



UNITED  
NATIONS  
RWANDA



# UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK

UNSDCF 2018 – 2024



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# ABBREVIATIONS

AfCFTA	African Continental Free Trade Area	MINUBUMWE	Ministry of National Unity and Civic Engagement
AR	Annual Review	MoE	Ministry of Environment
AU	African Union	MoH	Ministry of Health
BOS	Business Operations Strategy	MSMEs	Micro Small and Medium Enterprises
CCA	Common Country Analysis	MTPR	Mid-Term Performance Review
CERF	Central Emergency Response Fund		
CF	Cooperation Framework	NCDA	National Child Development Agency
CoK	City of Kigali	NDCs	Nationally Determined Contributions
COMESA	Common Market for Eastern and Southern Africa	NGM	National Gender Machinery
COP	Conference of Parties	NGO	Non-Government Organisation
CRRF	Comprehensive Refugee Response Framework	NISR	National Institute of Statistics of Rwanda
CSO	Civil Society Organisation	NST 1	National Strategy for Transformation 2017 - 2024
DHS	Demographic Health Survey	OHCHR	Office of the United Nations High Commissioner for Human Rights
DITT	Diversity and Inclusion Task Team		
DP	Development Partners	OMT	Operations Management Team
DPCG	Development Partners Coordination Group	PASP	Post-harvest and Agri-business Support Project
DRC	Democratic Republic of Congo	PBF	Peace-Building Fund
DRM	Disaster Risk management	PMT	Programme Management Team
EAC	East African Community	PRICE	Project for Rural Income through Exports
EN	Environmental Conservation	PSC-F	Peace, Security and Cooperation Framework
ENR	Environment and Natural Resources	PSEA	Prevention of Sexual Exploitation and Abuse
ERF	Economic Recovery Fund	PSF	Private Sector Federation
ERP	Economic Recovery Plan	QCPR	Quadrennial Comprehensive Policy Review
EVD	Ebola Virus Disease	RAB	Rwanda Agriculture Board
FAO	Food and Agricultural Organisation	RBC	Rwanda Biomedical Council
FGD	Focus Group Discussion	RC	Resident Coordinator
FONERWA	Rwanda Green Fund	RCO	Resident Coordinator's Office
FTT	Facilitation Task Team	RDB	Rwanda Development Board
GBV	Gender Based Violence	RDRC	Rwanda Demobilization and Reintegration Commission
GEWE	Gender Equality and Women's Empowerment		
GGCRS	Green Growth and Climate Resilience Strategy	REB	Rwanda Education Board
GoR	Government of Rwanda	REMA	Rwanda Environment Management Authority
GTRG	Gender Technical Reference Group	RGs	Results Groups
HDP	Humanitarian-Development-Peace nexus	RMTF	Resource Mobilisation Task Force
HR	Human Rights	RNP	Rwanda National Police
HRBA	Human Rights Based Approach	RRB	Rwanda Reconciliation Barometer
HRTF	Human Rights Task Force	RRF	Results and Resources Framework
ICSC	International Civil Service Commission	SDGs	Sustainable Development Goals
IECMS	Integrated Electronic Case Management System	SGBV	Sexual and Gender Based violence
IFAD	International Fund for Agricultural Development	SP	Strategic Priority
IGLR	International Conference on the Great Lakes Region	SWG	Sector Working Groups
ILO	International Labour Organisation	ToC	Theory of Change
INFF	Integrated National Financing Framework	ToR	Terms of Reference
INGO	International Non-Government Organisation	UN	United Nations
IOM	International Organisation for Migration	UNAIDS	Joint United Nations Programme on HIV/AIDS
ITC	International Trade Centre	UNCDF	United Nations Capital Development Fund
JP	Joint Programme	UNCG	United Nations Communication Group
JRLOS	Justice, Reconciliation, Law and Order Sector	UNCT	United Nations Country Team
JSC	Joint Steering Committee	UNCTAD	United Nations Conference on Trade and Development
JWP	Joint Workplan	UNDP	United Nations Development Assistance Plan
KPI	Key Performance Indicators	UNDG	United Nations Development Group
LNOB	Leave No One Behind	UNDP	United Nations Development Programme
LODA	Local Administrative Entities Development Agency	UNECA	United Nations Economic Commission for Africa
MAF	Management and Accountability Framework	UNEG	United Nations Evaluation Group
M&E	Monitoring and Evaluation	UNEP	United Nations Environment Programme
MEFTT	Monitoring and Evaluation Facilitation Task Team	UNESCO	United Nations Educational, Scientific and Cultural Organization
MHC	Media High Council		
MIGEPROF	Ministry of Gender and Family Promotion	UNFPA	United Nations Population Fund
MINAGRI	Ministry of Agriculture and Animal Resources	UN Habitat	United Nations Human Settlements Programme
MINALOC	Ministry of Local Government	UNHCR	United Nations High Commissioner for Refugees
MINECOFIN	Ministry of Finance and Economic Planning	UNICEF	United Nations Children's Fund
MINEDUC	Ministry of Education	UNIDO	United Nations Industrial Development Organization
MINEMA	Ministry of Emergency Management	UNSDCF	United Nations Sustainable Development Cooperation Framework
MINICOM	Ministry of Trade and Industry		
MINICT	Ministry of ICT & Innovation	UNW	UN Women
MININFRA	Ministry of Infrastructure	UPR	Universal Periodic Review
MINIYOUTH	Ministry of Youth & Culture	VNR	Voluntary National Reporting
MINIJUST	Ministry of Justice	WASAC	Water and Sanitation Corporation
		WASH	Water, sanitation, and hygiene
		WFP	World Food Programme
		WHO	World Health Organization



# UNITED NATIONS RWANDA

## VISION 2030

*"The United Nations strategically and effectively supports Rwanda to achieve inclusive, equitable and sustainable development and a high quality and standard of life for everyone."*

### UNSDCF 2018 - 2024 OBJECTIVE

The United Nations Country Team is committed to supporting the Government of Rwanda towards the achievement of the National Strategy for Transformation (2017 – 2024) and Sustainable Development Goals' targets, and promotion of regional integration, peace and security, by addressing Africa Union Agenda 2063 and East African Vision 2050. In this regard, the United Nations in Rwanda is committed to contributing towards resilient economic and social transformation of Rwanda underpinned by good governance, observance of human rights, justice, peace and security; gender equality and equity, effective participation in inclusive and sustainable economic development and decent job creation as well as equitable access to and utilization of quality basic social and protection services in a sustainable and climate-resilient ecosystem.



Rwandan coffee plays a major role in the economy of the country, contributing significantly to foreign exchange earnings and to the monetization of the rural economy.  
©Rwanda Development Board



# JOINT STATEMENT

In its resolution 72/279 of 31 May 2018, the United Nations General Assembly created a dedicated, impartial, independent, empowered, and sustainable development-focused coordination function for the United Nations Development System (UNDS). The United Nations Sustainable Development Cooperation Framework (UNSDCF) is the most important instrument for planning and implementation of development activities at the country level. The Framework is in line with Member States' call for a United Nations development reform to boost coordination in supporting countries to achieve the 2030 Agenda.

This Joint Statement represents a collective agreement of the United Nations agencies in Rwanda, in support of the United Nations Sustainable Development Cooperation Framework for 2018-2024. The objective of the Joint Statement is to:

1. Ensure the most adequate, needs-based, demand-driven, and responsive configuration of support to Rwanda in implementation of the 2030 Agenda and the collective promise to leave no one behind.
2. Enhance coordination, transparency, efficiency, and impact of United Nations development activities, aligned to Rwanda's National Strategy for Transformation 2017 – 2024 (NST1).

The UNSDCF articulates the United Nations' collective response to support the Government of Rwanda in addressing national priorities and gaps in the pathway towards meeting NST 1 and Sustainable Development Goals (SDGs) targets. The Cooperation Framework (CF) is a vehicle for supporting development and social transformation. It offers options to reframe economic policies and practices around resilience, sustainability for inclusive, diversified and job-intensive economic development, and promoting access to and utilization of basic social and protection services that advance gender equality, human rights and well-being of people in Rwanda, and protect the planet. The CF also promotes the spirit of partnerships that is at the core of the 2030 Agenda with strengthened focus on inclusion, advancing gender equality and women's empowerment as well as tackling inequalities.

The Cooperation Framework seeks to support transformative governance by ensuring that national stakeholders are more accountable towards the people of Rwanda, in a context where respect for human rights and rule of law are recognised and adhered to. The CF tailors responses to national priorities, ensuring that all United Nations entities, whether present on the ground or not, can effectively support national implementation of the 2030 Agenda.

Under the leadership of the United Nations Resident Coordinator (RC), the United Nations Country Team (UNCT) in Rwanda carried out a consultative Common Country Analysis (CCA) in 2021 and Mid-Term Performance Review (MTPR) of the United Nations Development Assistance Plan 2018 – 2023 (UNDAP II) in 2021, that identified critical development areas and mapped out United Nations system capacities and resources that are required to effectively deliver on the Cooperation Framework.

The UNCT organized discussions on capacities and resources needed to provide support to Rwanda to implement results articulated in the Cooperation Framework. The United Nations development system in Rwanda is committed to harnessing its comparative advantages to support the Government and non-State actors in achieving NST1 and SDG targets while upholding core programming principles.

# PARTNERING MINISTRIES

## The Government of the Republic of Rwanda

Ministry of Finance and Economic Planning  
Ministry of Foreign Affairs and International  
Cooperation  
Ministry of National Unity and Civic Engagement  
Ministry of Agriculture and Animal Resources  
Ministry of Gender and Family Promotion  
Ministry of Public service and Labour  
Ministry of Emergency Management  
Ministry of Trade and Industry  
Ministry of Local Government  
Ministry of ICT & Innovation  
Ministry of Youth & Culture  
Ministry of Infrastructure  
Ministry of Environment  
Ministry of Education  
Ministry of Justice  
Ministry of Health



# COMMITMENT AND SIGNATURES

## UNITED NATIONS IN RWANDA

We, the undersigned, commit to work together in pursuing the strategic priorities laid out in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2018-2024, towards achieving the 2030 Agenda. In line with the National Strategy for Transformation, our goal is to collectively contribute to transform the country's economy and improve the quality of life of all Rwandans, leaving no one behind.



For the Government of the Republic of Rwanda

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For the United Nations in Rwanda

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
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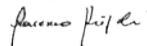
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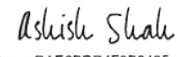
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The landmark Kigali Convention Centre (KCC) is the first and largest Convention Centre in the region, and the leading destination for events in Rwanda.  
©Ministry of ICT & Innovation



# Executive Summary

The United Nations Sustainable Development Cooperation Framework (UNSDCF) 2018-2024 for Rwanda was developed to support Rwanda's National Strategy for Transformation (NST1) 2017-2024 with the 2030 Agenda at its core. The NST1 is expected to contribute towards the realization of Rwanda's Vision 2050, which aspires to transform the country's economy and improve the quality of life of all Rwandans. Focus is placed on human capital development by harnessing economic benefits of the demographic dividend; enhancing competitiveness and economic integration; increasing agriculture production and productivity; and urbanisation, all underpinned by accountable governance and effective capable state institutions. The UNSDCF is the UN's vehicle for accelerating achievement of the Sustainable Development Goals (SDGs) and other regional aspirations such as the Africa Union Agenda 2063 and East Africa Community Vision 2050.

Rwanda has demonstrated commitment to enhanced delivery and realization of the SDGs through national ownership, integration, and implementation of SDGs. The Africa SDG Index and Dashboards Report 2020 details that Rwanda has performed well in eight SDGs and in 2021, Rwanda's progress on SDGs was ranked 130 among 165 countries with a global index score of 57.5%. There is acknowledgement that the Government has made good progress in implementing the SDGs including domestication and alignment to the NST1. However, more needs to be done particularly in this Decade of Action and due to the adverse effects of COVID-19. In the wake of the COVID-19 pandemic, United Nations agencies are partnering with the Government, and non-state actors to ensure effective response to the pandemic, particularly in key areas of health; food security; continuity of education and essential service; social protection; humanitarian response; immediate economic support to the most affected and leveraging digital innovation in coordination and common services. The United Nations Country Team (UNCT) will continue engaging various stakeholders to reduce the current and long-term effects of COVID-19, especially the potential negative socioeconomic impacts on the most vulnerable.

This Cooperation Framework (CF) is informed by the Common Country Analysis (CCA) conducted in 2021, Mid-Term Performance Review (MTPR) of the United Nations Development Assistance Plan 2018 – 2023 (UNDAP II) in 2021, UNCT Retreat (2021) and Development Partners Retreat (2021). The Cooperation Framework also extrapolates on the Integrated National Financing Framework (INFF) and blended financing towards the SDGs, and the modifications carried out from the current UNDAP II and the financing aspect. The CF consultative process builds on the CCA and MTPR tasks, which engaged more than 150 stakeholders including central and local Government officials, private sector and cooperatives, civil society organisations and special interest groups such as women, youth, people with disabilities and refugees. In addition to consultations with UNCT members, UN Rwanda technical staff, the UNSDCF validation process included a presentation of the CF to the Joint UN Steering Committee.<sup>1</sup>

Based on the findings from the above consultative process, particularly the updated CCA and MTPR, going forward, the United Nations system in Rwanda will focus on supporting the Government and its partners to address critical challenges affecting the country, in particular, resilience among the most vulnerable and sustainability of development. Through the Cooperation Framework (CF), the UN will adopt strategies that will: harness Rwanda's demographic dividend through human capital development to address persistent social and economic challenges and to leverage emerging opportunities, especially in digital transformation. Inclusive economic growth will take centre stage with the UN supporting mechanisms to enable those left behind and most affected by the pandemic to access and benefit from the economic recovery plan, while ensuring the plan mainstreams the impact of climate change in the process of "building back better". Strengthening emergency and disaster risk response and management systems and capacity, including enhancing

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<sup>1</sup>The Committee is established as the highest decision-making organ on Cooperation Framework between the UN and the Government of Rwanda and also includes Development Partners, sector ministers, CSOs, Private sector and UN agencies.

the effectiveness of shock-responsive social protection systems will be a priority in UN's technical and financial assistance approach to building resilience. Promotion of the Humanitarian-Development-Peace nexus will be further strengthened through support to mechanisms that integrate refugees and returnees in social and economic sectors, while promoting social cohesion.

Peace and security will remain of strategic importance, especially in the regional context with strategic support provided to regional social and economic integration. All support will be underpinned by continued technical and financial assistance to promote inclusive democratic governance, rule of law, justice and human rights. To further foster inclusive governance, development processes informed by reliable evidence provided through robust data systems that harness data science will be supported. Resources mobilisation for all these focus areas will be a priority of the UN to support all Government efforts to strengthen its frameworks and capacities oriented toward financing for the SDGs.

The CF Theory of Change (ToC) is based on the logic that sustaining transformative social and economic development, and inclusive governance, including socioeconomic and environmental governance, is a precondition for the realization of inclusive and sustainable development and social transformation across Rwanda that includes promotion of shared prosperity and increased investment in building human well-being and resilience.

Actualization of three strategic priorities; economic transformation, social transformation, and transformational governance, will lead to a transformed Rwandan society where people have improved quality of life and resilience. Peace and security are an important precondition for this change to happen. The three strategic priorities are fully aligned with national development priorities, as articulated in the NST1.

**STRATEGIC PRIORITY 1  
ECONOMIC TRANSFORMATION**



**OUTCOME 1**

By 2024, people in Rwanda benefit from more inclusive, competitive, and sustainable economic growth that generates decent work and promotes quality livelihoods for all.

**OUTCOME 2**

By 2024, Rwandan institutions and communities are more equitably, productively, and sustainably managing natural resources and addressing climate change and natural disasters.



**STRATEGIC PRIORITY 2  
SOCIAL TRANSFORMATION**



**OUTCOME 3**

By 2024, people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and water, sanitation, and hygiene services.

**OUTCOME 4**

By 2024, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks and live a life free from all forms of violence and discrimination.



**STRATEGIC PRIORITY 3  
TRANSFORMATIONAL GOVERNANCE**



**OUTCOME 5**

By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace, and security.

**OUTCOME 6**

By 2024, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.



The outcomes will be realised through twenty-four outputs that: are interrelated and multi-sectoral; embody the nexus of change; strengthened; and create new and innovative partnerships including with the private sector, civil society, academic and research institutions at national and international levels. UN support will be offered in an integrated and coordinated manner to ensure progress in one area contributes to progress in other priority areas.

