services; developing policy and curriculum and enhancing education-sector capacities to deliver inclusive quality basic education, including sexuality education; and developing robust alternative care and protection systems for vulnerable women, children and youth.

68. The United Nations will conduct operational research and generate evidence in the area of early childhood development, home-grown school-feeding, elimination of chronic malnutrition and reproductive health. The interventions will include a robust

¹⁴ Like the *gacaca*, the *abunzi* are inspired by Rwandan traditional dispute resolution systems.

and rigorous M&E system that will build an evidence base for use by government decision-makers in programme and policy design and formulation. It will provide technical assistance to develop and scale up national programmes.

Outcome 3.2: All people in Rwanda have improved and equitable access to and utilize high-quality promotional, preventive, curative and rehabilitative health services.

69. The United Nations will support improved delivery of quality health, water and sanitation services by strengthening national and sub-national capacities for health governance, financing, policy development, service delivery, M&E, management of medicine supplies and stocks, and health information systems. The United Nations will help provide quality integrated services for health, sexual and reproductive health, sexuality education and family planning. It will strengthen community capacity to access quality health, water and sanitation services; achieve behavioural change through the hygiene promotion programme; and improve water and sanitation in communities, schools and health centres.

70. The United Nations will improve the quality of HIV prevention, treatment, care and support, and reproductive health services among pregnant women, children, youth and other groups. Interventions will be designed to improve emergency obstetric care and reduce teenage pregnancies to decrease maternal mortality.

Outcome 3.3: Vulnerable group exposure to livelihood risk, inequalities and extreme poverty is reduced.

71. The United Nations will support the Government to strengthen capacities of national and sub-national institutions to collect and analyse data relating to food and nutrition security and vulnerability, with the aim of improving targeting, delivery and M&E of equitable and holistic social protection services. It will support scaling up of the One Stop Centre approach for the prevention of and response to GBV and violence against children.

72. The United Nations will support the social protection sector to develop an integrated system. Social protection programmes will be modelled based on livelihood analysis and participatory community-led planning and prioritization. The models will have a robust M&E component that will feed back into programme and policy formulation. Technical assistance will be provided to develop and scale up national social protection programmes and to implement comprehensive childcare system reform.

Outcome 3.4: Negative impact reduced and recovery improved for populations affected by humanitarian crises.

73. The United Nations will help to develop national capacities for emergency preparedness, contingency planning and response at all levels through research and assessment, comprehensive risk assessment, and policy and strategy formulation. It will support improved protection and self-reliance of refugees and other affected populations, especially children, adolescents and women. The United Nations will also support improved access to rights and to justice, health care and education for refugees and vulnerable groups to promote their human potential.

IV. Programme management, monitoring and evaluation

74. During the UNDAP 2013-2018 programme cycle, the United Nations will enhance the programme management practices developed during the previous UNDAF cycle. The “Delivering as one” governance structure, comprising the One United Nations steering Committee, the United Nations country team, Development results groups and the Programme Planning and Oversight Committee, will provide continued leadership and oversight for implementation of the UNDAP and this common country programme.

75. Risk management will be addressed through procedures contained in the harmonized approach to cash transfers approach, including a macro assessment of the public financial management system in Rwanda and micro assessments of implementing partners. The preferred modality will be national implementation with support services, with other modalities such as direct implementation used by agreement with the Government.

76. The United Nations in Rwanda is committed to strengthening management for results and will make greater use of evaluations to measure the impact of support programmes. UNDAP outcomes will be monitored through joint review mechanisms, including a comprehensive annual review process with the Government and development partners. Development results groups will serve as the operational mechanism for coordination, management, monitoring and reporting of results under each outcome area using the DevInfo monitoring platform.

77. Mid-term and end-term evaluations of the UNDAP will be conducted to assess the United Nations contributions to the EDPRS II and the achievement of the MDGs. A detailed M&E plan is included in an annex to the UNDAP.

78. The United Nations will strengthen its capacity to deliver the common country programme document, provide policy advice, participate actively in sector working groups and develop joint flagship programmes in support of national priorities. Agencies will ensure that their worldwide technical resources and comparative advantages, including those of the Non-Resident Agencies, are used effectively to strengthen capacities. To enhance delivery, strategic partnerships with bilateral and multilateral development partners will be reinforced, as will those with non-traditional partners and private-sector institutions.

79. The resources in the results and resources frameworks in the annexes are part of the UNDAP budget framework. Other resources will be sought as part of a joint mobilization strategy centred on the UNDAP outcomes and outputs.

