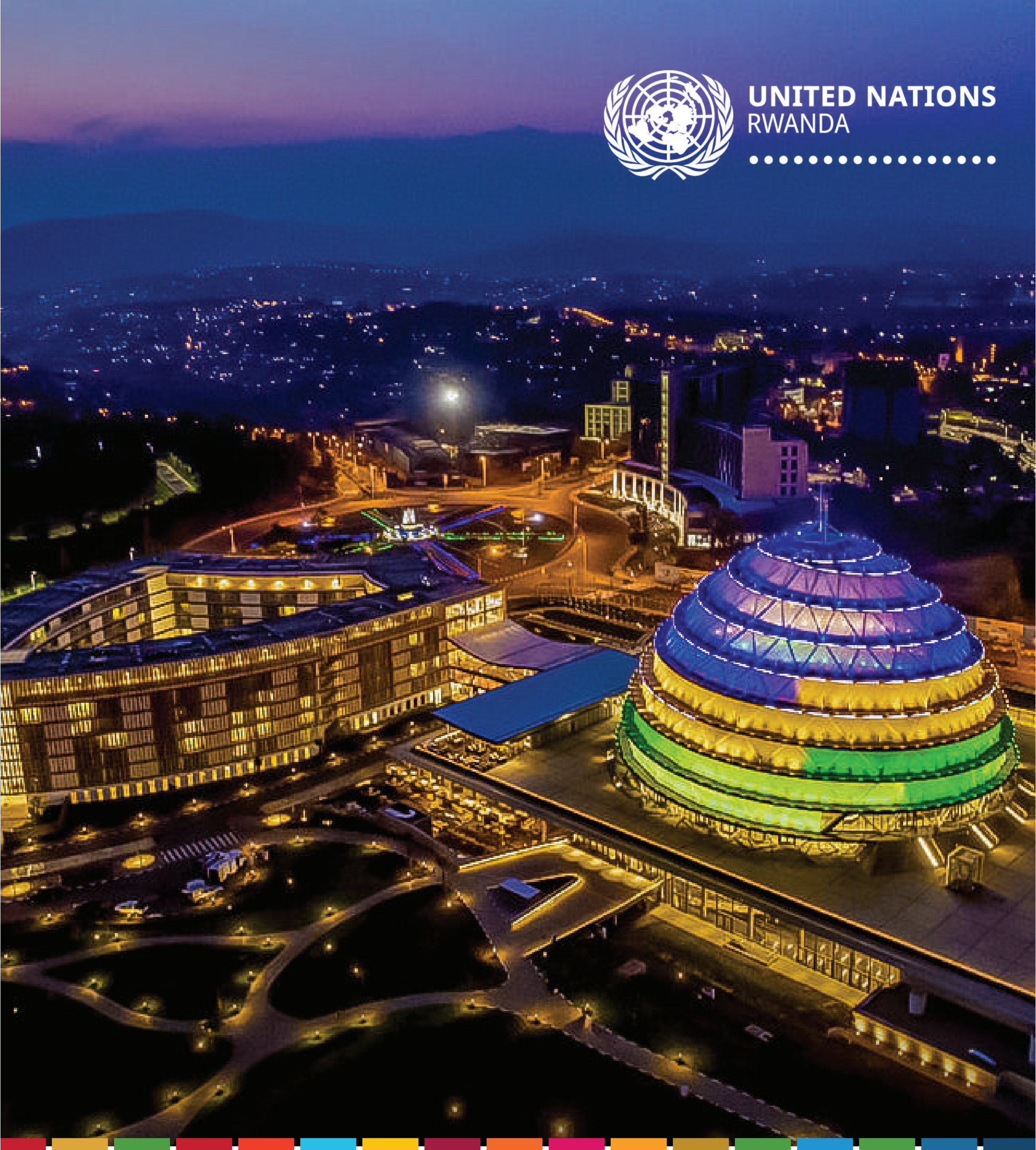




UNITED NATIONS
RWANDA



UNITED NATIONS SUSTAINABLE DEVELOPMENT COOPERATION FRAMEWORK

January 2025 – December 2029

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ABBREVIATIONS

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



FOREWORD



As we embark on the United Nations Sustainable Development Cooperation Framework (UNSDCF) Rwanda 2025-2029, I am pleased to present this collective commitment to advancing Rwanda's ambitious development agenda. This Framework represents not only the UN's strategic partnership with the Government of Rwanda but also our unwavering dedication to supporting the country's vision for sustainable and inclusive growth, aligned with Vision 2050 and the National Strategy for Transformation (NST2).

The Framework reflects our collective efforts to leverage Rwanda's strengths and unlock its potential, while also addressing pressing challenges such as climate change, regional instability, and socio-economic disparities.

The UNSDCF 2025-2029 focuses on three strategic priorities: Economic Transformation, Social Transformation, and Transformational Governance. These priorities emphasize the need for a diversified and resilient economy, the empowerment of human capital through accessible and high-quality social services, and the strengthening of governance systems that are transparent, accountable, and inclusive.

Through these efforts, we aim to contribute to the achievement of the Sustainable Development Goals (SDGs) and ensure that Rwanda continues its trajectory towards becoming a middle-income economy by 2035.

As we implement this Cooperation Framework, we recognize that Rwanda's development aspirations require adaptive, forward-thinking solutions that address both immediate and long-term challenges.

The UN in Rwanda is committed to fostering an environment where innovation, evidence-based policymaking, and inclusive governance drive sustainable progress. By reinforcing institutional capacities, promoting gender equality, and ensuring that no one is left behind, we will work collectively to bridge gaps, scale impactful solutions, and accelerate the country's journey toward achieving its Vision 2050.

This Framework is not just a roadmap but a dynamic instrument that will evolve to meet emerging needs, ensuring that our interventions remain responsive, effective, and aligned with Rwanda's evolving development landscape.

A key message for our partner; Government development partners—bilateral and multilateral agencies, international financial institutions, private sector, philanthropic organizations, and civil society actors—is that our success in achieving these goals depends on inclusive, multi-stakeholder partnerships.

The UN is committed to catalyzing collaboration across all sectors, leveraging innovative financing mechanisms, and strengthening Rwanda's capabilities through data, technology, and research to ensure that development efforts are both sustainable and resilient to shocks.

Together, we will face both opportunities and challenges. We will support Rwanda in its green growth initiatives, youth empowerment, and climate resilience while fostering economic growth through digital transformation, regional integration, and innovative financing solutions.

With the support of our partners, the UN will continue to be a key facilitator in Rwanda's transformation, ensuring that the country remains on course to meet its Vision 2050 aspirations and the global development goals.

This Cooperation Framework (CF) is a call to action for all of us—UN agencies, the Government of Rwanda, and all development partners—to renew our commitment and responsibility towards a resilient, inclusive, and prosperous Rwanda. Let us unite in the collective effort to build a better future for the people of Rwanda, leaving no one behind.

Let me express my sincere gratitude to all partners who provided their invaluable time, inputs and knowledge products to the Cooperation Framework. I also commend the UN Rwanda team who have worked jointly to produce the CF; this has been a UN interagency team under the leadership of the Resident Coordinator and the guidance of the UN Country Team (UNCT), technical lead of the Programme Management Team (PMT), and with assistance from Mr. Arthur Byabagambi (Consultant).

UN looks forward to our continued collaboration, partnership and welcomes your comments through Angela Zeleza at angela.zeleza@un.org

Ozonnia Ojielo
UN Resident Coordinator, Rwanda



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 2025 - 2029 CONTEXT

The United Nations Country Team in Rwanda is fully committed to supporting the Government of Rwanda towards the achievement of the Second-Generation National Strategy for Transformation (2024 – 2029) and realizing the Sustainable Development Goals under Agenda 2030.

This Cooperation Framework also aligns with the African Union Agenda 2063 and the East African Vision 2050 focusing on inclusive economic growth, regional integration, human capital development, governance and climate resilience – underscoring shared priorities for prosperity, unity, and sustainability.

In line with the global priorities outlined in the Pact for the Future a comprehensive framework adopted by the United Nations (UN) General Assembly of September 2024, the UN Rwanda development system will harness collective strengths and resources, leveraging science, technology, and innovation, promoting digital cooperation, and advancing peace, security, and justice and build stronger partnerships alongside strengthening youth participation including considering the impact of its development activities on future generations.

Additionally, transforming global governance and fostering anticipatory systems to manage risks and shocks supported by robust monitoring and accountability mechanisms to ensure alignment with national and global development goals.