Leveraging the UN system's comparative advantages, the UNSDCF will use its convening power to apply results—focused programming, capacity development and coherent policy support. Robust and coherent advocacy and communications, as well as streamlined business operations, will underpin the implementation.

For sustainability and national ownership, the UNSDCF governance structure will ensure strong national engagement with the Joint Steering Committee as the highest governing body and Strategic Priority co-leadership with line ministries. Implementation will be supported by various inter-agency groups including facilitation teams leading programmes through the Programme Management Team, Results Groups, and thematic task forces.

Operations will be guided by the Business Operations Strategy (BOS II) under the stewardship of the Operations Management Team and the United Nations Communication Group will implement a joint communication's strategy for visibility, accountability, and advocacy. These management and coordination structures will be facilitated by the UN Resident Coordinator's Office.

A Monitoring, Reporting, Evaluation and Learning Plan will support agency specific RBM activities to mutually reinforce each other, with shared roles and responsibilities. The CF will be reviewed and reported against annual JWPs and evaluated prior to the start of the subsequent planning cycle. Over the six years, indicative contribution through the UNSDCF is USD 631,091,127 of which S\$ 368,488,446 (58 %) was mobilised and USD 262,602,681 (42 %) will be mobilised.



# RWANDA PROGRESS TOWARDS THE 2030 AGENDA

## 1.1 COUNTRY CONTEXT

Rwanda is a landlocked country located in central Africa bordered by Uganda to the north, Tanzania to the east, Burundi to the south, and the Democratic Republic of the Congo (DRC) to the west. Rwanda has a surface area of 26,338 Km<sup>2</sup>, is largely mountainous and often referred to as 'the land of a thousand hills'. The country's population density is one of the highest in Africa having increased from 321 to 416 persons/ Km<sup>2</sup> between 2002 and 2012<sup>2</sup>. Administratively the country is structured into 30 districts in four provinces comprising of East, West, North, South and the City of Kigali.

The Rwandan State is an independent, sovereign, democratic, social, and secular Republic. The principle governing the Republic is "government of the people, by the people and for the people". Rwanda recognizes a multi-party system of Government with power sharing between political organizations while state powers are held by the three branches of Government: executive, legislative, and judiciary. The three branches are separate and independent from one another but are all complementary. The highest level of citizen participation in decision-making in Rwanda is through election of the President of the Republic and members of parliament both chambers of Deputies and the Senate (CCA, 2021).

The aftermath of the 1994 Genocide against the Tutsis was characterized by widespread poverty. The share of the population living in poverty was estimated at 70 %, up from 47 % during the 1991 household survey, infant mortality had risen from 87 (per 1,000 live births) before the genocide to 131 in 1997 and maternal mortality had quadrupled. Agricultural output had recovered to only 78 % of pre-war levels, leaving many households highly food-insecure and dependent on irregular food aid. Real per capita GDP had not caught up with its pre-war level and, even worse, was lower than its level in 1960<sup>3</sup>.

By 2000 the emergency period, which was characterized by settling people, putting in place institutions and bringing back production of food and cash crops ended. In 2002 the Government launched a 3-year Poverty Reduction Strategy Paper (PRSP) and adopted the long-term plan Vision 2020. It was characterized by significant progress in social sectors like health and education while productive sectors like agriculture, infrastructure, and Industry where a huge challenge. The PRSP was followed by two cycles of the Economic Development and Poverty Reduction Strategy (EDPRS) from 2008 to 2018. These aimed to accelerate economic growth, creating employment, increasing income. By the time Rwanda drew the second EDPRS in 2013, then aligned to the Millennium Development Goals (MDGs), Rwanda had caught up and progressed beyond the pre-Genocide economic conditions (CCA, 2021).

Rwanda has experienced the second fastest growth of GDP in Eastern Africa after Ethiopia in the last 5 years. However, with the onset of the pandemic the country experienced a significant drop in economic activities of all major sectors, with education and strategic sectors (travel and hospitality) declining the most. In 2020, Rwanda's GDP stood at -3.4% down from 9.4% in 2019 (MINECOFIN, 2021).

<sup>2</sup>Rwanda Vital Statistics Report, 2019, National Institute of Statistics Rwanda (NISR)

<sup>3</sup>World Bank Rwanda Poverty Assessment, 2015





AfCFTA could be the Marshall Plan for the African Economic Recovery  
©UNECA

## 1.2 NATIONAL VISION FOR 2030 AGENDA

Rwanda's Vision 2050 articulates the long-term strategic direction for “the Rwanda we want” which aspires to transform its economy and improve the quality of life of all Rwandans. The vision sets a pathway for the country to reach upper middle income status by 2035 and high income by 2050. This ambition will be realised through human capital development by harnessing economic benefits of the demographic dividend; enhancing competitiveness and economic integration; increasing agriculture production and productivity; and urbanisation, all underpinned by accountable governance and effective capable state institutions.

The first seven years of the path to Rwanda's Vision 2050 are actualised through the NST1. The NST1 provides a platform and pillars for accelerated transformation of the economy and society towards the prosperity sought by Vision 2050. The NST1 is founded on the adoption of home-grown solutions based on Rwandan culture, values, and the country's unique development context. The Strategy also prioritizes the role of the private sector as the driver of economic growth while emphasizing sustainability of results and inclusiveness of development for all by advancing equality and without leaving anyone behind.

The NST1 integrates global and regional commitments that guide its design and implementation. These frameworks include: The Sustainable Development Goals (SDGs); African Union Agenda 2063 and its First 10-Year Implementation Plan 2014-2023; East African Community (EAC) Vision 2050; and the COP 21 Paris Agreement on Climate Change. In addition to these commitments, Rwanda's development agenda continues to strengthen its alignment to continental and regional frameworks that emerged during the first half of the NST1. Key adjustment to the national development agenda integrates frameworks such as the African Continental Free Trade Area (AfCFTA) agreement; UN Strategy for Peace Consolidation, Conflict Prevention and Conflict Resolution in the Great Lakes Region; the Global Compact for Refugees and the Global Compact for Safe, Orderly and Regular Migration (GCM); UN Food Systems Summit; and the COVID-19 Economic Recovery Plan (ERP) and COP 26 Glasgow Agreement on Climate Change.

## 1.3 PROGRESS TOWARDS THE SUSTAINABLE DEVELOPMENT GOALS

Rwanda has demonstrated its commitment to enhanced delivery and realization of the SDGs firstly through national ownership, integration, and implementation of the SDGs. Guided by the GoR's domestication roadmap, the SDGs were domesticated and integrated in Vision 2050, NST1 and related sector and district strategies. Moreover, a dedicated SDGs taskforce bringing together Ministries, Development Partners, Civil Society Organizations, and the Private Sector was established to serve as the nucleus and focal point for ensuring inter-agency collaboration and coordination. Furthermore, hosting of the SDG Centre for Africa with the mandate to support the continent is a testament of Rwanda's commitment to deliver on Agenda 2030 (CCA, 2021).

Rwanda is further commended for its SDG integration into national COVID-19 recovery plans. However, more still needs to be done particularly in this Decade of Action and with adverse effects from COVID-19. Following implementation of the integrated strategies, the Africa SDG Index and Dashboards Report 2021 produced by the Sustainable Development Goals Centre for Africa report that Rwanda is on track on two SDGs, SDG 13 Climate Action and SDG 8 Decent Work. Rwanda has been the first country to submit the revised Nationally Determined Contributions (NDCs) to the Paris Agreement with an ambition to reduce emissions by 38% based on business as usual.

In addition, the Government with the support of the UN has revised the National Green Growth and Climate Resilience Strategy (GGCRS), the Government National Adaptation Plan. The strategy is well aligned with the Vision 2050 and the NDCs. Moreover, the strategy guides all economic sectors to achieve green investment towards a low carbon economy in Rwanda (UN Rwanda, CCA 2021). Of concern is the vulnerability of the majority of the population to climate change and disasters due to continued high reliance on agriculture and natural resources for economic livelihoods.

### ASSESSMENT OF SDGs TRENDS IN RWANDA - 2020





SDG 3: Good Health and Well Being; SDG 5: Gender Equality; SDG 6: Clean Water and Sanitation; SDG 9: Industry, Innovation and Infrastructure; SDG 16: Peace Justice and Strong Institutions and SDG 17 Partnerships for the Goals are moderately improving.

Progress in these SDGs has mostly been accelerated by robust institutional and policy frameworks; strong national coordination structures; entrepreneurship; digital transformation; green growth and climate change adaptation and mitigation; scaling-up WASH services; shock-responsive social protection; engagement of non-traditional partners such as private sector; and mainstreaming gender equality (CCA, 2021).

Meanwhile, performance in six SDGs is stagnating: SDG 1: No Poverty; SDG 2: Zero hunger; SDG 4: Quality education; SDG 7: Affordable and Clean Energy; SDG 11: Sustainable cities and communities; and SDG 15: Life on land.

No recent data is available for three SDGs: SDG 10: Reduced inequalities; SDG 12: Responsible consumption and production; and SDG 14: Life below water. Overall, in 2021 Rwanda's progress on SDGs was ranked 130 among 165 countries with a global index score of 57.5 %<sup>4</sup>.

At the 2021 Development Partners Retreat, nine accelerators were highlighted to advance the realization of the SDGs, improving the quality and inclusiveness of economic growth: Boosting agriculture performance; the green transition; human capital development including quality and inclusion of the education and TVET; ensuring readiness for AfCFTA; digitalization; the right mix of financing; successful implementation of the UPR recommendations and developing the private sector.

As part of efforts to support the country to produce reliable, accurate, and timely data as well as information for monitoring and reporting on Agenda 2030 and the SDGs, UN continues to provide technical and financial support to the Government. The Joint Programme (JP) on data development, remains a valuable flagship program for data generation, analysis and dissemination to support national policy priorities and the SDGs monitoring, including key data collection exercises and generation of reports including the Demographic and Health Survey (DHS) 2019-2020, gender-based violence data and the production of a gender thematic report from the labour force survey 2020, and the Integrated Household Living Conditions Survey (EICV) 2019-2020, development and integration of Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) modules of Electronic Medical Records (EMR) and the upgrade of Rapid SMS into RapidPro system for real-time data monitoring of community health programmes<sup>5</sup>.

Moreover, the UN has advanced the use of digital solutions to reinforce the existing disease surveillance systems for rapid reporting, data management and analysis resulting in faster response, improved completeness and timeliness of reports and increased proportion of identified contacts. In addition, through the UNDESA-NISR-UN Rwanda SDG initiative, the UN will continue to enhance collaboration with NISR through the UNDESA and NISR-SDG dashboard initiative. The initiative brings together SDG data sources from UN Info, UNDESA and NISR. In 2021, 23 global indicators were displayed on the UN Rwanda website (UN INFO 1.0), now being revamped to UNINFO 2.0. UNDESA global dashboard has more indicators and will show better the country's progress of SDGs implementation. Rwanda will have comparable SDGs data across countries; promoting sustainability in data collection for agreed-upon indicators and sources; and transparency of the UN's work in tracking and monitoring the SDGs.

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<sup>4</sup>Sustainable Development Report 2021, Cambridge University

<sup>5</sup>The EMR and Rapid Pro are ready for rollout in health facilities and communities in all 30 districts.

## 1.4 CHALLENGES AND OPPORTUNITIES

The UNCCA and UNDAF II Mid-term Performance Review (MTPR) identified critical challenges and opportunities that can potentially inhibit or accelerate progress towards achievement of the NST1 and SDG targets. The challenges and opportunities cut across the five dimensions of the 2030 Agenda, namely, Social, Economic, Environment, Peace, Partnership and Sustainability.

### 1.4.1 SOCIAL DIMENSION



**Population Dynamics:** Rwanda Human Development Index (HDI) is 0.543 (2019). It is regarded as a low human development country ranking 160 out of 189<sup>6</sup>. Projections based on the 2012 Census show a rapidly growing population, dominantly youthful with a median age of 19 years and 41 % below 15 years. This is a result of rapid demographic shifts influenced by relatively high but declining fertility rates and sharp reductions in child mortality, and a rapidly growing urban population<sup>7</sup>. The population growth rate estimate is 2.3 % per annum.

**Health Status:** In the past two decades, Rwanda has made significant progress in most of the health indicators specifically in the reduction of maternal, newborn and child mortality. For example, maternal mortality declined from 1,071 per 100,000 in 2000 to 203 per 100,000 in 2020 (RDHS<sup>8</sup>) and under-five mortality declined from 158 per 1000 live births in 2000 to 45 per 1000 live births in 2020. The levels of stunting for children under five years of age is still high, estimated at 33 % in 2020, requiring more efforts to address this challenge, which the Government has identified as a high priority. Life expectancy rose to 68 years in 2020, fertility rate declined from 6.1 in 2005 to 4.1 in 2019/2020 (DHS 2019/2020); married women using modern methods of family planning increased from 47.5 % in 2015 to 58% in 2019/2020 while the unmet need for family planning decreased from 19% in 2015 to 14% in 2019/2020.

A major challenge the health sector has faced is the response to COVID-19. There has been increased expenditure in the health sector and away from other health services to procure equipment, test and manage COVID-19 cases and ensure continuity of essential health services. As at the end of October 2021, over 3.3 million people had received the first dose of the COVID-19 vaccine and at least 13.3% of the total population was fully vaccinated. Rwanda is lagging behind as the target per international recommendations is 40% by end December 2021 for fully vaccinated persons. Nonetheless, the burden to the health sector and the economy caused by COVID-19 has provided a platform for harnessing technology and innovations as evident in use of technologies in the country's COVID-19 response<sup>9</sup>.

Going forward strengthening health systems, to ensure that they are resilient to and prepared for dealing with the current pandemic and future shocks is key. As well as Universal Health Coverage and supporting efforts to build human capital as a driver of achieving Agenda 2030. The UN should support the Government to develop and implement sustainable financing mechanism for the health sector.

<sup>6</sup>Human Development Report, UNDP 2020

<sup>7</sup>Demographic dividend: Unlocking Rwanda's Potential to Reap the Demographic Dividend, 2017 (NISR and UNFPA)

<sup>8</sup>Rwanda Demographic Health Survey (NISR 2019-20)

<sup>9</sup>Use of drones in awareness raising, robots for identification Covid-19 cases identification and treatment, mobile application for banking, transport and commercial purposes,

**Education Status:** Rwanda has nearly reached universal primary education with a net enrolment rate of 98.5% (98.4% boys: 98.6% girls). Access to pre-primary increased over the past 5 years from 13% to 29.8% (MINEDUC, 2019), because of a reduction of supply-related bottlenecks. However, quality of education remains an issue, with the 2018 Learning Achievement in Rwandan Schools (LARS) study noting significant issues in students' literacy and numeracy.

Going forward, efforts will focus on improving the quality and relevance of education at all levels to ensure education fully contributes to the transformation and development of Rwanda.

The low level of Human Capital Index (HCI) published by the World Bank is mainly driven by the poor performance of the education sector where the learning adjusted years of schooling stood at 3.9 before COVID-19. In addition, quality and inclusion (including children with disabilities) in education need and capacity of TVET to prepare young people to access jobs remain issue to be tackled. Education has a long gestation period to deliver benefits to the economy and sustainable development since learning loss generated by the pandemic may reduce students' productivity in the long run by 10 to 30%<sup>10</sup>.

## 1.4.2 ECONOMIC DIMENSION



**Macroeconomic Performance:** From the last CCA in 2017, agriculture accounted for over a quarter of GDP. However, by 2019, GDP has been driven by industry, services and agriculture where agriculture contributed 24%, industry 18% and services accounted for over half of all economic activity. Real GDP growth is projected at 10.2% in 2021 up from sharp contraction of 3.4% in 2020 with the onset of COVID-19 pandemic. The recovery is attributed to a recently accelerated vaccination campaign targeting high-infection areas, continued Government support and the pickup in industrial production<sup>11</sup>. Going forward, risks about the path of the COVID-19 pandemic remain significant; pandemic scars owing to school disruptions, learning losses, protracted unemployment, and rising poverty, especially among women, which pose a significant challenge and risk reversing hard-won economic and social gains over the last two decades. Accelerating structural and economic reforms are needed to mitigate pandemic scars and ensure more inclusive, resilient, green and sustainable growth over the medium term tackling poverty and inequalities. Growth is expected to return to its pre-pandemic trend by 2023 once the services sector fully recovers<sup>12</sup>.