Annex I
UNDP results and resources framework for Rwanda, 2013-2018

| RWANDA United Nations Development and Assistance Plan (UNDAP), 2013-2018 | | | | | | |
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| <p>Government and UNDAP focus area 1: Inclusive economic transformation. UNDAP Outcome 1.1: Pro-poor orientation of the growth and economic transformation is reinforced. Indicator: Percentage of Rwandans below the extreme poverty line. UNDAP Outcome 1.2: A diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains. Indicators: (1) Percentage increase in export volume of Rwandan products in the regional and international markets; (2) percentage increase in export volume of Rwandan products in the international markets; and (3) percentage increase in value-added products.</p> | | | | | | |
| Partners | UNDP contributions | Indicators | Baseline | Targets | Indicative One Plan outputs | Indicative resources (\$) |
| MINALOC, ¹⁵ MINEAC, MINECOFIN, MINIRENA, Rwanda | Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social | Number of pro-poor policy proposals in the Economic Development and Poverty Reduction Strategy (EDPRS) based on analysis presented in | Pro-poor orientation exists (NHDR 2007, MDGR 2010) but needs reinforcement. | 2 MDGRs and 2 NHDRs informing EDPRS policy discussions. | Strengthened national capacity to enhance pro-poor development policies and strategies for Vision 2020 and the achievement of MDGs. | Regular resources: 1,000,000 Other resources: 2,000,000 |

¹⁵ Abbreviations of Rwandan ministries and other entities: MIDIMAR: Ministry of Disaster Management and Refugee Affairs; MIFOTRA: Ministry of Public Service and Labour; MINALOC: Ministry of Local Government; MINALOCRAB: MINALOC Rwanda Agricultural Board; MINEAC: Ministry of East African Community; MINECOFIN: Ministry of Finance and Economic Planning; MINIRENA: Ministry of Natural Resources; MYICT: Ministry of Youth and Information and Communication Technology; REMA: Rwanda Environment Management Authority; and RNRA: Rwanda Natural Resources Authority.

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| Development Board (RDB), UNCTAD, UNECA, UNIDO, private sector, development partners, civil society organizations (CSOs) | protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy. | national human development reports (NHDRs) or Millennium Development Goal reports (MDGRs). | 3 sector plans reflect pro-poor policy proposals. | 10 sector plans reflecting pro-poor policy proposals. | | |
| | | Number of natural resource subsectors (forestry, mining, water, environment, climate change) incorporating the Green Growth and Climate Resilience Strategy. | No sector policies reflect the Green Growth and Climate Resilience Strategy. | The Green Growth and Climate Resilience Strategy reflected in subsectors (forestry, mining, water, environment, climate change). | National capacity to mainstream Green Growth and Climate Resilience Strategy into sector policies strengthened. | |
| | Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade. | Harmonized, gender-sensitive trade and investment policy within regional blocs. | Trade and investment policy in place (2013) but not harmonized. | Harmonized, gender-sensitive and coherent trade and investment policy in place (2015). | National capacity to promote investment and trade for access to regional and other markets strengthened. | |
| | Capacity-building support to MINECOFIN for developing the institutional framework for strategic resource mobilization; technical assistance, policy | Financing Committee operational to implement Rwanda's resource mobilization strategy. | Financing Committee not functional. | Financing Committee functional and driving national resource mobilization efforts. | National capacity for effective resource mobilization and utilization enhanced. | Regular resources: 1,000,000 Other resources: 1,000,000 |

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| | support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness. | Revised development cooperation architecture fully operationalized. | Revised architecture not fully operational but Development Partners Coordination Group (DPCG) link to EDPRS in place. | Revised architecture in line with EDPRS II in place with regular dialogue. | | |
| | | Aid management system [AIMS] integrated with public financial management system fully functional and utilized. | AIMS exists but needs integration with Smart FMIS to be fully utilized for planning, budgeting and monitoring. | Fully integrated AIMS with Smart FMIS in place, hosted and managed by the Government of Rwanda. | | |
| MINECOFIN, Office of the Prime Minister, Public Service Capacity Building (PSCB) Secretariat, UNFPA, UNICEF | Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery. | A well-functioning support unit/mechanism established within the PSCB Secretariat for effective policy coordination across relevant sectors of public-service delivery. | No well-functioning support unit/mechanism within the PSCB Secretariat for policy coordination for service delivery. | Functional coordination mechanism established in the Office of the Prime Minister and the PSCB Secretariat. | National and subnational capacities for policy coordination and evidence-based service delivery strengthened. | Regular resources: 1,500,000 Other resources: 2,000,000 |
| | | National monitoring and evaluation (M&E) policy and framework in place. | National M&E policy and framework being developed. | National M&E policy and framework in place and operational. | | |

UNDAP Outcome 1.4. Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women.

Indicators: (1) Percentage of youth and women employed (disaggregated by rural/urban, and gender and type/sector); and (2) percentage of slum dwellers accessing basic services (NB: proxy indicator since quality of life cannot be measured directly).