The UN Rwanda will also enhance joint policy development, conduct in-depth analysis, and ensure seamless implementation—all anchored in effective coordination with the Government and all key Partners and stakeholders. In this regard, the UN will contribute to the country's resilient economic and social transformation, grounded in good governance, observance of human rights, justice, peace and security; gender equality and equity, fostering inclusive and sustainable economic growth, creating decent jobs, and ensuring equitable access to and utilisation of quality social and protection services within a sustainable and climate-resilient ecosystem.



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 system reform to boost coordination in supporting countries to achieve the Agenda 2030. This Joint Statement represents a collective agreement of the UN agencies in Rwanda, in support of the Cooperation Framework (CF) for 2025-2029. 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 Agenda 2030 and the collective promise to leave no one behind.
2. Enhance coordination, transparency, efficiency, partnership and impact of United Nations development activities, aligned to Rwanda's Second National Strategy for Transformation 2025 – 2029 (NST2).

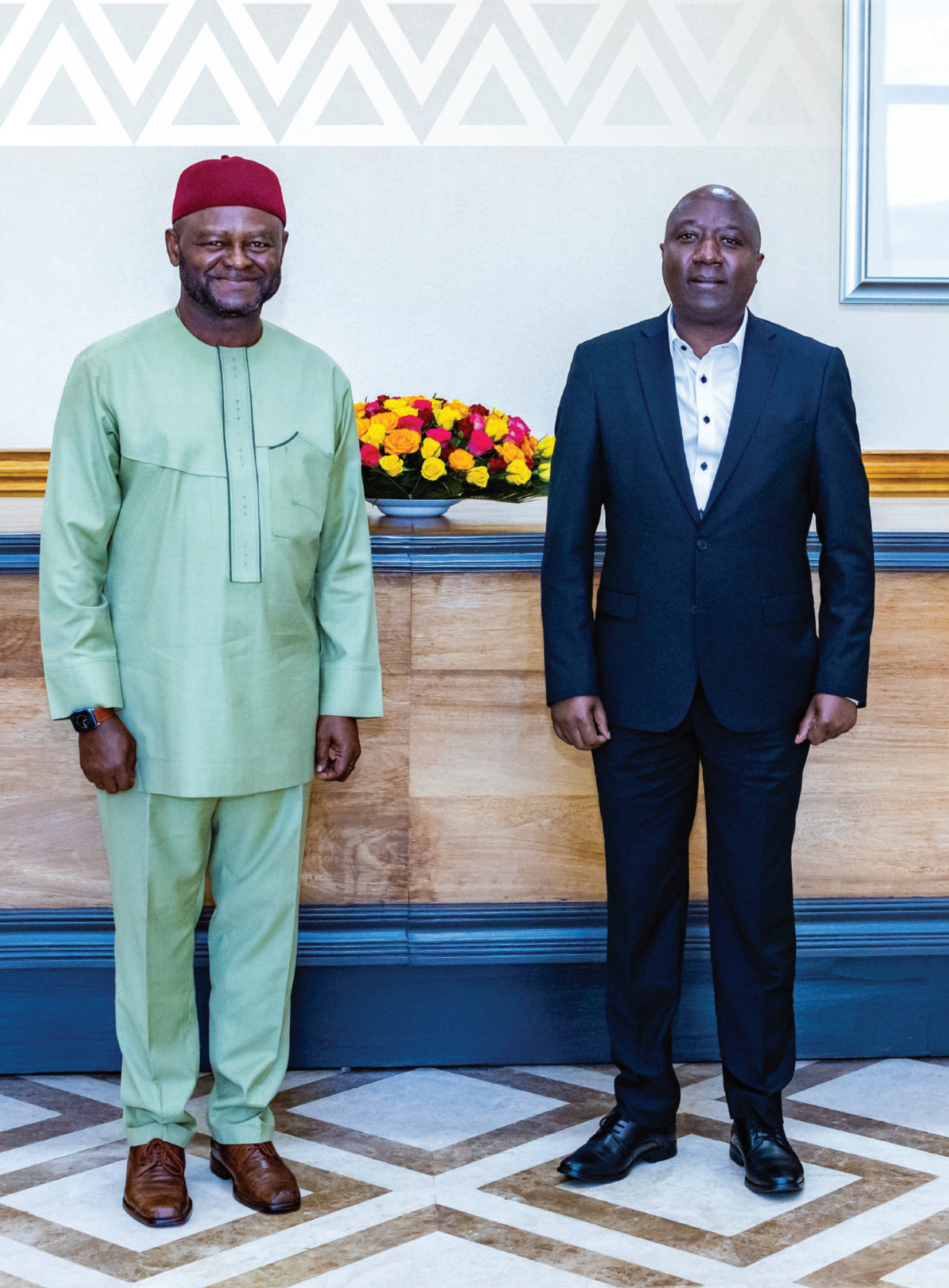
The CF articulates the United Nations' collective response to support the Government of Rwanda (GoR) in realizing its national priorities and bridging gaps on the path to achieving the targets of NST2 and Agenda 2030. The CF provides a roadmap for refocusing socioeconomic policies and practices around resilience and sustainability for inclusive, diversified and job-intensive economic development while promoting access to and utilization of quality basic social and protection services that advance gender equality, human rights and the well-being of people in Rwanda, cognizant of the importance of safeguarding the environment alongside responding to climate related challenges.

The CF aligns its responses with national priorities, enabling all UN entities—whether operating on the ground or remotely—to effectively support Rwanda's implementation of Agenda 2030. The CF holds a strengthened emphasis on inclusion, advancing gender equality, and empowering women and girls. It also aims to support transformative governance by promoting accountability among national stakeholders. This is pursued within a framework that upholds and adheres to respect for human rights and the rule of law. Additionally, this CF fosters a spirit of partnership, which lies at the heart of Agenda 2030 and the Pact for the Future.

Under the leadership of the UN Resident Coordinator (UNRC), the UN Country Team (UNCT) in Rwanda carried out a consultative Common Country Analysis in 2023/24 and final evaluation of the UNSDCF 2018 – 2024 in 2024. These analytical products formed the basis for identifying critical development areas and mapped out the UN system capacities and resources that are required to effectively deliver on this new Framework.

Through the UNCT configuration, the UNCT undertook a comprehensive assessment of the capacities and resources required to support Rwanda in achieving the results articulated in this CF. The UNDS in Rwanda is committed to harnessing its comparative advantages to support the Government and non-State actors in achieving NST2 and SDGs targets while strengthening partnerships and upholding core programming principles.





PARTNERING MINISTRIES



The Government of the Republic of Rwanda

- Ministry of Foreign Affairs and International Cooperation
- Ministry of Finance and Economic Planning
- 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 and Arts
- Ministry of Infrastructure
- Ministry of Environment
- Ministry of Education
- Ministry of Defence
- Ministry of Justice
- Ministry of Health
- Ministry of Sports



COMMITMENT AND SIGNATURES

We, the undersigned, commit to work together in pursuing the strategic priorities laid out in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2025-2029, towards achieving Agenda 2030. In line with the Second-generation National Strategy for Transformation (NST2) 2024-2029. Our goal is to collectively contribute to transform the country's economy and improve the quality of life of all Rwandans.

For the Government of the Republic of Rwanda



Yusuf Murangwa
Minister of Finance and Economic Planning

For the United Nations in Rwanda



Ozonnia Ojielo
UN Resident Coordinator

SUSTAINABLE DEVELOPMENT GOALS





SIGNATURES: UN COUNTRY TEAM

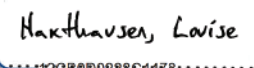
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Nomathemba Mhlanga
FAO Representative ad. interim in Rwanda

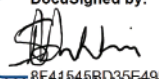
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Caroline Khamati Mugalla
ILO Country Director

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Director Division of Country Programme
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Nouhoum SANGARÉ
Regional Representative/Director
Office of the UN High Commissioner
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Pedro Manuel Moreno
Deputy Secretary-General
UNCTAD


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Director and Representative
UNESCO Regional Office
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Head of Subregional Office East and Horn
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UN – HABITAT

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Lieke Van De Wiel
UNICEF Representative


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Ashita Mittal
Regional Representative
for Eastern Africa
UNODC

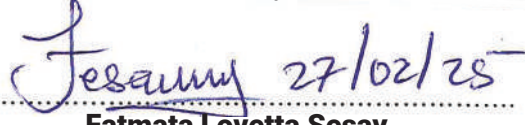
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Jennet Kem
UN Women Representative

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Dagmawi Habte Selassie
IFAD Country Director


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Ashley Carl
IOM Chief of Mission

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Regional Director for Africa, International
Telecommunication Union (ITU)


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Hind Hassan Abdalgalil
UNAIDS Country Director


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Fatmata Lovetta Sesay
UNDP Representative & UNV Matrix Manager


 14 March 2025
Rose Mwebaza
Director and Regional Representative
UNEP - Regional Office for Africa

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Olugbemiga Adelakin
UNFPA Representative



Ndeye Aissatou Masseck Ndiaye
UNHCR Representative

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Andrea Bagnoli
WFP Representative

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Dr. Brian Chirombo
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Andrew Mold
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EXECUTIVE SUMMARY

The **UNSDCF Rwanda 2025-2029** represents a collaborative strategy between the United Nations (UN), the Government of Rwanda (GoR), development partners, the private sector, civil society, and other stakeholders, aimed at supporting Rwanda's sustainable, inclusive development. The framework is anchored in the **Second National Strategy for Transformation (NST2)** and aligns with global and regional frameworks, including the **Sustainable Development Goals (SDGs)** and **Africa's Agenda 2063**. Over the next five years, the UN will focus on accelerating Rwanda's transformation, enhancing governance, strengthening human capital, and fostering economic growth while addressing the challenges posed by climate change, regional instability, and socio-economic disparities.