<sup>10</sup>Common Country Analysis, 2020, UN Rwanda

<sup>11</sup>World Bank Rwanda Economic Update, 2022

<sup>12</sup> IMF Country Report, 2022



Transboundary & Regional Context: Cross-border spread of COVID-19 has been a major threat to the pandemic control efforts. At the beginning of the outbreak, most of the cases were imported. As the outbreak evolved, the imported cases gradually declined as the local cases increased. Fortunately, capacities, learnings, and procedures in place built during Ebola Virus Disease preparedness, including prevention and control at the border entry points, facilitated the Government and its partners to respond rapidly to the COVID-19 crisis (CCA, 2021).

**Going forward, the effective implementation of the Economic Recovery Plan (ERP) and Economic Recovery Fund (ERF) will be critical complemented by fiscal consolidation and private sector led growth. In addition, UN in collaboration with Government and Development Partners continue with deliberate efforts that support vulnerable groups to ensure we leave no one behind and sustain the development agenda.**

Regional Trade: Rwanda's economic engagement in the regional and global economy has increased dramatically over the past two decades. Exports have grown rapidly and diversified over the past decade, with declining dependence on traditional exports (tea, coffee, and minerals) and increase in industrial goods such as apparel and leather products, mechanical appliances, agro-processing, and beverages. Growth of trade in services has also been particularly marked with national revenue from services exceeding goods in some years.

**Regional dialogue is paramount on addressing socio-economic and political challenges as well as pushing forward the country's development agenda. UN can support processes to remove obstacles to trade at national, cross-border and regional level, with the view to use trade as an engine of development and means to implement the SDGs. Support small scale cross-border trade to combat poverty and enhance social cohesion, particularly among women, youth, and persons with disabilities. Support the realization of the AfCFTA and implementation of the UN's Strategy for Peace Consolidation, Conflict Prevention and Conflict Resolution in the Great Lakes region.**

Preliminary estimates indicate potential positive gains in trade resulting from trading under the AfCFTA for most of the sub-regional economies (UNECA, 2021). For Rwanda, UNECA estimates indicate potential export gains amounting to 25% of pre-ratification levels while bilateral exports to Ethiopia could increase by 55%. The trend of intra-continental trade for Rwanda – similarly for most of the sub-regional economies – is already on a positive trajectory, with increased exports from and imports to African countries. The sectors identified in Rwanda's AfCFTA Strategy that could experience expansion in trade and investment under AfCFTA include agro-processing and agro-products, mining and mineral processing, construction materials, textiles and processed fuels. The labour-intensive nature of these sectors implies potential for job creation even for the unskilled and semi-skilled labor force. Additionally, informal cross-border trade is bound to increase, potentially benefiting women who are heavily involved in the activity especially at Rwanda's borders with the Democratic Republic of Congo. This could imply increased incomes for women cross-border traders, with ultimate reduction in poverty and gender inequality along income lines (UNECA, 2021).



Agroforestry system in Nyabihu district ©FAO/Teopista Mutesi

### 1.4.3 ENVIRONMENT DIMENSION

**Climate and Environment:** Rwanda is already experiencing the effects of climate change which are expected to be more severe in future; and especially if the loss of forests continues. Rainfall has become increasingly intense and irregular and changes in rainfall patterns are predicted to increase by 5% to 10%<sup>13</sup>. Changes in temperature and precipitation and their distributions are the key drivers of climate and weather-induced disasters that negatively affected Rwandans and the national economy, including through droughts, floods, and landslides which results in damage to infrastructure, loss of lives and property (including crops) and contribute to soil erosion and water pollution.

**Climate Finance:** Government operationalized the Rwanda Green Fund (FONERWA) in 2012, which aims to mobilize and manage domestic and international climate finance, and secure sustainable financing to support projects toward the implementation of the Green Growth and Climate Resilience Strategy. To date, FONERWA has mobilized more than USD 161.7 million from its Development Partners and the Government.

### 1.4.4 PEACE, SECURITY AND PARTNERSHIPS

**Humanitarian, Development and Peace:** There is a gradual shift from a humanitarian approach to a more developmental focus with emphasis on sustainable livelihoods and social cohesion. This reorientation of focus has resulted in more attention and efforts around social and economic integration of refugees. This has included renewed focus on enhancing educational opportunities at the secondary and tertiary level and an effort to design vocational training courses at Technical and Vocational Education and Training (TVET) schools in line with market needs. Clean energy in camps and refugee hosting areas is also a priority for the GoR. The key to successfully integrating this new approach to humanitarian, development and peace – triple nexus – is to better engage all the UN agencies in Rwanda based on their mandates, comparative advantages and joint principles.

Going forward, there is need to promote a HDP nexus approach in existing and new programmes. Integrating components of resilience and capacity to respond to emergency, as well as mitigation of disaster, in development interventions is key. As well as promoting trade and financial inclusion as a driver for peacebuilding and development in Rwanda and in the region, including among refugees. Provide needs-based humanitarian support and incentives for refugees and other beneficiaries to become self-reliant as well as support interventions promoting peaceful reintegration and reconciliation.

<sup>13</sup>Rwanda Comprehensive Food Security and Vulnerability analysis, 2018, NISR, MINAGRI, WFP, UNICEF, EU and USAID



The UN has also been instrumental in supporting refugees' inclusion in national child protection systems by ensuring that the national child protection workforce understand and are equipped to handle and refer child protection cases pertaining to specifically refugees. The GoR and the UN in Rwanda envision that by 2030 all refugees and host communities will be able to fulfil their productive potential.

**Governance & Rule of Law:** Over the last decade, Rwanda has shown impressive progress in governance in general and particularly in justice and rule of law. The rule of law indicator of the Rwanda Governance Scorecard scored 83.7% in 2017 and was about 88% in 2020. Rwanda has recorded substantive achievements in key areas such as safety and security and performance of the judiciary. The fight against corruption has also taken centre stage in the Rwandan administration and the Rwandan Society in general, which explains the trust by citizens in the control of corruption. The Rwanda Governance Scorecard evaluates the incidence of corruption at 87.2% in 2020 against 80.5% in 2017. Such progress is also recognized by international common perception measurements of corruption such as the annual corruption index where Rwanda has improved its score in terms of fighting corruption from 55 in 2017 ranked 48/100 to 54 in 2020 ranked 49/100.<sup>14</sup>

Governance and Institutions require further capacity building to monitor and learn on human rights and good governance. In addition, leveraging technology to enhance citizen participation in decision making, accountability processes, including youth and the civil society should be prioritized.

## 1.4.5 FINANCING FOR SDGS



In an environment of declining development assistance ensuring national institutions have increased technical capacity to identify, access and use different partnership modalities and sources of finance to achieve national development objectives has become a priority for the Government and the UN in Rwanda. Relevant institutions, particularly the Ministry of Finance and Economic Planning (MINECOFIN) are working with the UN and partners to enhance mobilization of development finance and effectiveness in Rwanda through integrated and innovative approaches for implementation of national priorities and the SDGs<sup>15</sup>. The initial total cost of the NST1 2017-2024 was USD 40.7 bn funded by public resources (51%) and private resources (49%). The domestic private resources will represent 60% of the private resources and the FDI, 40%. Rwanda is also hosting the SDG Centre for Africa (SDGC/A) in support of continental efforts to deliver on the SDGs.

<sup>14</sup>Transparency International Corruption Perceptions Index <https://www.transparency.org/en/cpi/2020/index/rwa>

<sup>15</sup>The NST1 is the main mode of operationalizing the SDG requiring about US\$40 million; of which 59% is projected to be financed through public resources while 41% will represent private sector resources. The Government through the Financial Sector Development Strategic Plan (2018-2024) will pursue to raise savings and investments, access to finance, financial inclusion, modern payment system, skills development, establishing and maintaining Rwanda as an international financial service center to achieve Rwanda's vision of becoming a strong private led economy in 2030. A key policy intervention for savings mobilization is the establishment of Rwanda Long-term saving scheme – LTSS/EJOHEZA which aims at providing each Rwandan (non-salaried informal sector workers, public and private sector salaried employees and unpaid workers) an equal right and opportunity to accumulate savings for old age based on their own unique cash-flows and savings capacity. A Capital Markets Master Plan (CMMP) was also established in 2016 and sets out the steps which the Government intends to undertake to exploit the tools of capital market finance to unleash the full potential of the economy and to enable Rwanda to play its role as a financial hub within the economy of East Africa. Furthermore, the Government is leveraging on various other financing mechanisms to raise additional public and private finance such as the Green Financing and Climate change financing, remittances, and blended Finance.



Rwanda is among the 15 countries globally, pioneering the Integrated National Financing Framework (INFF). The UN is glad to have partnered with European Union on this important initiative aligned with the Addis Ababa Action Agenda on financing for development. The UN JP on INFF which is financed through the Joint SDG fund amounts up to USD 1million, with an additional USD 867,000 from UNDP and UNICEF. The JP is designed to identify financing gaps and to provide solutions to implement NST1, overall realization of the SDGs and Vision 2050. The INFF is expected to lead to a paradigm shift in raising funds to implement the NST1 and its locally owned action plan for all 17 SDGs. The INFF is also an important platform for the UN to promote blended finance and green financing, digital innovations, and financial regulatory reforms to ensure an enabling environment for private-led development and more inclusive finance.

Through the INFF and other UN programming, the ecosystem for private SDG financing is being strengthened including through partnerships with Rwanda Finance and other financial regulatory bodies to enhance financial regulatory frameworks, corporate social responsibility, SDG aligned investment models, and mapping of SDG investment areas. This will help crowd in new sources of capital and business partners while ensuring the Rwandan economy in a post COVID-19 world effectively pivots toward more gender-inclusive, and green growth trajectories. The creation of the Kigali International Finance Center, the Rwanda Innovation Fund, and Rwanda's National Climate Fund (FONERWA) are all clear examples of financial innovations and greening of the financial service sector in ensuring Rwanda's transformation to a climate neutral and resilient future<sup>16</sup>. Additional strategies under support by the UN are also expected to include a road map for greening the financial sector and promoting SDG-aligned, socially responsible investment. These initiatives, as well as a dedicated multi-agency partnership to crowd in private and impact finance for primary health care demonstrate an increasing recognition of the need for the UN to promote a shift from funding to financing as a means toward achieving the SDGs.

## 1.4.6 MARGINALIZED AND VULNERABLE GROUPS















**Human Rights, Inequality and Discrimination:** In January 2021, the human rights records of Rwanda were reviewed for the third time by the working group on Universal Periodic Review (UPR) of the Human Rights Council. 284 recommendations were formulated to the GoR. The Government later accepted 160 recommendations, deferred the response to 49 recommendations and noted 75 recommendations. The recommendations accepted by the Government offers the UN and its partners an opportunity for reinforcement of cooperation with Rwanda in the human rights domain.

The cooperation in this domain is even more important now as the COVID-19 pandemic has had a negative impact on economic, social and cultural rights and civil and political rights. COVID-19 has negative repercussions on the rights to work, to health, to education, and to food. Regarding civil and political rights, restrictive measures such as the state of emergency, border closures due to COVID-19 or travel restrictions in certain areas of the country have limited the monitoring and human rights protection capacities.

**Ensuring Human Rights-Based Approach and LNOB principle is integrated across all UN interventions, including in data-generation and in the COVID-19 response and recovery plans is key. Promote innovation, inclusivity in Human Rights programs and find new ways for human rights education, using online and other means of remote communication, taking into consideration the digital breach. UN to support the Government to entrench commitments to conventions on human rights and to ensure the implementation of UPR recommendations.**

<sup>16</sup>A dedicated Green Investment Facility is being set up to mobilize significant investments in green growth and sustainable energy transformation, as well as a dedicated Blended Finance Facility and a climate financing facility to serve as an innovative model based on the global green banking experience, to unlock new private investment in key green sectors such as energy, clean cooking, and agriculture.

**Leaving No One Behind (LNOB):** Key groups still lag behind the general population in the development agenda. Many of those left behind mostly belong to vulnerable or marginalised groups exposed to various risk factors shown below.

 <b>WHO IS LEFT BEHIND?</b>	 <b>FURTHEST BEHIND/MOST AT RISK?</b>	 <b>WHY? (DRIVERS)</b>
 <b>Women</b>	<b>Rural poor women, women with disabilities, female household heads</b>	<b>Culture, poor targeting, violence</b>
 <b>Youth</b>	<b>Youth living with disability, young women, vulnerable youth from rural areas.</b>	<b>Labour market imperfections, lack of proper skills</b>
 <b>Young girls</b>	<b>Pregnant minors, drug abusers, orphans</b>	<b>Lack of guidance, weak family bonds, technology/internet, abusive men &amp; boys</b>
 <b>Persons With Disabilities</b>	<b>Rural areas</b>	<b>Stigma, discrimination, poor enforcement of laws and conventions, poor knowledge of disability</b>
 <b>Infants and Children</b>	<b>Infants and children with disabilities, chronic or acute illnesses and/or with undernutrition including Low Birth Weight babies,</b>	<b>Extreme poverty, food insecurity limited access to health services and vaccination, low education of mothers and low awareness on health and nutrition matters</b>
 <b>Refugees</b>	<b>Widows, Women, young refugees, children, refugees with disabilities</b>	<b>Stigma, poverty, exclusion</b>
 <b>Migrants</b>	<b>Irregular immigrants, victims of trafficking, stranded migrants</b>	<b>Poverty, political forces, trafficking, child labour, organ trade</b>
 <b>Aging population</b>	<b>Rural areas, those with terminal illnesses</b>	<b>Poverty, exclusion, minority</b>
 <b>Internally Displaced People</b>	<b>In hilly areas, in informal settlements</b>	<b>Climate change effects, floods</b>
 <b>People Living with HIV</b>	<b>Female Sex workers</b>	<b>Poverty, drug abuse, stigma</b>
 <b>LGBTQ</b>	<b>In refugee camps</b>	<b>Cultural demonstration effect</b>

**Gender Equality and the Empowerment of Women:** The UN continues to partner with Government and Non-Government institutions to address all forms of gender discriminatory provisions in Rwandan Laws. Rwanda is ranked in the 9th position globally and top in Africa but went down 3 places on the 2020 Global Gender Gap Report compared to the 2019 report. The country is still among the top 4 countries in the world for political empowerment, thanks to a high share of women (above 50%) among both parliamentarians and ministers. However, the country still needs more concerted efforts to address social norms and culture rooted stereotypes that perpetuate gender inequalities

Going forward the removal of all forms of barriers to empowerment and meaningful participation of women and girls, particularly vulnerable groups at local level, as well as engaging men and boys is key. Measures aimed at increasing gender equality in participation in economic activities and hence equally reaping the same benefits, as men remain paramount.

Support must be channeled towards coordinated and concerted efforts to address social norms and culture rooted stereotypes that perpetuate gender inequalities. Combating GBV in collaboration with partners should remain key for the UN, not least with increase in GBV due to COVID-19.

The pandemic has not only had a direct impact on health and taken a toll on human life; it has also elevated the vulnerabilities of women. Prior to the COVID-19 crisis, labor statistics were on largely positive trends according to the Labour Force Survey (LFS, 2019). For example, unemployment had declined among women from 22.7% in 2016 to 17% in 2019, while the employment-to-population ratio and labour force participation rate were also increasing. However, according to the LFS (2020), the unemployment rate among women aged 16 years and above had increased to 25% up from 14% in February 2020, while for men it was estimated at 19% from 13% because of the rise of unemployed population due to COVID-19. This underscores the severity of socioeconomic impact of the pandemic on women, the majority operating in the informal sector, which occupies 91.2% of employed women.



## CHAPTER 2

# UNITED NATIONS RWANDA SUPPORT TO THE 2030 AGENDA



The poorest and most vulnerable people in Rwanda have benefited from the "Green Village" concept, a Rwandan government initiative which is supported by UNDP and UN Environment, that aims to tackle the African country's growing natural resource challenges, including deforestation, soil erosion, access to water and unsustainable land use.  
©UNDP Rwanda/Alice Kayibanda

## 2.1 UNITED NATIONS RWANDA VISION 2030

**“The UN strategically and effectively supports Rwanda to achieve inclusive, equitable and sustainable development and a high quality and standard of life for everyone”.**

The United Nations Country Team is committed to supporting the Government of Rwanda (GoR) towards the achievement of NST1 and SDG targets, and promotion of regional integration, peace and security, by addressing Africa Union Agenda 2063 and East African Vision 2050.

In this regard, the United Nations is committed to contributing towards resilient economic and social transformation of Rwanda underpinned by good governance, observance of human rights, justice, peace and security; gender equality and equity, effective participation in inclusive and sustainable economic development and decent job creation as well as equitable access to and utilization of quality basic social and protection services in a sustainable and climate-resilient ecosystem.