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| MIFOTRA, MINECOFIN, MYICT, Rwanda National Bank, FAO, ILO, UNCDF, UNFPA, UNIDO , UNV, UN-Women, private sector, development partners | Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services. | Number of sector policies/budgets reflecting strategies to promote employment of youth and women. | No integrated employment programme/policies | Integrated employment programme/5 sector policies/budgets reflecting strategies to promote employment of youth and women. | National capacities to provide youth and women with vocational skills and access to financial services strengthened. | Regular resources: 4,500,000 Other resources: 4,200,000 |
| | | Percentage of youth (disaggregated by gender) and women accessing and using financial services and products. | 58% unbanked youth and women accessing and using financial services and products and skills schemes. | 30% unbanked youth (disaggregated by gender) and women accessing and using financial services and products. | | |
| <p>UNDAP Outcome 1.3: Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate-change resilience.</p> <p>Indicators: (1) Percentage of ecosystems rehabilitated through support to the Government of Rwanda Environment and Climate Change Fund (FONERWA); (2) percentage increase in population access to modern energy; and (3) reduction in the number of people affected in disaster-prone areas.</p> | | | | | | |
| MIDIMAR, MINALOC, MINALOCRAB, MINECOFIN, MINIRENA, REMA, RNRA, GEF, GEF/SGP, Poverty- | Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and | Number of sector policies reflecting environment, climate change, disaster risk reduction and gender considerations. | 2 sector policies reflecting environment, climate change, disaster risk reduction and gender considerations. | 7 sector policies reflecting environment, climate change, disaster risk reduction and gender considerations. | National and local capacities to mitigate climate change, reduce disaster risks and promote sustainable development enhanced. | Regular resources: 4,500,000 Other resources: 7,000,000 |

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| Environment Initiative (PEI), UNEP, UNIDO, WFP, non-governmental organizations (NGOs), community-based organizations (CBOs), private sector | mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms. | Number of districts reflecting environment, climate change, disaster risk reduction and gender considerations in their development plan and budgets. | 7 districts reflecting environment, climate change, disaster risk reduction and gender considerations in their development plans. | 30 districts reflecting environment, climate change, disaster risk reduction and gender considerations in their development plans. | | |
| | | National Platform for Hyogo Framework for Action plan in place. | National Platform for Hyogo Framework for Action plan not in place. | National Platform for Hyogo Framework for Action plan in place. | | |
| | | Percentage of area of ecosystems rehabilitated. | 10.1% of area of ecosystems rehabilitated (2012). | 17% of area of ecosystems rehabilitated (2018). | | |
| <p>Government and UNDAP focus area 2: Accountable governance.</p> <p>UNDAP Outcome 2.1: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved.</p> <p>Indicators: (1) Percentage of citizens participating in elections; (2) percentage of citizens satisfied with their participation in decision-making; (3) percentage of citizens expressing satisfaction with service delivery (disaggregated by gender and age); and (4) percentage of citizens who feel that local government listens to and addresses their priority concerns.</p> | | | | | | |
| Parliament, National Electoral Commission (NEC), Rwanda Governance Board, National Consultative Forum of | Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including | Percentage of citizens, including women, expressing confidence in the operations of NEC (Rwanda Governance Scorecard). | 69% of citizens, including women, expressed confidence in the operations of NEC (Governance Scorecard). | 80% of citizens, including women, expressing confidence in the operations of NEC (Governance Scorecard). | Capacity of the National Electoral Commission to conduct civic and voter education and smooth elections strengthened. | <p>Regular resources: 5,475,000</p> <p>Other resources: 7,500,000</p> |

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| Political Organizations, UN-Women, UNFPA, UNV, CSOs, development partners, national gender-machinery institutions | policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms and strengthen the capacity of the national gender machinery. | Percentage of CSOs influencing public policy (Civil Society Index report). | 57% of CSOs influencing public policy. | 75% of CSOs influencing public policy. | Capacity of citizens to participate in local and central decision-making processes and legislative processes enhanced. | |
| | | Media self-regulatory mechanism developed (source: Media Barometer). | Media self-regulatory mechanism not operational. | Media self-regulatory mechanism operational. | Capacities of key media stakeholders to implement the media-sector reforms strengthened. | |
| | | The national gender machinery (NGM) institutions effectively coordinated for better oversight of gender equality. | Number of initiatives developed and implemented to support the NGM. | 4 initiatives developed but not yet implemented. | All 4 initiatives to be implemented. | |
| UNDAP Outcome 2.2: Human rights, justice and gender equality promoted and implemented at all levels. Indicators: (1) Percentage of citizens who have confidence in the justice system (disaggregated by age and gender); (2) proportion of sector and district budgets allocated for promoting gender priorities; and (3) proportion of treaty body and Universal Periodic Review (UPR) recommendations implemented. | | | | | | |
| Ministry of Justice, Supreme Court, Rwanda National Police, National Unity and Reconciliation | Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national | Percentage of the population, including women and the most vulnerable, satisfied with the justice system at all levels. | 68% of the population satisfied with the justice system services (Rwanda Governance Scorecard). | 75% of the population, including women and the most vulnerable, satisfied with justice system services. | Access to justice for all, including the most vulnerable, increased through courts and community-based mechanisms. | Regular resources: 6,500,000 Other resources: 6,000,000 |

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| Commission CSOs, development partners | capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response. | Percentage of reports submitted on time by national actors as required by human rights obligations. | 67% of reports submitted on time by national actors as required by human rights obligations. | 90% of reports submitted on time by national actors as required by human rights obligations. | National capacities to monitor and report on human rights conventions, protocols and policy frameworks including treaty bodies and UPR strengthened. | |
| | | Number of Reconciliation Barometer Reports produced every two years. | 1 Reconciliation Barometer Report produced on time. | 2 Reconciliation Barometer Reports produced on time. | National capacities for promoting peace and reconciliation strengthened. | |