Political and Socio-Economic Developments: Rwanda has made substantial progress in recent years, notably in health, education, and gender equality. The country's GDP growth has been resilient, and significant strides have been made in poverty reduction, with a reduction in the poverty headcount ratio. However, challenges remain, particularly in rural areas where poverty is still high, and in managing external shocks like the COVID-19 pandemic, climate change-related disasters, and regional conflicts. Rwanda's dual classification as both a **Least Developed Country (LDC)** and a **Landlocked Developing Country (LLDC)** underscores the unique challenges it faces, such as limited access to international markets, vulnerability to climate impacts, and limited infrastructure connectivity. Despite these challenges, Rwanda's commitment to **Vision 2050** remains strong, emphasizing resilience, diversification, and the inclusion of all citizens in the country's transformation.

The **UNSDCF** is structured around three strategic priorities, which are critical for achieving the SDGs and Rwanda's long-term development goals:

- **Economic Transformation:** Focused on creating a competitive, diversified, and resilient economy. This includes transforming agriculture, promoting green growth, enhancing digital and technological capabilities, fostering youth employment, and strengthening private sector engagement. The UN will support policy reforms, provide technical assistance, and facilitate innovative financing to bolster economic growth.
- **Social Transformation:** Aiming to enhance access to quality social services such as healthcare, education, social protection, and clean water. Special emphasis will be placed on vulnerable groups, particularly women and children, ensuring that no one is left behind. Human capital development, lifelong learning, and addressing inequalities will be prioritized to improve the quality of life for all Rwandans.
- **Transformational Governance:** Focused on strengthening governance systems, ensuring transparency, accountability, and citizen participation. This priority aims to reinforce the rule of law, foster national unity, and promote peace and security. The UN will support the GoR in building state institutions that can deliver inclusive, rights-based, and climate-resilient public services.

Future Opportunities: Rwanda's strategic position within the **East African Community (EAC)** and as a member of the **African Continental Free Trade Area (AfCFTA)** presents significant opportunities for regional integration and increased trade. Leveraging these opportunities, the UN will help Rwanda enhance its competitiveness in global markets, particularly in green technologies, agriculture, and manufacturing. Additionally, Rwanda's young and growing population represents a key opportunity for human capital development, which the UN will support through targeted interventions in education, skills training, and employment generation.

The UN will also focus on fostering **innovative financing mechanisms**, including public-private partnerships, blended finance, and climate financing, to address financing gaps and ensure the sustainability of development efforts. These mechanisms will be essential for supporting Rwanda's transition to a middle-income economy by 2035.

Financing Requirements: To achieve the objectives outlined in the UNSDCF, Rwanda will require an estimated **USD 1.04 billion** over the 2025-2029 period. This funding will support various programs, including **economic transformation, social service delivery, and governance reforms**. The UN will work to mobilize these funds through partnerships with international financial institutions, bilateral donors, the private sector, and other development actors. The focus will be on leveraging both traditional and innovative financing solutions to close funding gaps and ensure that the required investments are made in Rwanda's sustainable development.

Key Messages:

- **Inclusive, Multi-Stakeholder Partnerships:** The success of the UNSDCF relies on the collaborative efforts of the GoR, UN agencies, development partners, the private sector, and civil society. Each partner plays a vital role in driving forward the country's development agenda.
- **Focus on Resilience and Sustainability:** Addressing climate change, external shocks, and ensuring long-term socio-economic resilience are central to the UNSDCF. This requires integrated approaches that combine economic, social, and environmental objectives.
- **Innovative Financing:** Sustainable development will depend on mobilizing diverse sources of financing. The UN will work with the GoR to implement innovative financing solutions that complement traditional aid and investment sources, particularly in climate action and green growth.
- **Human Capital Development:** Fostering a skilled, healthy, and resilient workforce, particularly among Rwanda's youth, is critical for achieving the country's Vision 2050. Education, skills development, and employment opportunities must be prioritized.

The UN, in partnership with the GoR and other stakeholders, is ready to support this ambitious agenda, ensuring that Rwanda's development journey is both resilient and inclusive. The **UNSDCF Rwanda 2025-2029** represents a bold and strategic partnership aimed at accelerating Rwanda's socio-economic transformation. This Framework not only aligns with Rwanda's national development priorities but also addresses the global imperative of leaving no one behind in achieving the Sustainable Development Goals (SDGs).

The UN offers a platform for coordinated, multilateral action that combines expertise, resources, and global best practices to achieve long-term impacts. Through innovative financing mechanisms, inclusive programs, and cross-sector collaboration, the UN is poised to catalyze the development of a resilient, green, and inclusive economy in Rwanda. The success of this Framework will depend on the collective effort of the GoR, development partners, the private sector, and civil society, working together to create a lasting, positive change in Rwanda and also contributing to the achievement of broader regional and global development goals.



1. INTRODUCTION

1. The Rwanda United Nations Sustainable Development Cooperation Framework (UNSDCF) 2025-2029 is a dynamic partnership document designed to accelerate Rwanda's transformation agenda. By fostering systemic collaboration between the Government of Rwanda (GoR), Development Partners (DPs), Private Sector, Civil Society Organizations (CSOs), Volunteer Involving Organizations (VIOs) and Academia, this Framework bridges policy ambitions with actionable strategies to drive sustainable and inclusive development.

2. The United Nations (UN) in Rwanda is committed to facilitating and catalysing investment for the realization of the second National Strategy for Transformation (NST2) 2024-2029 and Sustainable Development Goals (SDG) targets, while promoting regional integration, peace, and security in alignment with Vision 2050 and Africa Union's (AU) Agenda 2063.

To this end, the UN is focused on contributing to the resilient economic and social transformation of the country, grounded in good governance, observance of human rights, justice, peace, and security; gender equality and equity; effective participation in inclusive and sustainable economic development; creation of productive and decent jobs; and equitable access to quality basic social and protection services within a sustainable, climate-resilient ecosystem.

3. Under this Cooperation Framework (CF), the UN in Rwanda prioritizes reinforcing its strategic transition to providing upstream technical assistance and facilitation of transformative partnerships. These efforts aim to enhance access to financial resources required to support both development and humanitarian initiatives, aiming to achieve the NST2 targets. By leveraging innovation, capacity building, and resource optimization, this collaboration seeks to accelerate progress toward Rwanda's long-term development goals, including the realization of Vision 2050 and the SDGs.

4. Over the next five years development assistance will prioritize supporting Rwanda in building back from the aftereffects of local and global challenges such as the COVID-19 pandemic and recently emerging health threats such as the Monkeypox virus and Marburg Virus Disease and navigating geopolitical tensions that disrupt supply chains and financial flows. Additionally, the growing impacts of climate change, exemplified by the devastating floods of May 2023, underscore the urgency of building climate resilience.

Rationale of the UNSDCF

I. A Nationally Owned Agenda: The CF 2025-2029 is grounded in Rwanda's NST2 and global SDG commitments, ensuring alignment with national priorities and promoting sustainable, inclusive growth.

II. Critical SDG Push: As the final stretch to 2030, intensified efforts will target key SDGs, including SDG 1 (No Poverty), SDG 2 (Zero Hunger), SDG 3 (Health), SDG 4 (Education), SDG 8 (Decent Work), and SDG 10 (Reduced Inequalities), addressing stagnation and regressions.

III. Economic Transformation and Innovation: The framework leverages Rwanda's strengths in innovation, digital transformation, green growth, and financing, empowering the private sector to drive decent job creation, sustainable investments, and economic transformation.

IV. Inclusive and People-Centred Development: The CF emphasizes equity and inclusion, ensuring that no one is left behind. By engaging CSOs, VIOs and Academia, it leverages local knowledge and social capital to reach the most vulnerable populations, fostering resilience and enhancing human capital development in health, education, and social protection.