Through the UNSDCF 2018 – 2024, the UN in Rwanda will continue to provide technical support and resources in development and humanitarian settings towards achievement of the NST1 targets. In the remaining years of the NST1, priority will be placed on building greener, more resilient, sustainable, and inclusive societies. In this regard strategic focus will be laid on:

**Partnerships and Financing:** The UN will continue strengthening its solidarity, partnerships and coordination in support of Vision 2050 and Agenda 2030 with investments in innovation and new funding mechanisms. Continuous efforts to **strengthen partnership** within the UN, with Government, Private Sector, NGOs, INGOs and other partners is key to our common roles as stakeholders of sustainable development. Moreover, strategic **partnerships for financing** nationally, regionally, and globally to build back from the COVID-19 pandemic to recovery through collaboration at different levels will take centre stage.

**Advancing the Green Agenda:** The Government and private sector will continue to be supported to **scale up green investments** through innovative **climate financing**, complemented by strategic policies and regulatory reforms to increase the productivity of Rwanda’s natural capital as well as its climate resilience. Moreover, through an upcoming investment protocol, the UN will support the GoR explore opening a green investment in Rwanda through the **AfCFTA**. Key is enhancing inter-African trade and greater inclusion of youth and women, small and medium enterprises.

Structural transformation and a decarbonised/**green recovery plan** will be facilitated to accelerate the move towards green trade and industrialisation, climate-smart agriculture, and multilateral global trade. Downstream support will continue to focus on awareness creation of the importance of renewable, clean energy, reliable and affordable access to sustainable technologies.

UN agencies will also endeavour to create linkages between Rwanda’s food systems and climate action agendas and provide support to Government priorities promoted at the UN Food Systems Summit and COP26. This includes achieving Rwanda’s agricultural production targets in an environmentally sustainable manner that promotes livelihoods resilient to climate change.



**Fostering innovation and digitalization** as an emerging way of working through more efficient and less costly means. The UN will continue to support Rwanda's trajectory towards embracing technology across all sectors, with critical focus on **bridging the digital divide** by enabling marginalised and most vulnerable groups to benefit from technological advancements, including development of required infrastructure. **Technology and innovation** will be used to support delivery towards a green, resilient, sustainable, and inclusive society. Promotion of **eGovernance** including online service delivery, solutions that contribute to green energy, as well as support to **digital policy** coherence and implementation. The UN will provide technical support, resources, share Knowledge and leverage from its regional and global assets and networks.

**Leveraging support for Data and Statistics:** UN Agencies will work together to enhance national capacities for **generation of statistics and real time data** and enable further **data disaggregation** necessary for more effective evidence-based analysis, policy formulation and programme design. UN analytical capacities will be leveraged across sectors to support the next generation of assessment and planning through **advanced analytics and data science**. The UN will invest in our ability to support utilization of data to support advocacy, policy development, and programme design for accelerated delivery of NST1 and SDG targets.

**Champion the tackling of Inequality** as top priority, including within the **COVID-19 socio-economic recovery** efforts ongoing and building resilience among most affected. The UN role to ensure systematic **investment in social protection**, to tackle job losses and livelihoods will remain pivotal. Strengthening social justice is key, and our role in promoting a **human rights-based approach (HRBA)** to building back better is now more important. To contribute to this complex situation, resilience, inclusion, and environment must be included in macroeconomic policies. Smarter mechanisms to find integrated solutions will be prioritised to go beyond structural solutions. Inclusivity is key. We must ensure that no one is left behind. Gender, rural/ urban divide will be tackled in all their dimensions as part of the recovery process.

**Putting Young People at the Centre:** Our human capital is the youth in Rwanda and on the African continent that make up to 70 % of the population; they must be at the heart of every policy and sustainable development solutions. **Harnessing this demographic dividend** calls for targeted holistic investments in both social and economic spheres for youth development. The UN role in convening and coordinating Development Partners' investment in human capital is crucial, as well as in physical, financial and technology capital. Multi-sectoral responses to COVID-19 effects will be priority. The UNCT and partners will lead support to youth in economic activities, social wellbeing, sexual and reproductive health, mental health and tailored programs. **Youth leadership and participation** will be targeted through the UN role in creating and supporting spaces for youth and youth-led organizations to be at the table designing, implementing, and monitoring programmes and policies at national and local levels.

**Promoting the Humanitarian-Development-Peace nexus** approach in existing and new programmes. Integrating components of **resilience and capacity to respond to emergency**, as well as mitigation of disaster, in development interventions is key. Also **integrating regional trade and financial inclusion** as drivers for peacebuilding and development in Rwanda and in the region, including among refugees works. Coupled with needs-based humanitarian support and **socio-economic integration of refugees** and other beneficiaries for self-reliance will be further reinforced. Interventions promoting peaceful reintegration and reconciliation will be supported.



## 2.2 THEORY OF CHANGE

The Cooperation Framework theory of change is based on the logic that sustaining transformative social and economic development, and inclusive governance, including socioeconomic and environmental governance, is a precondition for realization of inclusive and sustainable development and social transformation across Rwanda that includes promotion of shared prosperity and increased investment in building human well-being and resilience. Actualisation of these three strategic priorities - Economic transformation, Social transformation, and Transformational governance - will lead to a transformed Rwandan society where people have improved quality of life and resilience. Peace and security are an important precondition for this change to happen. The three strategic priorities are fully aligned with national development priorities, as articulated in the NST1.

In this regard, the GoR will continue to demonstrate its political will and commitment towards sustained good governance, particularly in bringing government closer to the people for effective engagement and participation, promoting the rule of law and human rights, strengthening effective public policy, resource mobilisation and management, improving service delivery, promoting a programmatic approach to planning, and ensuring peace and security across the country and with neighbouring states.

Through cooperation and strategic collaboration, the United Nations system will provide targeted policy and technical support to strengthen national, local government, civil society and private sector capacities in line with national, regional and international obligations and commitments.

To effectively contribute towards addressing the three strategic priorities of the Cooperation Framework, the United Nations system in Rwanda will particularly focus on capacity building at national, local government, sector and community levels, guided by the six fundamental programming principles that ensure coherence and relevance in the evolving context:



Achieving the strategic results of the Cooperation Framework at various levels and realizing the vision will be subject to the fulfilment of some key assumptions:

- National policies and frameworks remain conducive for economic and social transformation, as well as transformational governance.
- International, Regional and National political will to implement international, continental and sub-regional protocols and agreements prevail.
- Financial resources and technical capacities are available to ensure realization of cooperation commitments.
- Traditional and innovative financing needed for catalyzing investments are available, accessible, and utilized.
- The economy recovers rapidly and sustainably from the effects of the COVID-19 pandemic.
- Social sectors (health, education, WASH) are adequately resourced and remain functional.
- Political will, peace, and security prevail nationally and regionally.

However, some critical areas in which the UN system will continue to work with the Government of Rwanda include:

- Response to exogenous shocks and building responsive and resilient institutions, systems and communities beyond the COVID-19 pandemic and subsequent adverse effects of the socio-economic development drivers.
- Response to regional conflicts and other sources of instability affecting the development agenda.
- Response to the climate change and other natural disasters and enhance mitigation, adaptation and resilience.
- contributing to analysis, identification of financial constraints, unlocking financial flows to support the domestic resources and external finance for the right sustainable financing mix to implement key interventions.
- Response to enhance the human capital.
- Response to boosting the agriculture performance.
- Response to finding the best ways for a greener, resilient and more inclusive growth tackling poverty and inequalities.
- Response to accelerating access and use of technology in leveraging of ICTs for development.
- Response to better positioning Rwanda in regional integration including the AfCFTA.

## 2.3 STRATEGIC PRIORITIES OF THE COOPERATION FRAMEWORK 2018 - 2024

### STRATEGIC PRIORITY 1 ECONOMIC TRANSFORMATION

#### OUTCOME 1

By 2024, people in Rwanda benefit from more inclusive, competitive, and sustainable economic growth that generates decent work and promotes quality livelihoods for all.

#### OUTCOME 2

By 2024, Rwandan institutions and communities are more equitably, productively, and sustainably managing natural resources and addressing climate change and natural disasters.

### STRATEGIC PRIORITY 2 SOCIAL TRANSFORMATION

#### OUTCOME 3

By 2024, people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and water, sanitation, and hygiene services.

#### OUTCOME 4

By 2024, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks and live a life free from all forms of violence and discrimination.

### STRATEGIC PRIORITY 3 TRANSFORMATIONAL GOVERNANCE

#### OUTCOME 5

By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace, and security.

#### OUTCOME 6

By 2024, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.

## 2.4 COOPERATION FRAMEWORK OUTCOMES AND PARTNERSHIPS

The three strategic priorities of the UNSDCF are fully and strongly aligned to all 18 NST1 strategic priorities, 16 of the SDGs and five pillars of Rwanda's Vision 2050 as illustrated below.

COOPERATION FRAMEWORK PRIORITIES	STRATEGIC PRIORITY 1 ECONOMIC TRANSFORMATION	STRATEGIC PRIORITY 2 SOCIAL TRANSFORMATION	STRATEGIC PRIORITY 3 TRANSFORMATIONAL GOVERNANCE
NST1 STRATEGIC PRIORITIES	<ol style="list-style-type: none"> <li>1. Create resilient, decent, and productive jobs.</li> <li>2. Accelerate sustainable urbanization.</li> <li>3. Rwanda as a globally competitive knowledge-based economy</li> <li>4. Promote Industrialization, exports, and trade.</li> <li>5. Domestic savings &amp; positioning as a financial services hub.</li> <li>6. Modernise and increase productivity of agriculture and livestock.</li> <li>7. Sustainable management of the environment and natural resources to transition to a green economy.</li> </ol>	<ol style="list-style-type: none"> <li>1. Shock resilient social protection for poverty eradication</li> <li>2. Enhance food security and eradicate of malnutrition</li> <li>3. Enhance demographic dividend with quality healthcare</li> <li>4. Enhance demographic dividend with quality education</li> <li>5. Modernized households by providing universal access to adequate infrastructure &amp; services.</li> </ol>	<ol style="list-style-type: none"> <li>1. Values, unity, self-reliance &amp; peace</li> <li>2. National Safety and Security and development nexus.</li> <li>3. Economic Diplomacy, regional integration, and international cooperation</li> <li>4. Justice, Law and Order</li> <li>5. Strengthen capacity, service delivery, transparency, and accountability</li> <li>6. Citizen participation and engagement in development</li> </ol>
SUSTAINABLE DEVELOPMENT GOALS			
VISION 2050 Pillars	<ol style="list-style-type: none"> <li>1. Competitiveness and Integration</li> <li>2. Agriculture and Wealth Creation</li> <li>3. Urbanisation and Agglomeration</li> </ol>	<ol style="list-style-type: none"> <li>1. Human Development</li> </ol>	<ol style="list-style-type: none"> <li>1. Accountable and Capable State institutions</li> </ol>



## 2.4.1 STRATEGIC PRIORITY I: ECONOMIC TRANSFORMATION

Under this Strategic Priority, the UN seeks to contribute through two outcomes to ensure Rwandans enjoy an improved quality of life sustained by a modern economy that is globally competitive, knowledge-based, and environmentally sustainable. Initiatives are linked to the national economic transformation pillar in the NST1 that pursues accelerated inclusive economic development founded on the private sector, knowledge, and Rwanda's natural resources. The Strategic Result Area addresses SDGs 1, 2, 5, 7, 8, 9, 10, 11, 12, 13, 15, and 17.



### COOPERATION FRAMEWORK OUTCOME 1: BY 2024, PEOPLE IN RWANDA BENEFIT FROM MORE INCLUSIVE, COMPETITIVE, AND SUSTAINABLE ECONOMIC GROWTH THAT GENERATES DECENT WORK AND PROMOTES QUALITY LIVELIHOODS FOR ALL

If Rwanda's public and private institutions' capacities are strengthened to increase innovation and investments in agriculture and livestock production and commercialization, and value chains become more inclusive, then sustainable and resilient agriculture production and productivity will be realised. Furthermore, if relevant public institutions develop and implement responsive and inclusive policies and regulations that attract and increase investment in climate-smart industrialization and trade that is competitive at a continental level, it will contribute to promoting inclusive economic growth by creating resilient decent jobs especially among women and youth. Moreover, if people, especially women's and youths' skills are enhanced, they have improved access to finance and non-financial services and utilize innovative practices and technologies to leverage natural and productive resources, entrepreneurship will increase and most of the vulnerable will have resilient employment and diversified livelihoods.

If all the above happens in inclusive, sustainable, climate-resilient urbanized settings across Rwanda and national institutions and private sector have the required technical capacity to mobilise innovative and blended financing needed to implement interventions required to deliver all these results and more:

Then Rwanda will realise inclusive and climate-resilient economic growth that ensures all people in Rwanda have high quality and diversified livelihoods.

The UN is committed to implementing and supporting strategies which align with the SDG targets to generate decent work and employment opportunities, increase agricultural yields and mediate post-harvest losses for Rwanda's primarily agrarian population, increase access to economic resources and financial services particularly for women and vulnerable groups, and reduce extreme income inequalities. The UN will also promote a supportive and enabling policy environment for the achievement of inclusive economic growth. To deliver against these strategic goals, strategies and interventions that focus on increasing agriculture productivity and commercialization, enhancing competitiveness through inclusive trade and industrialization, promoting entrepreneurship, and creating decent jobs, development financing and sustainable urbanization are the main areas of focus under outcome one. Increases in agricultural productivity would also be enabled through the promotion of climate sensitive community assets such as terraces and irrigation systems as well as early warning systems that foster environmentally resilient livelihoods in Rwanda's food system.

## COOPERATION FRAMEWORK OUTCOME 2: BY 2024, RWANDAN INSTITUTIONS AND COMMUNITIES ARE MORE EQUITABLY, PRODUCTIVELY, AND SUSTAINABLY MANAGING NATURAL RESOURCES AND ADDRESSING CLIMATE CHANGE AND NATURAL DISASTERS.

If environmental and natural resources (ENR) governance including institutions, laws, and regulations are strengthened to better design, implement, and monitor interventions and actors in the ENR sector. Plus, this is complemented by the private sector and population being more conscious about the climate and they integrate sustainable ENR management practices in their businesses and daily lives. Additionally, if natural resources including forests, soils, water, air, minerals, and biodiversity are well managed and protected, and renewable energy is promoted, affordable and accessible for all and natural resources, particularly in food systems, are utilized, produced and consumed sustainably in a circular economy where materials are recycled, reused or repurposed. Also, if people, especially the most vulnerable to climate change, have access to reliable energy and technology, timely, integrated climate change and early warning systems and have capacity, skills, and knowledge to prevent, respond and recover from climate shocks.

Then all people in Rwanda including those most vulnerable to climate change will be able to mitigate, adapt and remain resilient to the adverse impacts of climate change.

The UN is committed to ensuring that all policies and strategies that promote economic transformation are underpinned by knowledge of Climate Change (CC) and the practice of adaptation and mitigation methods that promote resilience and safety of the poor and those in vulnerable situations. This includes protecting and restoring water-related ecosystems, including forests, wetlands, rivers, and lakes, facilitating access to and use of clean energy sources, supporting civil society participation in urban planning and resource management, and reducing the country's carbon footprint. The UN contributes to the achievement of this outcome and relevant SDGs through implementation of projects and programmes that focus on sustainable use of natural resources, climate change adaptation and mitigation.

### Partnerships

The effective implementation of inclusive economic growth, environment and natural resources conservation reforms will depend on meaningful partnerships with a wide range of actors in the public and private sector as well as civil society and Development Partners.

The UN will engage with key public institutions involved in policy, strategy and programmes relevant to the focus areas under outcomes one and two of economic transformation. These include: MINECOFIN, MINEMA, MINAGRI, MINEDUC, MINICOM, MoE, MINICYOUTH, MINICT, RDB, REMA, FONERWA and Meteo Rwanda among others.

Given the strategic importance of the private sector in economic transformation, the UN will continue existing partnerships with private sector entities and foster collaboration with new partners in the various sectors including financial institutions, agro-processing, manufacturing, export development, trade, ICT, construction, tourism, and hospitality among others.

Strong collaboration with funding partners will also be required to maximize synergies, minimize potential duplication, and ensure policy coherence. Cooperation with funding partners will include large multilaterally and bilaterally funded programmes that have inclusive and sustainable private sector development as a key objective. The UN will also develop and strengthen partnerships with international and local NGOs, academia and institutions involved in developing relevant focus areas including agriculture, employment, entrepreneurship, industrialization, financial inclusion, climate change and urbanization.