V. Resilience and Climate Action: Recognizing the growing threat of climate change, the CF prioritizes building climate resilience and sustainable resource management. This will support Rwanda in adapting to environmental shocks, such as the May 2023 floods, while advancing SDG 13 (Climate Action), enhancing food security and the resilience of people and systems.

VI. A Platform for Sustainable Financing: The Framework introduces innovative financing mechanisms, including blended finance, public-private and community partnerships, and enhanced resource mobilization strategies that aim to optimize and balance the traditional development funding architecture with modern, dynamic financing solutions. These approaches are designed to bridge financing gaps enhancing sustainability and are aligned with Rwanda's Integrated National Financing Framework (INFF), to close financing gaps and drive transformative development.

A Call to Action: Collective Ownership and Responsibility

5. The CF is a call to action for all stakeholders and emphasizes the importance of inclusive, multi-stakeholder partnerships. The GoR, as a key driver of this partnership, will provide leadership and create an enabling environment. Development Partners will bring their resources and expertise to complement national efforts. The Private Sector will drive innovation and investment. CSOs, VIOs and Academia will play a crucial role in advocacy, knowledge generation, and ensuring accountability. Together, these actors will forge a resilient, inclusive, and sustainable Rwanda, where prosperity is shared, and future generations thrive. The CF is not just a framework — it is a pact for transformation and partnership, fostering a legacy of collaboration and sustainable impact.

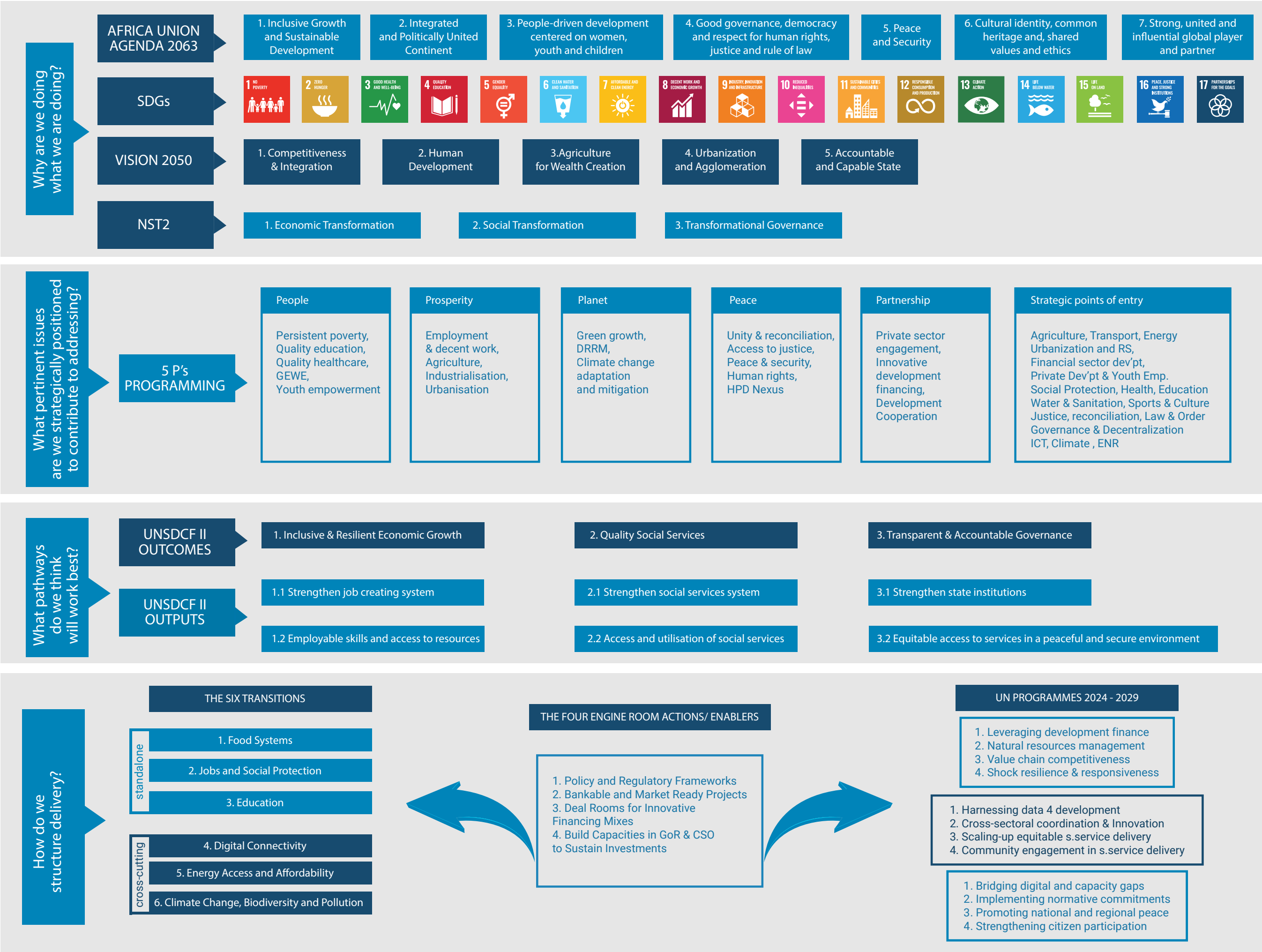
UNSDCF Elaboration Process

6. The CF elaboration approach has been participatory, inclusive, iterative, and data-driven ensuring the process delivers a responsive product with ownership by the Government, UN entities and development actors including development partners, civil society, private sector, and others. The participatory and inclusive approach led by the UN Programme Management Team, supported by the Resident Coordinators Office, and facilitated by an independent consultant engaged the UN development system (in and out of Rwanda); regional bodies, ministries, departments, and agencies (MDAs) at national and local levels; CSOs; VIOs; private sector; academia; International Financial Institutions (IFIs); media, beneficiaries, and other relevant stakeholders.

7. The Cooperation Framework elaboration process adapted a comprehensive conceptual framework that has guided the formulation and design of the CF 2025 – 2029 development pathways that will catalyse realisation of NST2 outcomes and accelerate progress towards Agenda 2030 Targets. The conceptual framework is illustrated in figure 1 below:



Figure 1: The UNSDCF 2025 - 2029 Conceptual Framework



8. Based on this Conceptual Framework, the UNCT identified strategic entry points, developed innovative development pathways, prioritized strategic intervention areas and leveraged opportunities identified in the Common Country Analysis (CCA), UNSDCF 2018 - 2024 final evaluation and stakeholder consultations. Together, this package of development pathways was structured into a theory of change and transformed into investments, drivers of development and strategic interventions. **To address the stagnating and regressing SDGs targets and in alignment with the NST2** – the UN in Rwanda will orient its focus and key resources in the following strategic areas:

- **Strategic Partnerships and Innovative Financing:** The UN will continue to strengthen solidarity, partnerships, and coordination in support of NST2, Vision 2050 and Agenda 2030, with investments in innovative financing and funding mechanisms. Efforts to fortify partnerships within the UN, with the Government, Development Partners, Private Sector, NGOs, INGOs, and other partners remains crucial for our shared roles as stakeholders in sustainable development. Strategic partnerships for financing at national, regional, and global levels will be vital to the building back better and reinforcing resilience and sustainability of national systems and communities, in addition to fostering south-south cooperation and brokering technical expertise.
- **Leveraging transformative entry points to catalyse realisation of integrated outcomes:** Accelerating delivery of SDG targets over the next five years through integrated and inclusive approaches that will ensure economic models and policy processes are ramped up commensurate with ambitions, and investments are galvanised at scale is critical. Through this Cooperation Framework, the UN in Rwanda leverages and contextualises the transformative entry points that the UN has converged on globally as those with the most impactful, catalytic and multiplier effects across the SDGs. These six transitions include: (1) food systems; (2) energy access and affordability; (3) digital connectivity; (4) education; (5) jobs and social protection; and (6) climate change, biodiversity loss and pollution. These transitions will not be treated as a new agenda but rather providing a systematic frame for convergence that spotlights possible investment pathways to accelerate SDG progress in Rwanda. The six transitions will be considered in developing signature Joint programmes to operationalize focused joint investments by the UN in Rwanda
- **Advancing the Green Agenda:** Support will continue for the Government and private sector to scale up green investments through innovative climate financing, complemented by strategic policies and regulatory reforms to enhance the productivity of Rwanda's natural capital and strengthen climate resilience. The UN will also support the GoR in exploring green investment opportunities through the AfCFTA, focusing on enhancing inter-African trade and greater inclusion of youth and women, as well as small and medium enterprises. Global commitments and localized green growth strategies will be leveraged to promote green trade, industrialization, climate-smart agriculture, and livelihood resilience-building initiatives. Through strategic partners, downstream efforts will be catalysed to raise awareness about renewable, clean energy, and ensuring reliable and affordable access to sustainable technologies.
- **Strengthening Food Systems:** The UN will prioritize building Rwanda's food systems by enabling development of multifaceted approaches that addresses sustainability, resilience, and inclusivity, incorporating the recommendations from the UN Food Systems Summit. The foundation of these efforts will lie in enhancing agricultural productivity through the adoption of climate-smart agricultural practices and leveraging early warning systems. Moreover, strengthening value chains is crucial for integrating smallholder farmers into the broader economy. This will be facilitated by improving access to markets, supporting systems that ensure fair pricing, and developing agro-processing facilities. Additionally, public-private and community partnerships will be fostered to mobilize resources and expertise needed to support food innovation and infrastructure development. By prioritizing nutrition-sensitive policies and ensuring that diverse dietary sources are available and affordable, Rwanda will be enabled to enhance food security and improve health outcomes, aligning with the overarching goals of the UN Food Systems Summit.

- **Putting Young People at the Centre:** Recognizing that children and youth make up 65 percent of the population in Rwanda, the UN emphasizes the importance of placing young people at the centre of every policy and sustainable development solution. Harnessing this demographic dividend requires targeted and integrated investments in social and economic spheres.

The UN will convene and coordinate development investments in human capital, as well as physical, financial, and technology capital. Priority will be given to multi-sectoral initiatives supporting youth in economic activities, volunteering opportunities, education and skills development, sexual and reproductive health, mental health, and other integrated programmes. The UN will also create and support spaces for youth representation at national and local levels and will harness the innovative potential of youth in the country.

- **Leveraging Support for Data and Statistics:** UN Agencies will work together to enhance national capacities for generating statistics and real-time data, enabling further data disaggregation, digital data systems and creating connection among different sectoral Management Information Systems. The UN will invest in its ability to support the use of data for advocacy, policy development, and programme design to accelerate the achievement of NST2 and SDG targets.
- **Tackling Inequality:** Addressing inequality remains a top priority, especially within ongoing socio-economic recovery efforts. The UN will support systematic investment to catalyse effectiveness in social protection and safety nets to address unemployment and support livelihoods' restoration and resilience. Strengthen efforts in ensuring equality in access to quality health services. Promoting social justice and a human rights-based approach to recovery is essential. Resilience, inclusion, and climate change considerations must be integrated into macroeconomic policies to provide smarter, integrated solutions. Inclusivity is key, ensuring no one is left behind, and addressing gender and rural/urban divides in all dimensions of the recovery process.
- **Promoting the Humanitarian-Development-Peace Nexus:** The UN will integrate resilience and emergency response components into development interventions, promoting regional trade and financial inclusion as drivers for peacebuilding and development in Rwanda and the region. This includes providing needs-based humanitarian support and socio-economic integration of refugees and other beneficiaries to foster self-reliance. Interventions will also support peaceful reintegration and reconciliation efforts.
- **Promoting meaningful citizens participation:** collaboration with Volunteer Involving Organizations (VIOs) will play a crucial role in mobilizing both funds and volunteers to accelerate SDGs progress.



2. RWANDA PROGRESS TOWARDS THE AGENDA 2030

2.1 COUNTRY CONTEXT

9. As of the 2022 Population and Housing Census (RPHC5), Rwanda has a population of 13.2 million people with 51.5 percent female and 48.5 percent male. The population is young, with 65.3 percent under the age of 30, and predominantly rural (72%), though urbanization is on the rise. The population density is 501 inhabitants per square kilometre and projected to reach 663 in 2035 and 868 in 2050. Rwanda's official languages are Kinyarwanda, French, and English, reflecting its colonial history and efforts to integrate into the global economy. Rwanda's population is projected to reach 17.5 million in 2035 and 23.2 million in 2050.

10. Rwanda's economy has shown remarkable resilience and growth in the past two decades with the average annual GDP growth rate approximately 7 percent. Key sectors driving this growth include agriculture, services, and tourism. The agricultural sector remains the backbone of the economy, employing most of the population. The Government of Rwanda has implemented a series of reforms aimed at transforming the country into a middle-income economy by 2035 and a high-income country by 2050. The country's GDP per capita also exhibited a consistent upward trend from US\$787 in 2018 to US\$1,040 in 2023.

11. The country has made significant strides in social development, particularly in health and education. The GoR has prioritized universal access to healthcare and education, leading to improved health outcomes and increased literacy rates. Initiatives such as community-based health insurance and free primary education are instrumental in these achievements. The fertility rate declined from 6.1 to 3.6 in 2022 and Maternal Mortality Ratio from 1,071 maternal deaths per 100,000 live births in 2000 to 203 per 100,000 live births in 2020. Child and infant mortality rates decreased significantly, with under-5 mortality dropping from 76 in 2010 to 45 per 1,000 live births in 2020. Life expectancy has risen from 51 to 69.6 years between 2002 and 2022. These achievements are a testament to the robust healthcare system and Government's commitment towards a healthier Rwanda. Moreover, access to improved drinking water sources rose from 72 percent in 2012 to 82.3 percent in 2022.

12. Gender equality is another area in which Rwanda has shown leadership. The country boasts one of the highest percentages of women in parliament globally, and various policies and programmes aim to empower women and promote gender equity. From the July 2024 elections female representation stood at 63.8 percent up from 61.3 percent (2018) in the Chamber of Deputies; in the Senate, women hold 53.8 percent of the seats, and in the Cabinet, women constitute 41 percent of the ministers.

13. Tourism, particularly eco-tourism and wildlife conservation, plays a significant role in Rwanda's economy. The country is known for its mountain gorillas in the Volcanoes National Park, which attract visitors from around the world. Additionally, Rwanda has positioned itself as a conference and business hub in Africa, with state-of-the-art facilities and a conducive business environment.

14. Rwanda's dual classification as both Least Developed Country (LDC) and a Landlocked Developing Country (LLDC) highlights its unique challenges in achieving sustainable development, coupled with external shocks and regional dynamics. This underscores the relevance of both the Doha Programme of Action (DPoA) for LLDCs and the Vienna Programme of Action (PoA), which are specifically designed to address the needs of least developed and landlocked countries by fostering sustainable development and promoting regional integration. These frameworks provide strategic guidance to tackle Rwanda's challenges and accelerate inclusive development, particularly in areas such as trade, infrastructure, and regional integration.



The need for innovative, multi-sectoral approaches to ensure long-term socio-economic transformation is clear. As a key player in the East African Community (EAC) and a signatory to the African Continental Free Trade Area (AfCFTA), Rwanda is leveraging its strategic geographic position to enhance trade and investment ties. Investments in infrastructure, including the expansion of its international airport and development of a financial hub, aim to solidify Rwanda's role as a regional trade and logistics hub.

15. With regard to the humanitarian peace development nexus -- regional conflicts pose risks to Rwanda's development landscape given the dynamics of the evolving security situation in the Eastern Democratic Republic of Congo (DRC). The conflict has caused substantial displacement within the DRC and led to a continued influx of refugees into Rwanda, placing considerable strain on local resources and increasing humanitarian needs. Despite the signing of a ceasefire agreement and recent progress with expert groups and developing an operational plan, the region remains volatile -- highlighting the urgent need for political solutions to foster long-term stability. Compounding these challenges, partial border closures with neighboring countries, including Uganda and Burundi, disrupted trade and cross-border mobility, affecting border economies and regional livelihoods. This underscores the importance of dialogue, cooperation, and coordinated efforts to address humanitarian needs, stabilize the region, and promote inclusive economic growth.

16. Rwanda is also vulnerable to external shocks, such as fluctuations in global commodity prices and ongoing climate vulnerabilities, with recent severe rains causing devastating impacts, including flooding, landslides, and damage to critical infrastructure such as roads, schools, and homes. These climate shocks have disrupted livelihoods, particularly in rural communities dependent on agriculture, exacerbating socio-economic risks such as food insecurity, displacement, and poverty. **Additionally, health concerns like Mpox and Marburg Virus Disease pose significant threats to public health systems**, further straining resources already stretched by efforts to combat climate-related emergencies. These intersecting challenges underscore the urgent need for comprehensive, multi-sectoral regional responses that prioritize climate resilience, health preparedness, and robust cross-border collaboration to mitigate risks and protect vulnerable populations.