Contributing UN agencies include: UNDP; FAO; UNHCR; UNWOMEN; WFP; UNHABITAT; UNECA; IOM; IFAD; ITC; UNIDO; UNCDF; UNEP; UNESCO; UNFPA; UNCTAD; ILO, UNICEF.

## 2.4.2 STRATEGIC PRIORITY II: SOCIAL TRANSFORMATION

The UN's overall vision for social transformation is that Rwanda's human capital is enhanced to harness its demographic dividend and achieve a higher standard of life that is resilient to shocks and free from violence and discrimination. This vision is fully aligned to the goal of the NST1 pillar, which seeks to develop Rwandans into capable and skilled people with quality standards of living and a stable and secure society. Through this Cooperation Framework, the UN system in Rwanda contributes to the achievement of this vision through outcomes three and four. This Strategic Priority contributes to SDGs 1,2,3,4,5,6,7,10 and 11.



### COOPERATION FRAMEWORK OUTCOME 3: BY 2024, PEOPLE IN RWANDA, PARTICULARLY THE MOST VULNERABLE, ENJOY INCREASED AND EQUITABLE ACCESS TO QUALITY EDUCATION, HEALTH, NUTRITION AND WATER, SANITATION, AND HYGIENE SERVICES.

If Rwanda's national and sub-national service providers in the health sector have the capacity required to deliver and scale up inclusive quality reproductive healthcare services and provide priority infectious disease prevention and response. In addition to the national health system being sustainably financed to deliver key health policies and programmes, quality health services will be accessed by citizens, including those most in need.

Furthermore, if national, and sub-national service providers across all sectors, communities, and private sector have the necessary resources to provide high quality and comprehensive nutrition services and ensure food security for especially the poorest households and children. Whilst, if service providers in the education sector have the prerequisite technical capacity and resources to deliver inclusive quality education to all levels of learners; and if national and sub-national institutions have the necessary technical and institutional capacity to deliver and monitor inclusive water sanitation and hygiene (WASH) services, including in humanitarian settings.

Then, Rwanda will reap from its demographic dividend through enhanced human capital capable of delivering and benefiting from social and economic development.

To address the challenges that hinder Rwanda from achieving equitable human capital development, outcome three aims to ensure that people in Rwanda, specifically the most vulnerable, benefit from increased and equitable access to quality education and health, nutrition, and WASH services. The UN will continue to provide technical and financial means to strengthen health systems, infectious diseases prevention and control, food security and nutrition as well as access to quality basic and secondary education and WASH.

The interventions in this outcome will cover all districts of Rwanda with some programmes overlapping to ensure interventions target the most vulnerable groups in society including people in rural areas, women, children, adolescents, people with disabilities, high risk populations such as girls, victims of conflict and other humanitarian crises such as refugees in camps, immigrants, and internally displaced people, among others.



## **COOPERATION FRAMEWORK OUTCOME 4: BY 2024, PEOPLE IN RWANDA, PARTICULARLY THE MOST VULNERABLE, HAVE INCREASED RESILIENCE TO BOTH NATURAL AND MAN-MADE SHOCKS AND LIVE A LIFE FREE FROM ALL FORMS OF VIOLENCE AND DISCRIMINATION.**

If Rwanda's national social protection system is adequately and sustainably financed, and remains resilient and adaptive to shocks, then social protection systems will effectively contribute to poverty eradication. In addition, if the social protection system is built on strong policy and a robust regulatory environment that promotes equitable access through a rights-based and gender-responsive approach to accessing social safety nets, the targeted groups, especially the most vulnerable and marginalized, are empowered to effectively utilize social protection services. Furthermore, if violence prevention and response mechanisms provide effective and timely support to vulnerable people, especially, women and girls, victims, and survivors of GBV in all its forms; and if people, especially most vulnerable have access to reliable, emergency warning systems and acquire the capacity, skills, and knowledge to prevent and respond to disasters and other emergencies.

Then all people in Rwanda including the most vulnerable will be more resilient to socioeconomic shocks and live lives free from violence and discrimination.

In response to natural, climate change induced and man-made shocks, emergencies and all forms of violence and discrimination, through outcome four, the UN aims to enhance the resilience of the people of Rwanda, especially the most vulnerable by focusing on strengthening social protection systems; reinforcing violence prevention and response; and building institutional capacities, food systems, and the general population's resilience to shocks, including those related to refugee influxes and others. Particularly, this outcome targets the poorest and most vulnerable households, women-headed households, food insecure people, persons with disabilities, refugees, returnees, migrants and victims of trafficking.

### **Partnerships**

Advancing access to government-led basic social services will require the UN to strengthen existing partnerships and develop new ones to build national, state, and local government capabilities to deliver quality social services. To help address the adverse impacts of climate change, natural disasters, and health emergencies the UN will work with responsible national institutions and local government. The UN will further work collaboratively with other relevant social and productive sector ministries to address challenges in infrastructure development and to achieve food security and improved nutritional status and to build food systems resilience at the household and community level. Specifically, the UN will collaborate with LODA, MINEMA, MIGEPROF, MINAGRI, MINALOC, MINEDUC, MININFRA, MINIJUST, MoE, MoH, NCDA, NISR, RAB, RBC, REB, RNP, WASAC, District authorities and others.

The UN will further sustain its engagement with civil society, non-governmental organizations, and related networks, as well as the private sector, women and youth, academia, and traditional and community leaders to secure their ownership in advancing social development priorities. The UN will also deepen its partnerships and coordination with funding partners and international financial institutions to maximize long-term funding for holistic development interventions.

Contributing UN agencies include UNICEF; UNESCO; UNHCR; UNFPA; WHO; WFP; IOM; UNAIDS; FAO; UNDP; WFP; UNWOMEN; WHO; FAO; UNHABITAT; UNIDO; UNECA.

## 2.4.3 STRATEGIC PRIORITY III: TRANSFORMATIONAL GOVERNANCE

This Strategic Priority is fully aligned to the NST1, which seeks to consolidate good governance, justice, law and order, regional integration, peace and security as building blocks for equitable and sustainable national development. The UN contributes to this vision through outcomes five and six by leveraging its strategic position and comparative advantage towards ensuring that by 2024, more people in Rwanda live safe and dignified lives in a country governed by rule of law, with gender-responsive accountable governance and inclusive participation. Interventions in this area respond to SDGs 5, 16 and 17.



### COOPERATION FRAMEWORK OUTCOME 5: BY 2024, PEOPLE IN RWANDA BENEFIT FROM ENHANCED GENDER EQUALITY, JUSTICE, HUMAN RIGHTS, PEACE, AND SECURITY

If Rwanda's public institutions and private sector mainstream gender equality and women's empowerment in their policies and practices; and societal norms, attitudes and behaviours around gender equality are transformed; and women are empowered to actively contribute to social life, economy, and leadership, gender equality will be realised. Moreover, if state and non-state actors are strengthened to implement and monitor human rights obligations; and people are empowered to claim their rights and access to justice, while the Justice, Reconciliation, Law and Order sector (JRLLOS) is capacitated to deliver on its mandate effectively and efficiently; and if people and institutions at regional, national, and sub-national levels are empowered to effectively promote and fulfil peace and security obligations and commitments.

Then Rwanda will achieve gender equality and women's empowerment, human rights of people, including the most vulnerable and excluded will be fulfilled, equitable and timely justice will be accessed while national and regional peace and security will be sustained, and all Rwandans will live in a peaceful, inclusive, and cohesive society.

The United Nations' system will continue to contribute to transformational governance in Rwanda by ensuring all citizens, especially women, girls and the most vulnerable have full and equal opportunity to leadership and decision-making roles in political, economic, and public life by revising and eliminating discriminatory laws, policies and practices and promoting the rule of law. The NST1 states that "Transformational Governance pillar builds on the strong governance architecture to consolidate and provide building blocks for equitable transformational and sustainable national development".

This underscores the importance of effective rule of law, the prevalence of peace and security as well as social cohesion as the backbone of Rwanda's economic transformation and poverty eradication. The UN working through partnerships will invest in promoting gender equality and empowering women expanding access to justice, promoting and enabling realization of human rights commitments, promoting social cohesion and addressing all barriers to unity and reconciliation, peace, safety and security in both national and regional contexts. Outcome five will also serve as the main driver for the United Nations efforts to bridge the humanitarian-peace-development nexus.

## **COOPERATION FRAMEWORK OUTCOME 6: BY 2024, PEOPLE IN RWANDA PARTICIPATE MORE ACTIVELY IN DEMOCRATIC AND DEVELOPMENT PROCESSES AND BENEFIT FROM TRANSPARENT AND ACCOUNTABLE PUBLIC AND PRIVATE SECTOR INSTITUTIONS THAT DEVELOP EVIDENCE-BASED POLICIES AND DELIVER QUALITY SERVICES**

If Rwanda public institutions, private sector, media and civil society organisations produce and disseminate data that can be used as evidence to guide development policy and programme design, implementation, and monitoring; if people and media have access to data and information needed to edify their contribution in development and democratic processes; if people especially women, youth, people with disabilities and other vulnerable groups are empowered to demand and participate in governance and key decision making processes; if public and private institutions have the required technical skills, Knowledge, and tools to deliver services effectively and efficiently as well as people are empowered to claim quality services; if the private sector is empowered to fast-track inclusive economic development; and if there is strong national, regional and international political will for implementation of the Regional and Sub-regional Strategies such as the UN Strategy for Peace Consolidation, Conflict Prevention and Conflict Resolution in the Great Lakes region and the AfCFTA.

Then Rwandans will benefit from and participate in functional, inclusive, representative, accountable, transparent, and citizen-oriented development processes and democratic systems across all levels of government institutions, thereby increasing sustainable development and peace.

Sustained transformative and inclusive governance is a precondition and key accelerator for equal opportunities, enabling inclusive and equitable economic, environmental, social and political systems while building resilience. The UN will continue to contribute to strengthening accountable, inclusive, and effective institutions that perform conscious and efficient public interventions to build peaceful, just and inclusive societies. Outcome six aims to contribute specifically to improving transparency of democratic and development processes and systems that foster equality, promote peace, and ensure delivery of quality services. Contributions to this outcome will be realized through four inter-linked outputs, with a broad range of strategies and implementing partners. Focus areas include support for the availability and use of data to inform policies and programmes, strengthening participation in the development process, enhancing access to information, and promoting accountability for improved service delivery.

### **Partnerships**

The UN will work mostly with upstream partners in government, mainly at the national level to address pertinent governance issues such as legal and institutional reforms aiming to contribute to transformational governance. These will be mostly ministries and national agencies. Some of the relevant national partners will include: MINAGRI, MINECOFIN, MINEDUC, MINIJUST, MINICYOUTH, MINUBUMWE, MINEMA, ILPD, MHC, NCD, NEC, NGM, NISR, NIDA, RBC, RGB, RIB, RDRC, RNP.

The UN will work closely with the parliament to strengthen their legislative and oversight role and will coordinate with relevant Government institutions and organizers of democratic and inclusive development processes. In its support to reconciliation and peacebuilding, the UN will engage appropriate ministries and partners at all levels of government.

Throughout its work, the UN will continue to partner with CSOs particularly those representing the most vulnerable societal groups, such as women, youth, and people with disabilities. The UN will strengthen their capacities to undertake monitoring and oversight functions to ensure accountability among Rwandan institutions, but also to advocate for inclusion of those groups and the citizenry at large in inclusive political and decision-making processes. Finally, to ensure that these processes are advanced in compliance with international standards and obligations, the UN will continue to coordinate with relevant international actors to ensure the free flow of information and to secure continued support for national stakeholders.

Contributing UN agencies include UNDP; UNWOMEN; IOM; UNICEF; UNHCR; UNFPA; UNESCO; OHCHR; WHO; UNESCO; FAO.





## 2.5 SYNERGIES BETWEEN COOPERATION FRAMEWORK OUTCOMES

The strategic priorities and outcomes of this Cooperation Framework are integrated and interlinked for sustainable development. The progress in one outcome will require or contribute to progress in the other five outcomes. The synergies in the six outcomes are evidently linked to the three dimensions of sustainable development (economic, environment and social) and the seven aspirations of the AU Agenda 2063 (inclusive sustainable development; integration; good governance; shared values; peace and security; human capital; and partnerships). The Cooperation Framework focuses on the marginalized and the most vulnerable and aims at building strong, accountable, and sustainable institutions and systems that promote resilience.

**Human rights commitments:** Through cooperation the UN supports the Government to meet its obligations and commitments as a State, party to key human rights instruments at regional and international levels, under the Universal Periodic Review (UPR) and through national instruments such as the National Human Rights Action plan. Through specific outcomes, the UN will continue to support the Government in its efforts to submit regular reports and engage effectively with these mechanisms. The human rights recommendations will further inform the planning and implementation of activities across all three strategic priorities.

**Humanitarian commitments:** As a Comprehensive Refugee Response Framework (CRRF) Country, Rwanda will continue to be supported as a host government to drive the search for durable solutions for challenges facing refugees and host communities alike. As such, the Government and its partners are supported to apply a development approach throughout the refugee cycle (contingency planning through assisting refugees in protracted situations, to refugee inclusion in national social protection mechanisms, to identifying durable solutions). This includes enabling refugees' integration in national systems and structures. The UN also supports the annual update of the contingency plan for potential refugee influx and returnee movement.

This plan serves as a coordination and planning instrument for humanitarian response to refugees in Rwanda. While seeking to meet humanitarian needs, it also serves as a transition plan towards sustainable refugee programming and incorporates resilience components. As such, the plan contributes to the implementation of the Comprehensive Refugee Response in Rwanda, which is an aspect that cuts across all outcomes of the Cooperation Framework.

**Development and peace action:** Regional cooperation remains a priority for the GoR with prioritisation of promoting national and regional peace for resilient and sustainable development. To this end, Rwanda collaborates with continental and regional bodies including African Union, East African Community (EAC), the Common Market for Eastern and Southern Africa (COMESA), International Conference on the Great Lakes Region (IGLR), and others that address issues from trade to regional peace, security, and development. Rwanda is signatory to the 2013 Peace, Security and Cooperation Framework (PSC-F) for the Democratic Republic of Congo (DRC) and the region. The framework seeks to transform the region by finding durable solutions to the protracted conflict and insecurity that has rocked Eastern DRC and spilled into the region.

Rwanda, which borders Eastern DRC, has experienced cycles of conflict with reported involvement of negative forces, at times drawing in communities that live mostly in the border districts. To implement the PSC-F, Rwanda cooperates with neighboring countries on security and development to disarm, demobilize, repatriate, reintegrate and resettle ex-combatants, and support community recovery, reconciliation, and livelihood projects for sustainable peace. The United Nations Strategy for Peace Consolidation, Conflict Prevention and Conflict Resolution in the Great Lakes Region (S/2020/1168) was adopted by the Executive Committee of the Secretary-General in 2020. Under the auspices of the Office of the Special Envoy of the Secretary General to the Great Lakes and as a signatory of the PSC-F, Rwanda is implementing interventions in all outcomes, but mostly outcome five, aimed to advance the humanitarian-development-peace nexus, providing best practices and lessons for current and future programming.

The September 2021 UN Food Systems Summit in New York City catalysed momentum to transform the way the world produces, consumes, and thinks about food in the framework of five crosscutting action tracks.<sup>17</sup> Food systems is a lens that allows Governments, UN and other stakeholders to view interventions in a comprehensive manner and identify synergies across cooperation framework outcomes, particularly economic and social transformation. In Rwanda, the UN will continue to support processes that contribute to healthy, resilient, and inclusive food systems.

**Strengthening resilience:** Rwanda's society and economy continues to be exposed to shocks from natural disasters mostly as adverse impacts of climate change and health-related emergencies as experienced with the Ebola Virus Disease in 2018/19 and the COVID-19 pandemic in 2020. These shocks not only expose gaps in socio-economic development interventions such as those in social protection, GBV prevention, employment, and entrepreneurship and others, but also regress progress in various sustainable development indicators. This situation has heightened this Cooperation Framework's focus on integrated disaster risk reduction, health-emergencies preparedness, and climate change adaptation, focused on building environmental, economic and social resilience at national, local government and community levels within all sectors.

Through technical and financial support, the UN through partnerships with Development Partners will promote resilience to shocks and enhance graduation from poverty and extreme poverty through improving and scaling up core and complementary shock-responsive social protection programs. Climate change adaptation and mitigation will be addressed through support to implementation of the Green Growth and Climate Resilience Strategy, with the objective of mainstreaming climate action across all sectors of the economy.