17. Poverty and inequality remain significant issues, particularly in rural areas with external crises, notably the COVID-19 pandemic, exacerbating the situation. The National Institute of Statistics of Rwanda (NISR) records a decrease of the poverty headcount ratio from 44.9 percent in 2010/11 to 39.1 percent in 2013/14, and further to 38.2 percent in 2016/17. This downward trend indicates substantial progress in improving living standards. However, the COVID-19 pandemic has had a profound impact on Rwanda's economy, leading to the country's first recession in decades; the country's GDP contracted by 3.4 percent in 2020, a significant downturn from the pre-pandemic projection of 8 percent growth. The World Bank projected a 5.1 percentage point increase in the poverty headcount rate in 2021 due to the pandemic, pushing more than 550,000 Rwandans into poverty, with over 80 percent of the new poor residing in rural areas.

18. To address these complexities, the UN development system needs to adopt a more integrated regional approach, such as leveraging the UN Country Teams (UNCTs) "without borders" model within the East African Community (EAC), could enhance coordination, advocacy, and resource mobilization. This approach would enable more agile responses to cross-border crises, strengthening Rwanda's ability to respond to both immediate humanitarian needs and long-term development goals. Concurrently, emphasizing economic diversification through investments in technology, manufacturing, and financial services, alongside expanding social safety nets, enhancing education in all forms, and strengthening the health system will be critical to resilience-building. Whilst complementary actions, including continuous monitoring, collaboration, and strategic investments building will be essential to navigate these intertwined challenges effectively and sustainably.

2.2 NATIONAL VISION FOR AGENDA 2030

19. Rwanda's Vision 2050 is an ambitious blueprint aimed at transforming the nation into a high-income country by the middle of the 21st century. This vision emphasizes economic transformation through innovation, infrastructure development, and regional integration. Key goals include achieving a diversified economy that while reducing reliance on agriculture, modernizes the sector for equitable wealth creation, and promotes sectors such as technology, manufacturing, and financial services.

20. Human capital development is central to the Vision, with priorities on universal access to social services, gender equality, and empowering the youth. By enhancing the quality of life for all citizens, Rwanda aims to foster a healthy, knowledgeable and skilled workforce capable of driving sustainable growth and overall wellbeing.

21. Good governance is another cornerstone of Vision 2050, focusing on transparency, accountability, and effective institutions at all levels. To build an accountable and capable state, the GoR has put at the forefront innovation, accountability to citizens, rule of law, peace, stability and continuation of citizen-centered reforms enshrined in local innovation and home-grown solutions. Overall, Vision 2050 outlines a pathway for Rwanda to build on its past successes, address current challenges, and unlock future opportunities, ensuring a prosperous and inclusive future for all Rwandans.

22. Vision 2050 is being actualized through a series of medium-term strategies, dubbed National Strategies for Transformation (NST). Following the conclusion of the first iteration of the NST 2017 – 2024 (NST1), Rwanda has embarked on the second NST 2024 – 2029 (NST2). The NST2 provides a platform and pillars for accelerated transformation of the economy and society towards the prosperity sought by Vision 2050. The NST2 aims to positively impact the lives of citizens by prioritizing sustainable development and climate resilience, developing domestic manufacturing, creating sustainable and decent jobs, improving the quality and relevance of education, ensuring universal access to health services, enhancing nutrition and early childhood development and improving the quality-of-service delivery including social protection while strengthening citizen engagement and participation.

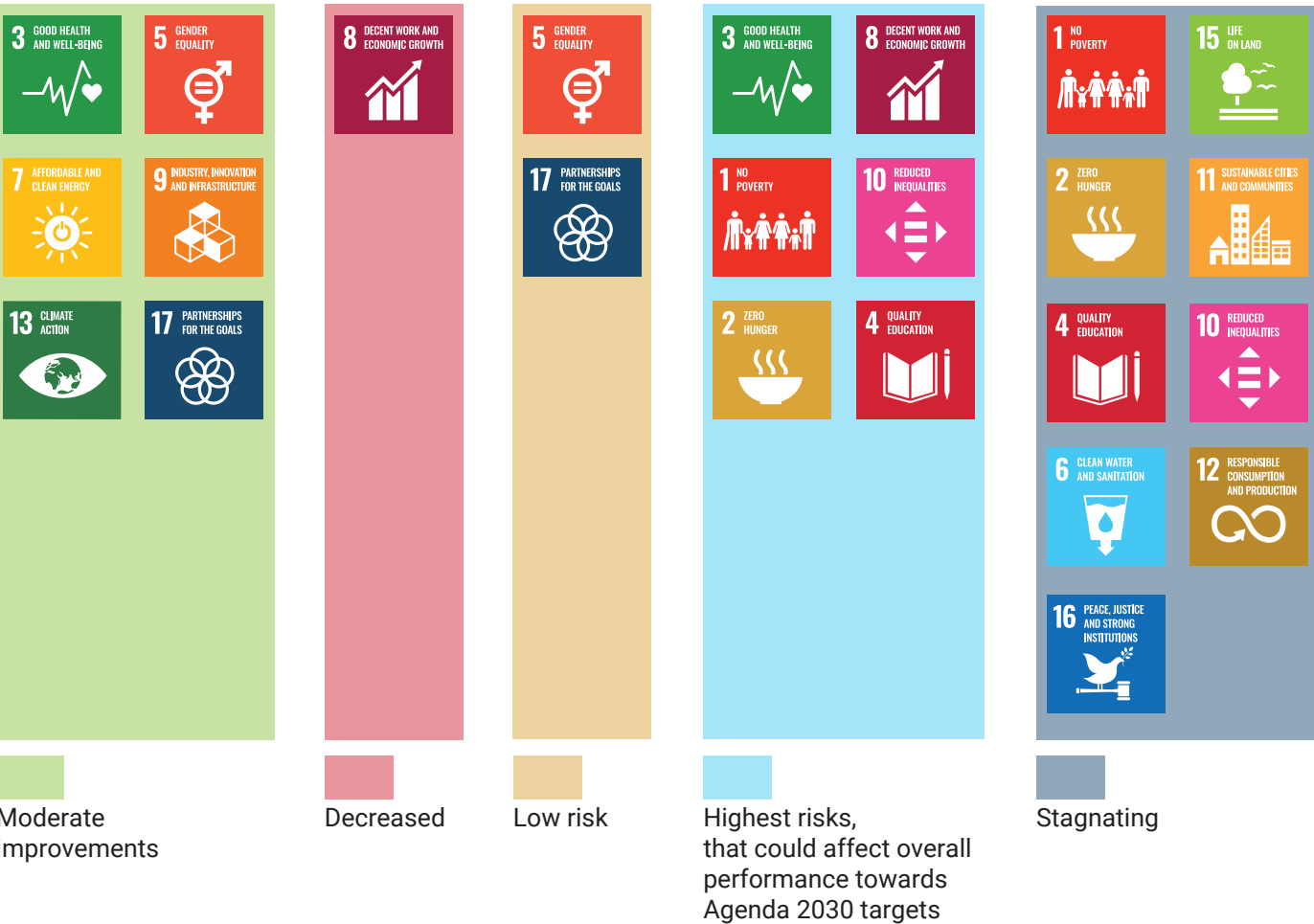
23. The NST2 integrates and aligns to global and regional commitments that guide its design and implementation. These frameworks include: the Sustainable Development Goals (SDGs); ratified international conventions and other international political commitments such as the International Conference on Population and Development (ICPD) Plan of Action, the African Union Agenda 2063 and its First 10-Year Implementation Plan 2014-2023; EAC Vision 2050; and the Paris Agreement on Climate Change. In addition to these commitments, Rwanda's development agenda continues to strengthen its alignment to emerging continental and regional 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), the UN Food Systems Summit and the African Union Development Agency - New Partnership for Africa's Development (AUDA-NEPAD) in advancing Africa's integration, development, and economic transformation, among others.

24. Successful implementation of the NST2 is hinged on an efficient and effective institutional framework capable of supporting delivery in an ecosystem that harnesses data, technology, innovation, skills and capacities. This requires collective commitment and action from all stakeholders including citizens, private sector, development partners, faith-based organizations, civil society and media among others.



2.3 PROGRESS TOWARDS THE SUSTAINABLE DEVELOPMENT GOALS

25. Rwanda ranks 126/166 countries in SDG performance, with an SDG index score of 60.9 percent for all 17 SDGs and positive spillover effect of 94.8 percent. Of the 16 domesticated SDGs, none is on track to being achieved, five show moderate improvements



26. Mitigating risks identified to prevent/reduce the impact levels on SDG progress and achievements requires robust early warning systems and response mechanism that address root causes of risks and manage adverse effects effectively. Implementation of a robust risk response systems requires sound capacity in forecasting, data collection, analysis and sharing. This also entails preparedness and rapid response to risks. More coherent indicators are needed to enable risks and response monitoring.