Strategic guidance and resources will be provided in critical areas including climate financing, cyclical production and consumption, climate-resilient agriculture and behavioral change needed for more climate consciousness and awareness. The youth resilience plan will also be supported to restore the gains and accelerate youth economic empowerment by supporting the youth resilience fund among other interventions to strengthen resilience of economic growth.

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<sup>17</sup>1) Ensure access to safe and nutritious food for all; 2) Shift to sustainable consumption patterns; 3) Boost nature-positive production; 4) Advance equitable livelihoods; and 5) Build resilience to vulnerabilities, shocks and stress.

SGBV prevention and response mechanisms will be further strengthened to address the increasing incidence of related crimes and to provide restorative support to victims of violence, including teenage mothers, victims of trafficking and online-abuse, among others. Furthermore, the UN will continue to support in strengthening the preparedness and responsiveness of the health sector to emergencies, ensuring the health system has the technical capacities and resources needed to prevent spread and provide treatment during and after outbreaks. As part of the “building back better”, the UN will continue to support the implementation of the Economic Recovery Plan (ERP) with most focus on ensuring most-vulnerable groups, such as women-owned enterprises and refugee-owned businesses, among others are included in the ERP.

## 2.6 SUSTAINABILITY

Preparation of the Cooperation Framework took into consideration Rwanda’s medium and long-term development priorities, trajectory, gaps, challenges, emerging issues and opportunities on the path to 2030. These aspects were gathered from the 2020 CCA, the MTPR of the UNDAP II, both of which undertook extensive consultations with various stakeholders in state and non-state institutions and local communities. Structuring the UN’s support to Rwanda’s path to sustainable development around strategic priorities and outcomes that mirror the NST1 contributes to ownership by the Government and non-stakeholders that form the bulk of the partners who will implement almost all interventions in this Cooperation Framework. Furthermore, implementation through both upstream approaches with the national Government, complemented by downstream support to local governments, community-based organisations, and other local partners, not only ensures development solutions meet both duty-bearers and rights-holders’ needs, but also strengthens national and local capacities, and institutional arrangements to deliver beyond UN support. Going forward, the UN will also focus on supporting mechanisms that will focus on scaling-up models, best practices and other proven interventions supported through the Cooperation Framework and preceding programme cycles. This multi-pronged approach, including prioritisation of resilience in the “building back better” will create a good foundation for sustainability of both interventions and results under all outcomes.

## 2.7 UN COMPARATIVE ADVANTAGES AND PARTNERSHIPS

In October 2020, the UN in Rwanda celebrated the 75th anniversary of the United Nations under the theme: The Future we Want, the UN we Need: Reaffirming our Commitment to Multilateralism. This theme underpins the UN75 Declaration that reemphasizes the UN’s vital normative foundations, global legitimacy, and unparalleled convening power. The declaration offers a positive vision and twelve commitments to action across the global agenda, including COVID-19 pandemic response, climate action, prevention of violent conflict in fragile states, protecting biodiversity, upholding arms control and disarmament agreements, enhancing democratic governance, improving digital trust and security, and safeguarding human rights and the rules-based international order.

The UN in Rwanda has a longstanding relationship with the Government of Rwanda and its people in the areas of socio-economic development, humanitarian response, and promoting peace and security. This engagement with the government, as well as its partners has contributed to establishment of the UN as a trusted and essential partner in Rwanda’s path to Vision 2050. This strategic positioning and impartiality are why the UN is permanently situated as the co-chair of the Development Partners Coordination Group, the highest-level coordination body in-country, responsible for overseeing the entire aid coordination system in Rwanda. This strategic position provides ever-growing opportunity for the UN to leverage its comparative advantages which include:



- A trusted partner of the Government with well-established and cordial relationships with Civil Society Organizations, Development Partners, and the citizenry.
- Convening Power with a globally recognized mandate, impartial status, neutrality, credibility, and ability to bring together different actors for dialogue and collaboration.
- Broad mandate with strong complementary capacities and on-the-ground operational capabilities enabling provision of holistic tailor-made support in all provinces and districts of Rwanda.
- Global and regional assets and knowledge position the UN well to leverage expertise, best experiences and model practices across the world and apply them to the local context.
- Resource mobilization for national development priorities is accelerated, more coordinated and coherent through strategic mechanisms such as the SDG Fund.
- Robust Monitoring and Reporting System using UN Info provides clear local and global reporting, monitoring and accountability mechanisms, facilitating measurement of progress towards SDG targets.
- Coordination and Coherence of development assistance through the UN RC co-chairing the JSC, DPCG and DPs Meetings.
- Fully functional Resident Coordinator Office supporting the UN Country team and the RC to better focus on strategic issues and more effective and efficient coordination.

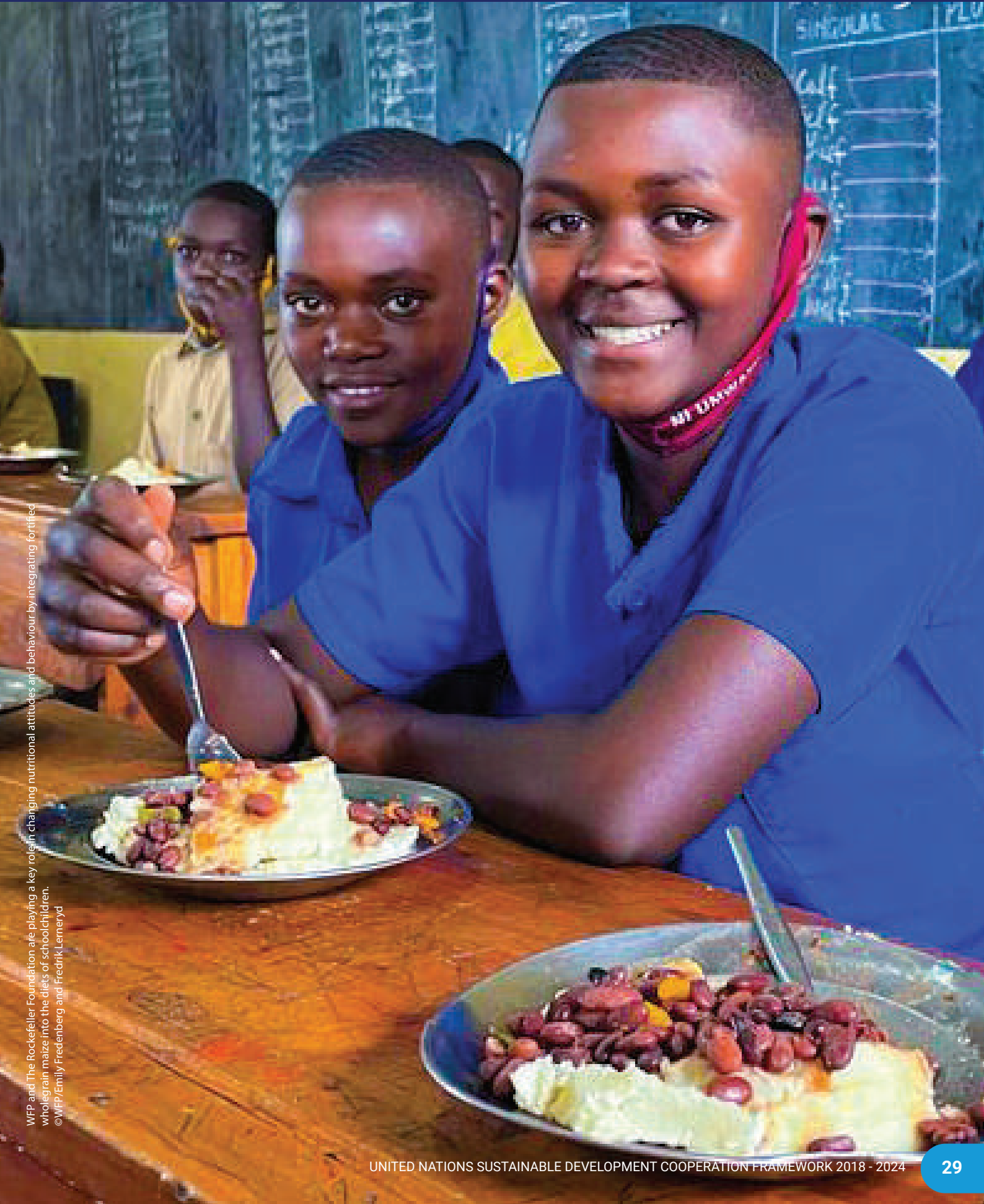
## 2.8 UNCT CONFIGURATION

Under the leadership of the United Nations Resident Coordinator, the UNCT made up of 22 UN agencies in Rwanda carried out an assessment and mapped out the UN system capacities and resources that are required to effectively deliver on the Cooperation Framework's strategic priorities, outcomes, and outputs.

As indicated in the Joint Statement United Nations entities show commitment and readiness to avail technical and financial resources to support implementation of this Cooperation Framework. Furthermore, considering this Cooperation Framework is an update to the UNDAP II to ensure full alignment in timing with the NST1, as well as enhance relevance and impact of the UN system in the evolving national sub-regional and regional contexts, as well as compliance with the UNSDCF guidelines, all existing Agencies operating in Rwanda including those with and without physical presence remain unchanged. In addition, as mentioned in the MTR, the agencies without physical presence are more included in the implementation of the CF.

All the UN agencies involved fit the mission of the Cooperation Framework, as agreed upon during the process of the CF and during the approval of the UN Joint Steering Committee. Of course, as instructed by DCO, AIEA initially signatory of the UNDAP II is no longer a member of the UNCT.

# COOPERATION FRAMEWORK IMPLEMENTATION PLAN



WFP and The Rockefeller Foundation are playing a key role in changing nutritional attitudes and behaviour by integrating fortified wholegrain maize into the diets of schoolchildren.  
©WFP/Emily Fredenberg and Fredrik Lernerbyd

### 3.1 IMPLEMENTATION STRATEGY AND STRATEGIC PARTNERSHIPS

The UN support will be implemented through an integrated and coherent manner of effective coordination. The Cooperation Framework applies a nexus of change, partnerships and innovations. With the Government of Rwanda as the principal partner for implementation of the Cooperation Framework, the UN system will build on existing effective relationships and establish new partnerships to support informed multi-stakeholder engagements and leverage emerging technologies to expedite implementation, monitoring and reporting.

The coordination and implementation modalities for the Cooperation Framework have been rationalized through a streamlined architecture, to align further with the Paris Declaration, Accra and Busan on Aid Effectiveness agenda. The implementation strategy is informed by lessons from previous programme cycles and UN reforms, including implementation of the General Assembly resolution A/72/L.52 in the context of the Quadrennial Comprehensive Policy Review (QCPR) of operational activities for repositioning of the UN system, as well as the mechanisms for Development Partners coordination in Rwanda.

The key UN Sustainable Development Group approved functions under the Standard Operating Procedures are retained and strategically organized to enhance accountability, reduce transaction costs and improve coherence and synergies in planning, programming, implementation, and reporting of the Cooperation Framework. Synergies between programmes and operations are also enhanced through the Business Operations Strategy II (BOS II). A new resource mobilisation strategy, partnership and coordination arrangements are set to optimize available UN Country Team competencies and resources. This flexible coordination mechanism, aligned to national coordination structures does not preclude the existence of agency-specific coordination mechanisms, but complements them for effective operations.

The Development Partners Coordination Group (DPCG) comprising representatives of the Development Partners, the Government, the CSOs and NGOs holds quarterly meetings co-chaired by the Minister of MINECOFIN and the UN RC, as well as a Development Partner representative on a rotational basis. All accredited UN agencies participate in this meeting. Additionally, there is an annual retreat chaired by the Minister of MINECOFIN with the UN RC and a Development Partner representative, as co-chairs on a rotational basis.

The Development Partners also hold monthly meetings co-chaired by the UN Resident coordinator and a Development Partner designated on an annual rotational basis to discuss issues of common interest. This is open to all UN agencies participation. An important component of the Development Partners Engagement is the Government-led streamlining of aid delivery (a division of labour) aimed to ensure a set of common benefits for the Government and Development Partners.

Sector Working Groups (SWGs) serve as technical working groups through which the Government and all its stakeholders meet to discuss sector and cross-sector planning and prioritization, according to strategic plans and development programmes. SWGs continue to be co-chaired by the Permanent Secretary of the relevant line ministry and a representative from the lead funding agency. For the cooperation framework, Results Groups will continue to liaise with SWGs, on common UN positions for representation, strategic policy dialogue and reporting.





UN Joint Programme: 'Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda'  
Field visit for joint monitoring of community level interventions by national, district and sector level stakeholders  
©United Nations Rwanda

## 3.2 JOINT WORKPLANS

The Cooperation Framework will be operationalized through joint workplans (JWP) that describe the specific results to be achieved. The joint workplans also form an agreement between the UN agencies and each implementing partner including on use of available resources. UN agencies in collaboration with partners will develop, monitor, and report on the annual joint workplans. The JWPs will ensure greater alignment with national priorities, support country capacities to deliver development results and ensure transparency and accountability in their implementation. The joint workplans translate Cooperation Framework outcomes into concrete, measurable and time-bound outputs that provide clear, normative-operational linkages to enable the attribution of the United Nations contribution to national priorities.

Joint workplans will continue to be developed at Results Group levels, with each workplan directly linked to each strategic priority. The Cooperation Framework will advance harmonization and simplification of UN operations while strengthening inter-linkages between the UNSDCF and agency-specific planning frameworks. Developed using a results-based management framework with specific, measurable, attainable, realistic, and time-bound indicators, joint workplans will ensure a coordinated and consistent response, while aligning programming with national, regional, and global frameworks.

Monitoring and reporting the actions and results of the joint workplans will be done through UN INFO. This will continue to provide clear local and global reporting, monitoring and accountability mechanisms and facilitate measurement of progress towards SDG targets.

The UN will coordinate with relevant government partners in the formulation of joint workplans. To maximize coordinated engagement with and support to government-led coordination structures, the consolidated Cooperation Framework joint workplans will represent the UN's collective contribution to the NST1 and SWG work planning and annual reporting processes.

**Joint Programmes (JPs)** will be drawn from UNSDCF outcomes and areas of synergies between two or more agencies. This ensures agencies' priorities are consistent with the Cooperation Framework and in line with UN reforms. Additionally, annual Joint Programme Workplans (JPW) developed in line with joint programmes will be comprehensive and derived from individual agencies work plans, looking to define synergies and complementarity to better harmonize key actions for implementation. The JPWs are signed between the RC and the respective agencies and communicated to the Government, allowing for easier adjustments during annual reviews. Agencies will continue to sign bilateral work plans with their counterparts and share copies of the agreements with the Office of the Resident Coordinator. The JPs will be steered by the UNDG guidance and informed by UNSDCF analysis and synergies around a) Data b) Institutions c) Themes d) Geographies. The JPs will include results frameworks and budgets, aligned to the UNSDCF result framework, and a steering committee for each JP will provide oversight, operational and strategic guidance. The JPWs and JPs will inform the UN's work on joint advocacy, communication, partnerships and resource mobilisation, as well as ensure improved accountability of the UNCT and agencies' commitment towards the UNSDCF implementation. JPWs and JPs are reported via the UN INFO system, hosted by the Office of the Resident Coordinator, and form the basis for the UNSDCF annual reporting.

**Leverage on Regional Assets:** The UNCT will leverage regional assets through a) the Africa Regional Collaborative Platform (RCP), a single mechanism for coordination within the region to foster collaboration on sustainable development. In collaboration with DCO and the Africa RCP, the UNCT will select Opportunity and Issues Based Coalition (OIBC)<sup>18</sup> to prioritize during the implementation of the UNSDCF; b) knowledge management hubs for UNCT to access and leverage on regional assets such as technical and policy support to respond to emerging national needs to advance the implementation of UNSDCF; c) system-wide reporting platform at the regional level that is accessible to the public, and which UN Rwanda data and information can be posted and accessed by the public; d) data ecosystem that generates real time disaggregated data to inform evidenced based decisions and policies.

### 3.3 THE COOPERATION FRAMEWORK GOVERNANCE STRUCTURE

#### MANAGEMENT, COORDINATION AND ACCOUNTABILITY FRAMEWORK

The Joint Steering Committee is responsible for providing strategic guidance and orientation for the Cooperation Framework and its implementation ensuring alignment to national priorities. The Joint Steering Committee is chaired by the Minister of MINECOFIN and co-chaired by the UN Resident Coordinator. The High-Level Joint Steering Committee, that convenes twice a year includes Development Partners, sector ministers and heads of UN agencies. The Office of the Resident Coordinator provides operational assistance for the functioning of the Joint Steering Committee, in collaboration with MINECOFIN.

Specific Joint Steering Committee roles and responsibilities include:

- To provide strategic direction and oversight of the UNSDCF for its alignment, with national, regional and international development processes, mechanisms and goals such as Vision 2050, NST1; and links with other processes, such as the VNR and UPR.
- To serve as an accountability mechanism of UNSDCF in the delivery of collective system support to the 2030 Agenda.
- To serve as a forum to discuss national policies, strategies, and UN agenda pertaining to the achievement of international commitments of Rwanda such as (1) Agenda 2030; (2) Addis Ababa Action Agenda; (3) Paris Agreement on Climate Change; (4) Sendai Framework on Disaster Risk management.

<sup>18</sup>RCPs will be working along seven OIBCs: 1. Strengthened integrated data & statistical systems for sustainable development; 2. Ensuring effective & efficient macroeconomic management & accelerated inclusive, economic transformation & diversification; 3. Harnessing demographic dividends, gender and youth for development; 4. Leveraging new technologies & enabling digital transitions for inclusive growth & development; 5. Fostering climate action and resilience; 6. Towards peace, security, and the respect of human rights; and 7. Displacement and migration

- Periodically, to discuss optimal ways to organize the response and presence of the UN in country to address specific national needs and priorities.
- To ensure the alignment of the Strategic Documents of UN agencies with the UNSDCF and based on the approval of the UNSDCF send an endorsement letter to the Executive Boards of the respective UN agencies.
- To support any UN joint endeavor that improves coordination, harmonization, coherence, effectiveness and efficiency.
- To Provide strategic guidance to the Joint SDG taskforce and any other subsidiary bodies set up to support the implementation of the CF towards achieving the Sustainable Development Goals or specific endeavor, such as the Integrated National Financing Framework.
- To approve the Cooperation Framework including the Common Budgetary Framework and discuss the UN setting at country level.
- To monitor progress, challenges and opportunities, and steer the direction of implementation.
- To review the UN Country Results Report, including through the implementation of the JPs and the BOS.
- To support resource mobilization for the UNSDCF as well as development financing opportunities.
- To hold a JSC review at least once a year. The RC presents the UN Country Results Report, evaluation reports, and evaluation management responses and action plan.
- To invite relevant participants in ad hoc meetings to support a better understanding of the context and adjustments, if need be, of the UN work.

**The Joint SDG Task Force** is a joint UN-GoR technical level group that was established by the Joint Steering Committee in July 2018 to coordinate and provide strategic and technical advice on implementation of the Rwanda SDGs domestication agenda. The task force is jointly coordinated by MINECOFIN and the UN, and reports to the Joint Steering Committee. The task force provides technical recommendations on planning, funding, implementation, monitoring and reporting of the SDGs, including supporting the voluntary national reporting (VNR) processes and updating of Rwanda's SDG domestication roadmap among others.<sup>19</sup>

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<sup>19</sup>UNDSS is a member of the UNCT. In addition, the WB, IMF and IRMCT are members of the SMT and not of the UNCT. Even though WB has agreed in principle to join UNCT and UNCT has also agreed.



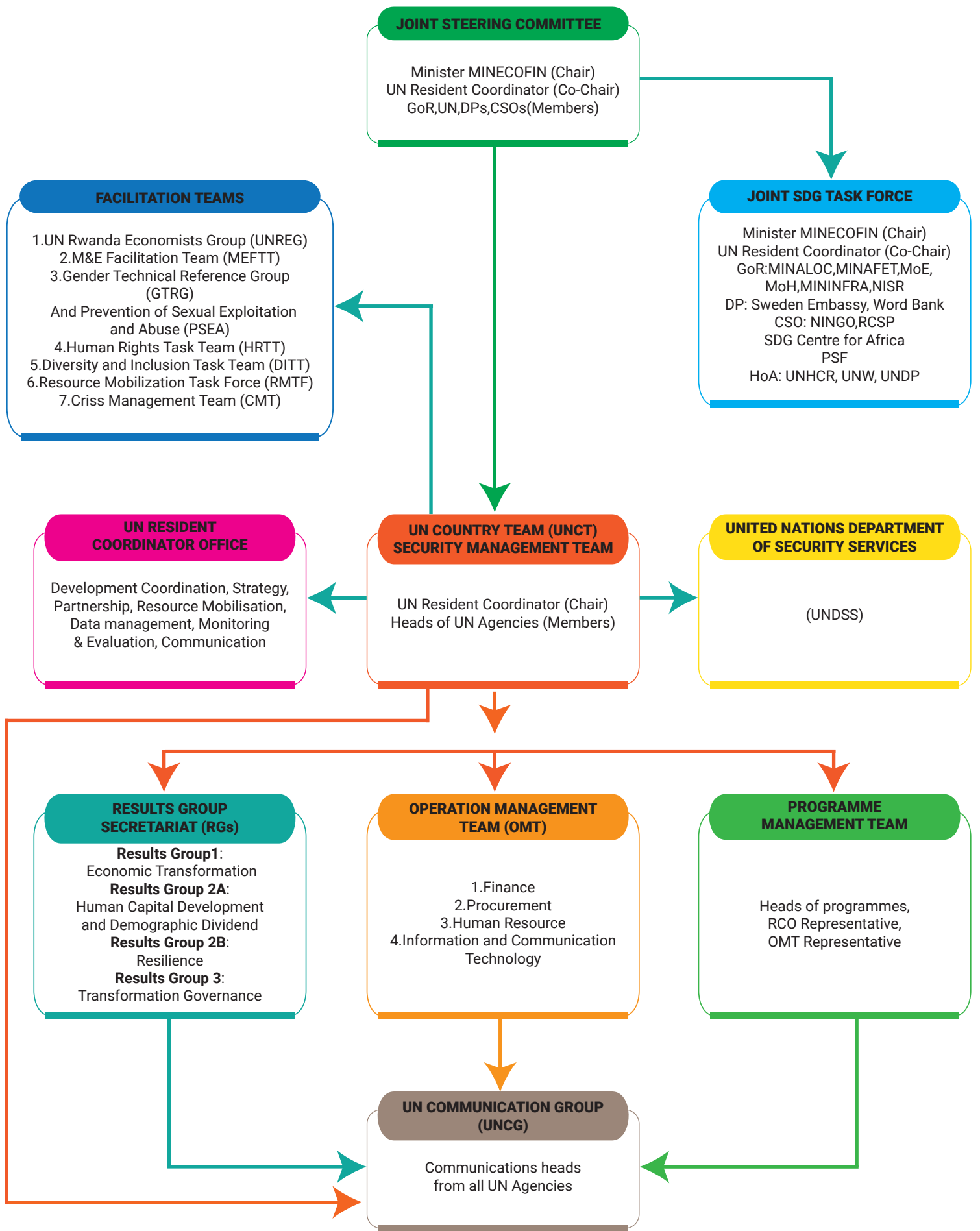


Figure 1: UNSDCF Management and Coordination Mechanism

**UN Country Team (UNCT)** composed of all Heads of UN Agencies operating in Rwanda, is responsible for ensuring achievement of results in addition to adherence to the UNSDCF and Delivering as One process. Chaired by the UN RC that leads and coordinates implementation of the Cooperation Framework, the UNCT oversees the planning, implementation, monitoring, evaluation and reporting through the Results Groups. The UN Resident Coordinator Office provides the administrative, secretariat, and coordination for the UNCT agenda. In addition to periodic quarterly meetings, the UNCT holds specific meeting dedicated to discussing strategic issues to better position the UN in the country, build new partnerships, spearhead innovations in finance and in doing business, and approve position papers on key issues.

**UNSDCF Results Groups (RGs)** are responsible for results programming, planning, coordination, implementation, monitoring and reporting. There are four results groups each responsible for coordination of programmes in each of the three strategic priorities. RG 1 coordinates economic transformation; RG 2A coordinates the human capital and demographic dividend programming in outcome three of social transformation; RG 2B coordinates the resilience programming in outcome four of social transformation; and RG 3 coordinates the transformational governance strategic priority. The Results groups are chaired by a head of agency supported by an alternate for one year on a rotational basis, with the alternate taking over after a year. The chair appoints the RG secretariat coordinator from his/her agency to facilitate the work of the group. The agency chairing an RG is also responsible for providing all necessary secretariat facilitation and services, with support from the Resident Coordinator's Office, when available. The RG ensures oversight, accountability and coherence on strategy, policy, programming, communication, advocacy and resource mobilization and reporting. More specifically, they are responsible for developing joint workplans, joint programmes, joint analysis of policy environment to ensure programmes are responsive, mainstreaming of normative programming principles, tracking progress and reporting results across Cooperation Framework outcomes, joint communication, planning and reporting on the SDG fund.

**UN Resident Coordinator Office (UNRCO)** provides administrative, secretariat and coordination for the UNCT agenda. In collaboration with MINECOFIN the UNRCO also provides operational assistance to the functioning of the Joint Steering Committee. In addition, the UNRCO team provides oversight and coordination support to the results group secretariates as well as have representation, for mostly coordination and reporting purposes, in all facilitation teams, the operations management team and the communications group.

**Programme Management Team (PMT)** provides guidance and inputs for decision-making at UNCT level on all matters pertaining to UNSDCF programming, encompassing planning, implementation, monitoring and evaluation systems and processes in Rwanda. Chaired by one Agency, the PMT is composed of heads of programmes/most senior programme staff from each of the UN agencies engaged in the UNSDCF. Other members of the PMT include: RCO Representative; OMT Representative; and UN Agencies without physical presence. It is responsible for ensuring the mainstreaming of UN programming principles namely: Human Rights Based Approach; Gender Equality and Women's Empowerment; Environmental Sustainability; Culture and Development; Capacity Development; Results Based Management, during formulation, implementation and monitoring and evaluation of UNSDCF and its ensuing Joint Programmes.

**Operations Management Team (OMT)** is a strategic group that leads UN Rwanda operations and guides the UNCT on efficiency and effectiveness matters and on synergies between operations and programmes. The OMT consists of operations managers of UN agencies in Rwanda and is chaired by a Head of Agency, on an annual rotational basis. It works closely with UNSDCF results groups. The primary instrument for the OMT operation is BOS II. The BOS is a results-based framework that focuses on joint business operations with the purpose of eliminating duplication, leveraging the common bargaining power of the UN and maximizing economies of scale. The BOS II was launched in 2019 and runs to 2023. The BOS focuses on common services that are implemented jointly or delivered by one UN entity on behalf of one or more other UN entities.

Common services of collaboration include Common Administration services including common Facilities/Premises, Common Finance services, Common Logistics services, Common Procurement services, Common ICT services, Common Human Resources services. The UN Agencies participating in the Rwanda BOS II include: UNHCR, UN WOMEN, WFP, WHO, FAO, IOM, UN, UNAIDS, UNDP, UNFPA, UNICEF and any other UN or affiliated organization operating in Rwanda. The Security Advisor or the Deputy Security Advisor of UNDSS and the UN Doctor are also members of the OMT.

**UN Communications Group (UNCG)** is an interagency group of communication experts nominated by their respective UN agencies as well as from the RGs. These experts represent all communication endeavors from both RGs and agencies to ensure all relevant communication is well coordinated and coherent. The UNCG is chaired by a “communication champion” that is an agency head. The UNCG will provide coordination and implementation of a Joint Communications Strategy through this programming cycle. Among the roles of the UNCG are joint communication creating opportunities for joint advocacy, communicating results as one for visibility, building partnerships and resource mobilization. To deliver on this role the UNCG has adopted seven core strategies including: joint advocacy on common issues; joint communication of results; maintenance and updates of the One UN Rwanda website; Use One UN social media channels; joint field visits; enhanced partnerships with media; and diversifying the media channel portfolio, especially radio.

**Facilitation Task Teams (FTTs)** also called task forces are technical working groups set up as part of the implementation structure of this Cooperation Framework. FTTs bring together technical persons, with expertise in select fields from various agencies to deliberate common issues, share knowledge, exchange practices, or undertake a specific task on behalf of UNCT. FTTs will mostly be interagency policy advisory teams. The task teams perform various tasks including formulation of UNCT position papers and reviewing strategic documents for approval by the UNCT. This structural model allows for creation of statutory and ad hoc task teams around strategic themes such as programming, partnerships, resource mobilisation, M&E, economic transformation, gender, human rights, communication, crisis management and others. This flexible arrangement enables the UN to be more dynamic in a rapidly changing environment, and to better anticipate and adjust to remain relevant and responsive. It also helps re-allocate any additional resources during peak times of the programme cycle. The composition of membership is informed by the agenda.

**Management and accountability framework (MAF)**<sup>20</sup> is a foundational piece in the reinvigoration of the Resident Coordinator system. It provides a clear, unambiguous framework for management and accountability within UN Country Teams at national level, the regional and global levels, and across the three levels to ensure a consistent approach across countries in a way that remains faithful to the letter and spirit of the General Assembly resolution on the repositioning of the UN development system. The dual accountability system – at the centre of the reform effort – ensures that UN Agency representatives remain fully accountable to their respective entities on individual mandates, while periodically reporting to the RC on their individual activities and on their respective contributions to the results of the UN development system towards the achievement of the 2030 Agenda and NST1, based on the UNSDCF. The MAF may be reviewed, as required, to ensure alignment with evolving reform processes and products in order to address issues arising from implementation.

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<sup>20</sup><https://unsdg.un.org/resources/management-and-accountability-framework-un-development-and-resident-coordinator-system>



### 3.4 FUNDING THE COOPERATION FRAMEWORK

The UNCT will continually update the Results and Resources Framework (RRF). The RRF will emphasize the allocation of resources in the context of larger flows to support NST1 and SDGs through the UNSDCF outcomes. UN resources will play a complementary and catalytic role to: address barriers to SDG financing; facilitate dialogue with diverse partners and enable the government to identify new sources of SDG financing; and better align existing financial resources with domesticated SDG plans.

The RRF responds to the requirements of the funding compact agreed by Member States, committing the United Nations Development System to more transparency and accountability for its expenditure, more effectiveness and efficiency in the use of limited resources, and clearer communication on work and achievements. The RRF represents a consolidation of the agreed, costed results of the Cooperation Framework including operations and communications. It includes required amounts, available resources and resource mobilization needs. It will function as a financial planning, resource management and mobilization tool of the UNCT, Government, and other stakeholders.

The UN in Rwanda finances its activities from various sources which include pooled Funding mechanisms (Rwanda Sustainable Development Fund, the Joint SDG Fund, Central Emergency Response Fund (CERF) and Peace Building Fund (PBF) and by UN Agencies core and non-core resources<sup>21</sup>(including all partners supporting UN Agencies).

**Joint Resource Mobilization Strategy** is geared towards contributing to the overall realization of 2030 Agenda for Sustainable Development. It will broaden the financing base to support the implementation of this CF, the NST1 and the National Economic Recovery Plan (ERP), specifically in the context of COVID-19. Over the six-year period, initiatives articulated in the Cooperation Framework required a total of USD 631 million of which USD 252 million was projected to have been available upon commencement while the remainder USD 376 million were additional resources that needed to be mobilized. Thanks to joint and agency resource mobilisation efforts, the financial funding of the Cooperation Framework has been reduced to USD 254 million to be mobilized, during the next three years.

The Rwanda Sustainable Development Fund (SDF) has been created to support investment in SDG acceleration and transformative change with joint resource mobilization, allocation, and disbursement of funding partner resources to the SDF under the direction of the UN RC. The SDF reduces fragmentation; reduces transaction costs; addresses unproductive competition; facilitates scale and partnerships; and provides incentives for pursuing system-wide priorities, strategic positioning, and coherence to achieve national SDG commitments through the Cooperation Framework.

The SDF will serve as one of the vehicles for new resources pooled by funding partners to support the unfunded portions of the Cooperation Framework. It will complement the parallel resource base (core and non-core funds of individual agencies), under the guidance of the Joint Steering Committee, with delegated resource allocation to UNCT and the leadership of the RC. In addition to facilitating realization of the UNSDCF outcomes by strengthening planning, coordination processes, the SDF will ensure channelling of consistent and predictable joint funds towards the highest priority needs.

Over the six-year period, initiatives articulated in the UNSDCF to achieve the planned results require USD 631,091,127 of which USD 376,069,600 was mobilized. The gap of USD 255,021,527 constituting 40% are the resources required to be mobilised to implement the UNSDCF.

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<sup>21</sup>UN Agencies core and non-core resources includes (regular, thematic, vertical, and other resources etc)

**Table 1: UNSDCF 2018 - 2024 Common Budgetary Framework**

Total UNSDCF Budget (Humanitarian, Development & Peace)	Strategic Pillar	Budget (US \$) per Pillar	% Of the Grand Total	Mobilized (US \$)	% Of Pillar budget mobilized	To be mobilized	% Gap per Pillar
	Economic Transformation	131,492,669	21%	65,949,763	50%	65,542,906	50%
	Social Transformation	443,937,384	70%	266,852,219	60%	177,085,165	40%
	Transformational Governance	55,661,074	9%	43,267,618	78%	12,393,456	22%
	Grand Total	631,091,127		376,069,600		255,021,527	
	Total Funding Gap	40%					

The common budgetary framework contains amounts that address humanitarian, development and peace programming. These are funds available from all sources and include core budget funds as well as funding partners’ contributions received in country; funds allocated from agency headquarters or from regional level; and funds received through global funding mechanisms or multi-donor trust funds. Funds will continue to be mobilized through various initiatives including a joint UN Resource Mobilization Strategy.

The common budgetary framework has an indicative budget. Agencies’ budgets are reviewed and elaborated further in the Joint Work Plans. Agencies’ specific interventions and budgets are reflected and aligned to the UNSDCF Results Framework.

### 3.5 COMMUNICATION FOR THE COOPERATION FRAMEWORK

The Cooperation Framework’s implementation, progress, results achievement, challenges, and lessons learned will be communicated and reported to various stakeholders at national, local and within sectors through a joint UN communications strategy. The strategy will leverage emerging technologies to reach and interact with various stakeholders, particularly youth and those in rural areas.

## CHAPTER 4

# IMPLEMENTATION, MONITORING, EVALUATION AND LEARNING



An elder woman receiving her 1st dose of COVID-19 Vaccine  
©WHO



## 4.1 IMPLEMENTATION STRATEGY

UN agencies will provide support to design and implementation of interventions that deliver the outputs in the Cooperation Framework. UN assistance will include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, advocacy, research and studies, consultancies, capacity building, organizational development, monitoring and evaluation, training activities and staff support.

Funding for programme implementation will be allocated every fiscal year based on annual progress reviews and in accordance with this Cooperation Framework. Budgets for programmes will be detailed in annual joint workplans and reviewed quarterly prior to disbursement. By mutual consent between the Government and the UN agencies, funds not earmarked for specific activities may be re-allocated to other priorities and programmatically worthwhile activities.

Independent audits will be commissioned by the UN system and undertaken by private audit services, in line with the UN guidelines and standards for auditing. Government and other national implementing partners will cooperate with UN agencies in monitoring and reporting on all activities supported by the direct implementation modality and cash transfers. They will facilitate access to relevant financial records and personnel responsible for cash administration.

## 4.2 MONITORING, REPORTING AND EVALUATION

The UN in Rwanda is committed to strengthening management for results and measurement of the impact of supported programmes. Results-based management (RBM) principles are used in planning, monitoring and evaluation of the Cooperation framework to ensure a strong focus on achieving development and humanitarian results, based on robust evidence.

**A Results Framework (RF)** has been developed for the Cooperation Framework clearly defining the results, baseline, targets, indicators and means of verification, as well as risks and assumptions. The Joint Work Plans and Joint Programmes and their respective M&E plans will be fully guided by the UNSDCF results framework. Progress towards achieving the outcomes will be continuously monitored based on the indicators and targets in the results matrix. The targets are as annualised as possible in the Joint Workplans. The RF will be regularly updated and shared with all implementing and funding partners. Substantive changes to the RF, including key indicators identified, will be tracked throughout the UNSDCF cycle. The targets will be reviewed annually and adjusted in collaboration with the Results Groups.

Specific emphasis is made on measurement of results of the UN's contribution in the areas of policy research, technical advice and advocacy in respective thematic areas. A variety of M&E approaches are used to assess the results including quantitative and qualitative studies, partner surveys, in depth analysis on respective areas. In view of the UN's normative role in promoting human rights, there is an emphasis on measuring the changes for most vulnerable groups and key populations, in collaboration with key national partners. National monitoring and evaluation systems are fully utilized to the extent possible. Joint research, surveys, studies and reviews will continue to be conducted to enhance monitoring, evaluation and reporting. Where possible, the UN supports national efforts in these areas and utilises their data for evidence-based decision-making.

**UN INFO (UN information system)** is a highly accessible global online reporting system hosted in the UN development operations coordination office for reporting on the UNSDCF and BOS. It is the core reporting system for the Cooperation Framework. The system provides data and overview of who does what, where, with what kind of resources; it produces a basis for the Annual UN Country Results Report, and others, which can be used for programme management and accountability. This online planning, monitoring and reporting tool for UN programmes and operations digitizes the UNSDCF RF and Joint Workplans, as well as the BOS. It increases transparency by providing an overview of the UN's contribution in Rwanda. It is the key tool for the UN to share progress on its contribution with the Government, other partners and the general public. It allows the UN System to review and report systematically and collectively, forecasting disbursements against available resources. It also identifies operational support requirements.

**Joint Workplan mid-year reviews** will be conducted internally every end of the calendar year, to assess progress and status of the JWPs. The internal mid-year reviews are led by respective RGs and progress updates recorded in UN INFO.

**UNSDCF Annual Review (AR)** will be conducted through the rigorous and consultative process of compiling and producing the UN's Country Annual Results Report. The annual review process will engage the UN, the Government of Rwanda, partners, civil society organizations and the private sector and other key implementing partners. The annual reviews assess the progress and contribution towards achievement of cooperation framework outcomes and outputs. Each RG will report progress on the annual targets based on JPs and JWPs. The UNSDCF annual review will report on performance at output levels, progress towards outcomes, financial expenditure, major achievements, challenges, and take stock of lessons learnt and good practices. The ARs provide opportunity to assess performance and make recommendations related to the planning assumptions, risks and emerging opportunities; continued relevance of the Cooperation Framework results to national priorities; and any recommendations to the subsequent JWPs, including related strategies, partnerships and resource allocations. Feedback from the AR process informs annual planning processes and commitments for the subsequent year, including any strategic and operational adjustments required for the UNSDCF.

**UNSDCF Final Evaluation** will be conducted as per the periodicity agreed with the Government and the UN. Thematic outcome and programme evaluations will be conducted in identified results areas and their recommendations used to inform the final evaluation. The UNSDCF Final Evaluation will be conducted in the last quarter of 2023 and synchronized with the final evaluation of the NST1. This will aim to share data across the Cooperation Framework and the national strategy while ushering in the planning phase for the next programme cycle. The recommendations will inform the next programming period. The final evaluation will be based on the core UN Evaluation Group Criteria: relevance, efficiency, sustainability, and effectiveness.

### 4.3 RISKS AND OPPORTUNITIES

The UNSDCF Results Framework contains risks and assumptions for each of the outcomes and outputs in the Result Matrix. In addition, the updated CCA conducted a detailed risk assessment of the current country context. The critical risks identified by the assessment that will guide UNSDCF planning, and implementation include the following:

**Macroeconomic stability:** Vulnerability to exogenous shocks related to the after-effects of the COVID-19 pandemic could reverse recent economic gains. Fiscal slippages could occur with increased expenditure required to contain the pandemic and at the same time caution the socioeconomic front against shortfalls in domestic revenues and slowed economic activity. This could lead to higher deficit and debt path, resulting in increased domestic borrowing from the private sector, crowding out productive sectors, which in turn will depress investment and growth leading to income losses for households and economy at large.

**Regional and global influences:** Current disputes with neighboring countries have to varying extents interfered with cross-border trade. This negatively affects livelihoods of youth, women, and traders as well as supplies to ordinary consumers, mostly in cities. Also, continued instability in Eastern DRC, continues to affect Rwanda. Precarious regional stability poses risks to reaping full dividends of regional integration.

**Public Health:** The pandemic remains a major risk impacting supply chains across sectors. In the health sector this could significantly affect institutions especially in their systems ability to respond to health emergencies and meet demand for essential health services.

**Food and nutrition security, agriculture:** The level of food insecurity is about 20 %, whilst stunting has reduced to 33 %, remaining very high (DHS, 2020). Though the rate of exclusive breastfeeding is high, complementary feeding remains sub-optimal as only 22 % of children aged 6-23 months are fed a minimum acceptable diet. Addressing stunting and overall child nutrition is still a major priority to be able to meet SDG targets. However, agricultural productivity is still low, and dependency on climate-sensitive produce is high.

**Environment and climate:** Land degradation is still rampant, biodiversity and ecosystem services continue to be depleted, wetlands degraded, and unsustainable production and consumption still prevalent. Climate change is increasing the frequency and severity of floods, landslides and droughts.

**Financing:** With falling ODA, fiscal space narrowing and overall contraction of growth, alternate sources of financing to meet the demands and objectives of the SDGs and NST1 are now even more critical. Efforts at Blended financing, and INFF need to be accelerated. Possibilities of philanthropic sources of finance as well as non-financial sources remain to be fully explored.

**Leaving No one behind:** Poverty has reduced from over 60 % to 38.3 over the last 25 years. However, extreme poverty is still around 16 %. Inequality using the Gini coefficient also reduced from 0.494 in 2017 to 0.437 in 2018. Performance of SDG1 and 2 is dependent on the rate of reducing poverty which now has been undermined by the latent effects from COVID-19 that have translated into a contraction of the economy which by extension continues to be a threat to the principle of leaving no one behind.

Despite these critical risks, various existing and emerging prospects provide opportunities for the UN system to leverage in delivering its commitments in line with the Cooperation Framework. Key opportunities include:

**Political Stability:** Stability has been prerequisite to investment and rapid economic growth since 1994. The prevailing peace, security and political will to ensure human rights, justice and rule of law and order are observed to provide space for continued cordial relations with the state and constructive engagement on development and humanitarian issues between UN and GoR.

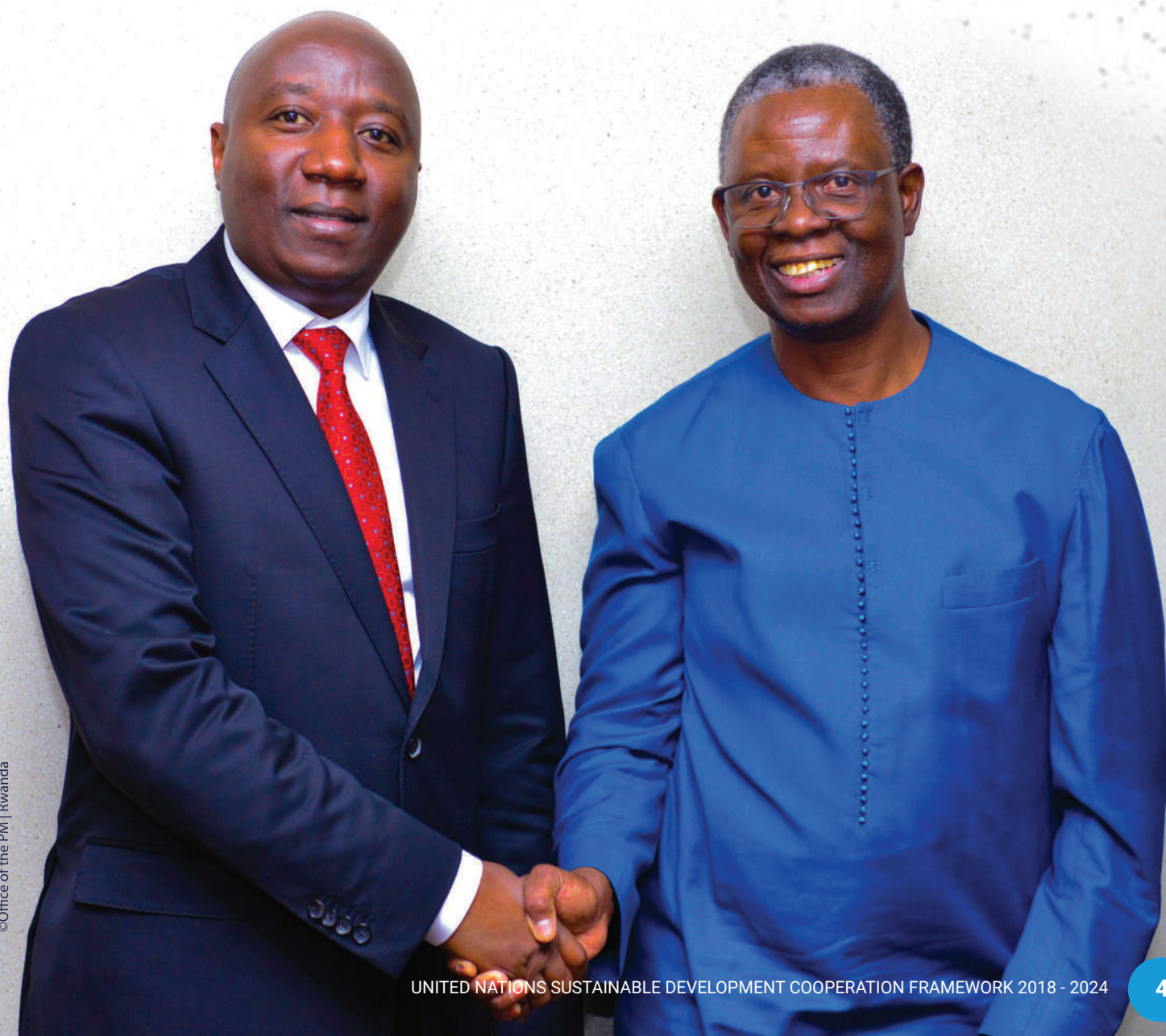
**Infrastructure and access to social services:** Roads network in Rwanda is good and access to education and health improved. Access to health is improving despite multiple challenges in the sector. With the advancement of digital transformation, availability of a countrywide national fiber backbone and close to full network coverage, there is immense opportunity to advance bridging the digital divide among those left behind to leverage emerging technologies to extend services to the vulnerable groups, especially in rural areas.



**Private Sector Development:** Given the political will and the passion to stimulate rapid economic growth, domestic and foreign direct investment the support to the private sector is a priority in policy and strategy. Combined with advancements in regional and continental integration through facilities such as the AfCFTA, private sector development will be a key driver of social and economic development going forward.

**Displacement and Migration:** Rwanda's responsive migration and refugees hosting, and management policies and structures provide suitable working environment to advance the humanitarian-peace-development nexus.

# COMMITMENTS OF THE GOVERNMENT



The Prime Minister of Rwanda, Edouard Ngirente received in audience Dr. Fodé NDIAYE, the UN Resident Coordinator in Rwanda. Their discussions focused on strengthening the development partnership between Rwanda & UN.  
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The Government will support the UN system agencies' efforts to mobilise financial resources required to meet the needs of this UNSDCF 2018 - 2024 and will cooperate with the UN system agencies including: encouraging Governments of potential funding partners to make available to the UN system agencies the funds needed to implement unfunded components of the Cooperation Framework; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in Rwanda; and by permitting contributions from individuals, corporations and foundations in Rwanda to support the programmes which will be tax exempt for the funding partner to the maximum extent permissible under applicable law.

Cash assistance for travel, stipends, honoraria, and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations system (as stated in the international civil service commission circulars).

The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements entered with the UN system agencies.

Without prejudice to these agreements, the Government shall apply the respective provisions of the Convention on the Privileges and Immunities of the United Nations (the "General Convention") or the Convention on the Privileges and Immunities of the Specialized Agencies (the "Specialized Agencies Convention") to the Agencies' property, funds, and assets and to their officials and experts on mission. The Government shall also accord to the Agencies and their officials and to other persons performing services on behalf of the Agencies, the privileges, immunities and facilities as set out in the cooperation and assistance agreements between the Agencies and the Government. In addition, it is understood that all United Nations Volunteers shall be assimilated to officials of the Agencies, entitled to the privileges and immunities accorded to such officials under the General Convention or the Specialized Agencies Convention.

The Government will be responsible for dealing with any claims, which may be brought by third parties against any of the Agencies and their officials, experts on mission or other persons performing services on their behalf and shall hold them harmless in respect of any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is any claims and liabilities resulting from operations under the cooperation and assistance agreements, except where it is mutually agreed by Government and a particular Agency that such claims and liabilities arise from gross negligence or misconduct of that Agency, or its officials, advisors or persons performing services.

- a) Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement.
- b) Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this document or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.





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