2.4 UNLOCKING OPPORTUNITIES

27. Rwanda stands as a model of resilience and ambition, charting a transformative path toward sustainable development and inclusive growth. The country's unique blend of opportunities and challenges underscores the critical need for a holistic, multi-sectoral approach to sustainable development. By leveraging its strategic geographic position, fostering regional collaboration, and prioritizing investments in resilience and innovation, the country is well-positioned to navigate complex regional dynamics and global uncertainties. Strengthened partnerships and integrated responses will be pivotal in ensuring the country continues its transformative journey toward achieving Vision 2050.

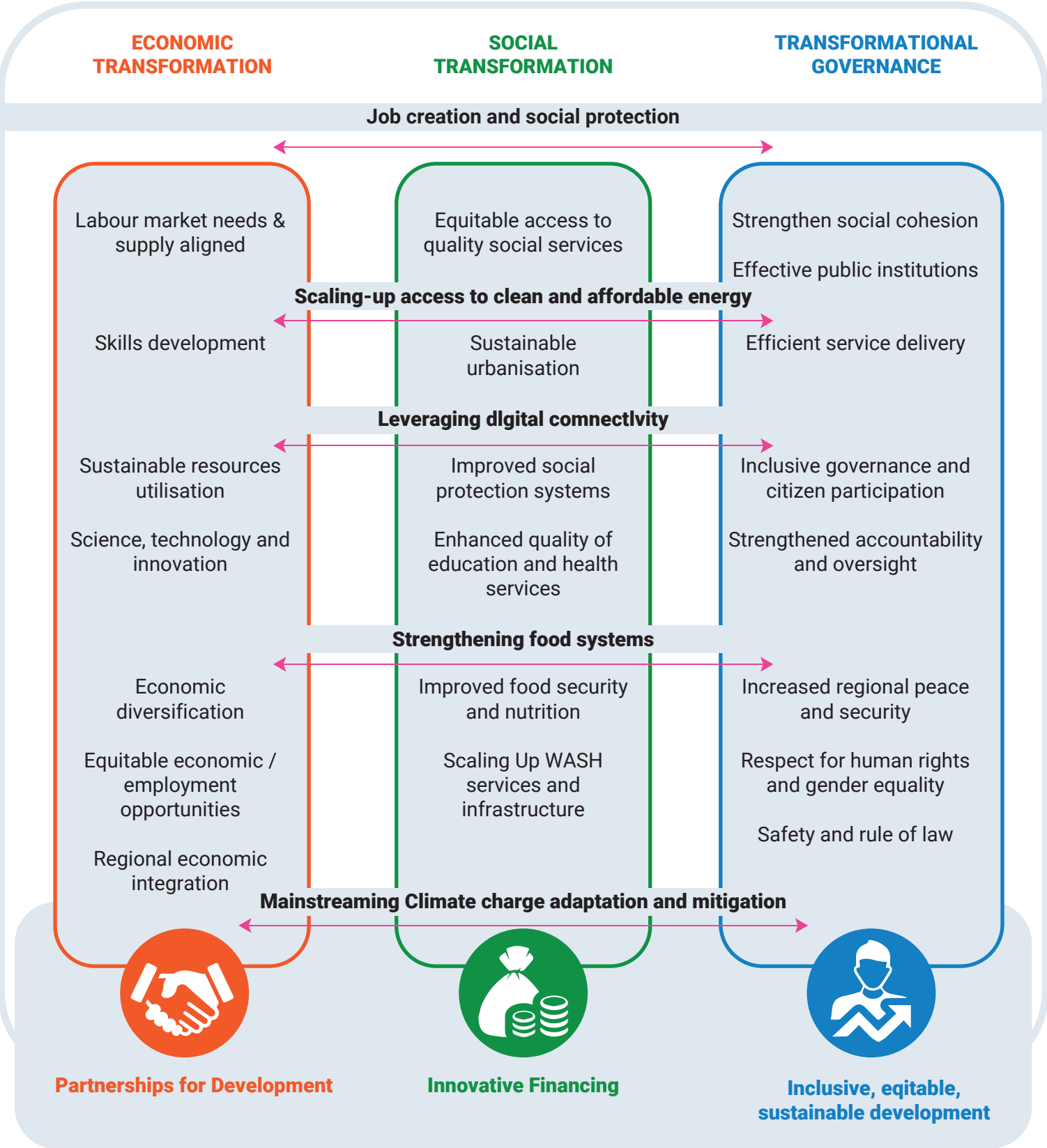
28. Considering key findings in the 2023/24 Common Country Analysis (CCA), final evaluation of the UNSDCF 2018 - 2024 and enabling pathways to Agenda 2030, the mid-term goal of middle-income status by 2035, and the "Rwanda we want" articulated in the country's Vision 2050 – increased focus must be tailored around sustaining gains and leveraging the interactions between social, political, cultural, economic, and ecological factors that can empower the population to catalyse change and strengthen resilience to build a socially and economically inclusive population. Key opportunities for engagement include:

- ▶ **Human Capital Development:** With a projected population of 23 million by 2052, Rwanda must invest in a healthy, skilled, and empowered labor force. Priorities include equitable healthcare, quality education, social protection, gender equality, and resilience-building through partnerships and innovation.
- ▶ **Agriculture Transformation:** Given its importance for livelihoods, transforming agriculture into a market-driven, climate-resilient sector is vital. Focus areas include improving productivity, scaling nutritious food policies, supporting smallholder farmers, and enhancing local food systems through technology and financing.
- ▶ **Competitiveness and Integration:** Accelerating economic growth requires leveraging digital transformation, regional trade agreements, and modern manufacturing while fostering MSME formalization and infrastructure development for global competitiveness.
- ▶ **Sustainable Urbanization:** Urban growth, including secondary cities, offers transformative potential. Priorities include green cities, climate adaptation, waste management, affordable housing, and renewable energy, creating jobs and enhancing resilience.
- ▶ **Accountable Governance:** Citizen-centric, innovative governance rooted in the rule of law is essential for peace, stability, and unity. Transparent service delivery, anti-corruption measures, and inclusive reforms are critical for sustained progress.
- ▶ **These pathways align with Rwanda's Vision 2050 and offer opportunities for impactful UN collaboration with the government and stakeholders.**

29. The UN supporting and catalysing these integrated solutions delivered through partnerships and facilitation of innovative financing mechanisms will not only significantly contribute to Rwanda's socio-economic transformation, ensuring resilience and inclusive growth for the nation, but also reinforce the UN's identity as a strategic partner of choice in addressing systemic and persistent challenges and unlocking opportunities, see Figure 2.



Figure 2: Unlocking opportunities to accelerating Rwanda's sustainable development





3. UNITED NATIONS RWANDA SUPPORT TO AGENDA2030

The United Nations Rwanda Vision 2030:

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

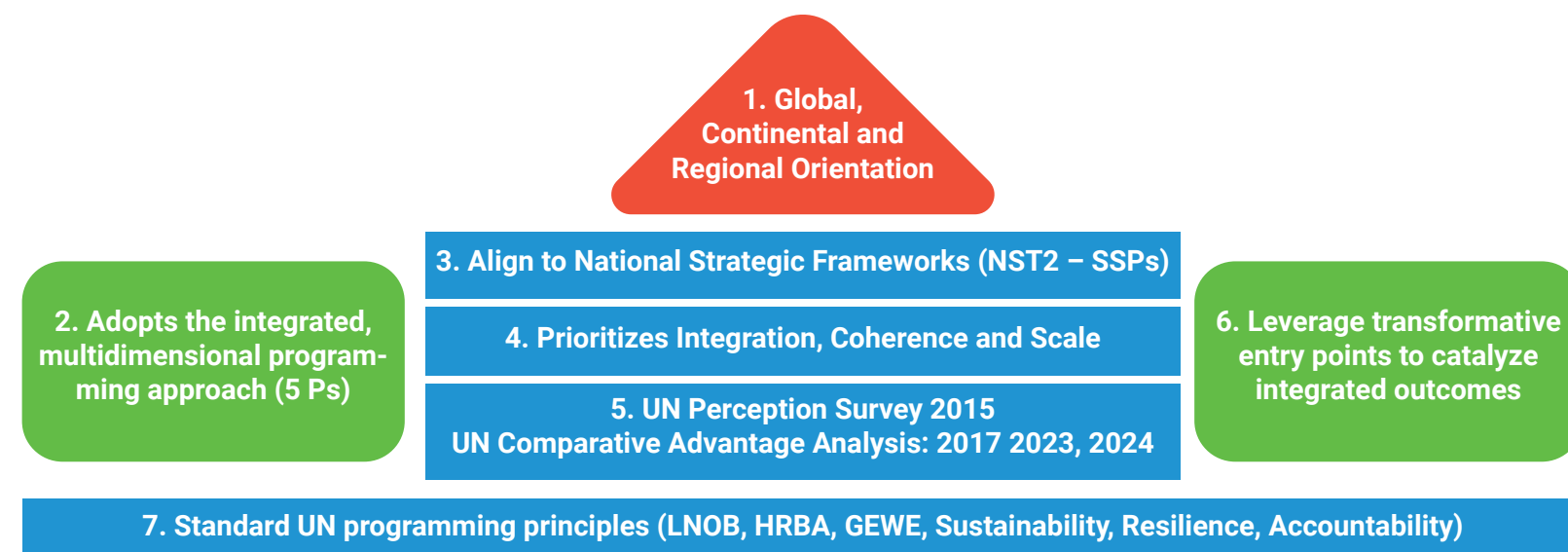
3.1 THE THEORY OF CHANGE

30. Accelerating progress towards high quality of standards of life for everyone and Agenda 2030 will require the UN in Rwanda to leverage its collective mandate across the humanitarian-development-peace nexus with various interconnected and mutually reinforcing interventions in support of peaceful, inclusive, and sustainable socio-economic transformation of Rwanda. This requires the identification and implementation of catalytic interventions that maximize impact across all pillars of the NST2 for the benefit of people in Rwanda.

31. As the UN in Rwanda rapidly transitions to be a fully upstream partner of the GoR, in identifying catalytic intervention areas, going forward the selection and prioritisation of strategic solutions and joint programmes will ensure added value to planned and on-going government-led efforts, providing pathways and opportunities for scale, evidence multiplier effects across sectors, geography and demographics, demonstrate good return on investments and sustainability.

32. The UN’s longstanding support to the GoR across its broad range of mandates spanning the humanitarian-development-peace nexus, its normative underpinnings as a human-rights based and people centred organization, its wide-ranging partnerships, as well as its extensive global and domestic knowledge and technical expertise and analytical capacities, uniquely position the UN to support people in Rwanda in advancing on the below mentioned strategic areas of action that form this Cooperation Framework’s theory of change as the development pathway towards accelerated delivery of Agenda 2030.

Key Considerations of the elaboration of UNSDCF 2025 - 2029



33. Table 1 shows the strategic reorientation of this Cooperation Framework from the previous UNSDCF. The shift from isolated projects towards more integrated results and Joint Programmes demonstrates the UN’s responsiveness and adaptation to lessons from previous development cycles and commitment to Delivering as One for more impactful and sustainable development.

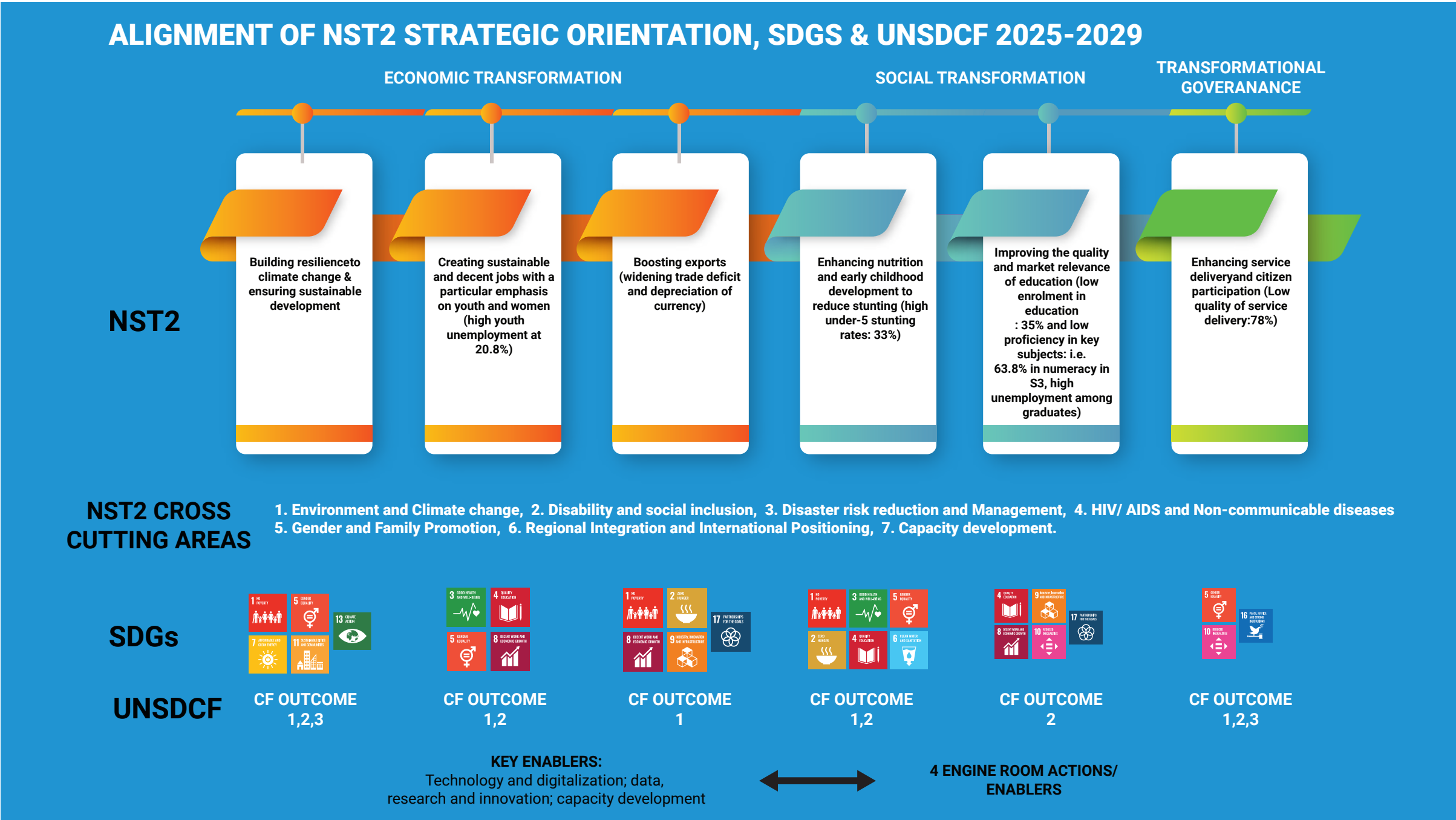


Table 1:UNSDCF 2018 - 2024 Vs UNSDCF 2025 - 2029

	UNSDCF 2018 – 2024	UNSDCF 2025 - 2029	Change - %
Outcomes	6	3	50 ↓
Outputs	24	6	75 ↓
Outcome Indicators	37	19	49 ↓
Output Indicators	126	37	71 ↓
Budget (US\$)	631,091,127	1,044,473,579	66 ↑

34. The UNSDCF 2025 – 2029 Theory of Change (TOC) fully aligns to and complements the Government of Rwanda’s NST2 2024 – 2029. All strategic outcomes, outputs and investments are clustered under the economic, social and governance transformation pillars, while also ensuring they embody elements of integration, coherence and scale that all aim to accelerate progress towards SDG targets. See figure 3.

Figure 3. Alignment of NST2, SDGs & UNSDCF 2025-2029



Economic Transformation: A key precondition for progress in Rwanda's sustainable development journey is **inclusive economic growth**. With its mandate of advancing **leaving no one** behind, the UN aims to contribute to ensuring all people in Rwanda, especially the most vulnerable, participate in and benefit from a **competitive, diversified and resilient green economy** that is inclusive, promotes **gender equality** and sustainable production and consumption. To contribute to inclusive economic growth and by leveraging **innovative financing** mechanisms, the UN will facilitate and catalyse actions that increase **equitable access to decent and productive work** and employment opportunities as essentials for inclusive poverty reduction. For the economy to provide the green and inclusive jobs required, interventions will focus on **strengthening public and private sectors' systems** to develop and implement policies, strategies and interventions that accelerate job creation while ensuring **sustainable utilisation of natural resources and protection of the environment**. On the demand-side, the UN will support, through facilitating implementation and mobilising resources required to enhance the **productivity and competitiveness of value chains**, while **skilling and upskilling the population**, with special attention to marginalised and vulnerable groups. To ensure the gains from the above pathways remain resilient, UN will continue to prioritise building **shock-responsiveness** of people and systems to sustain results. To ensure support remains responsive to the needs of the people and Government priorities, the UN will invest in ensuring supported policies and programmes are **data-driven** and **technology** is leveraged to accelerate efficiencies and effectiveness.

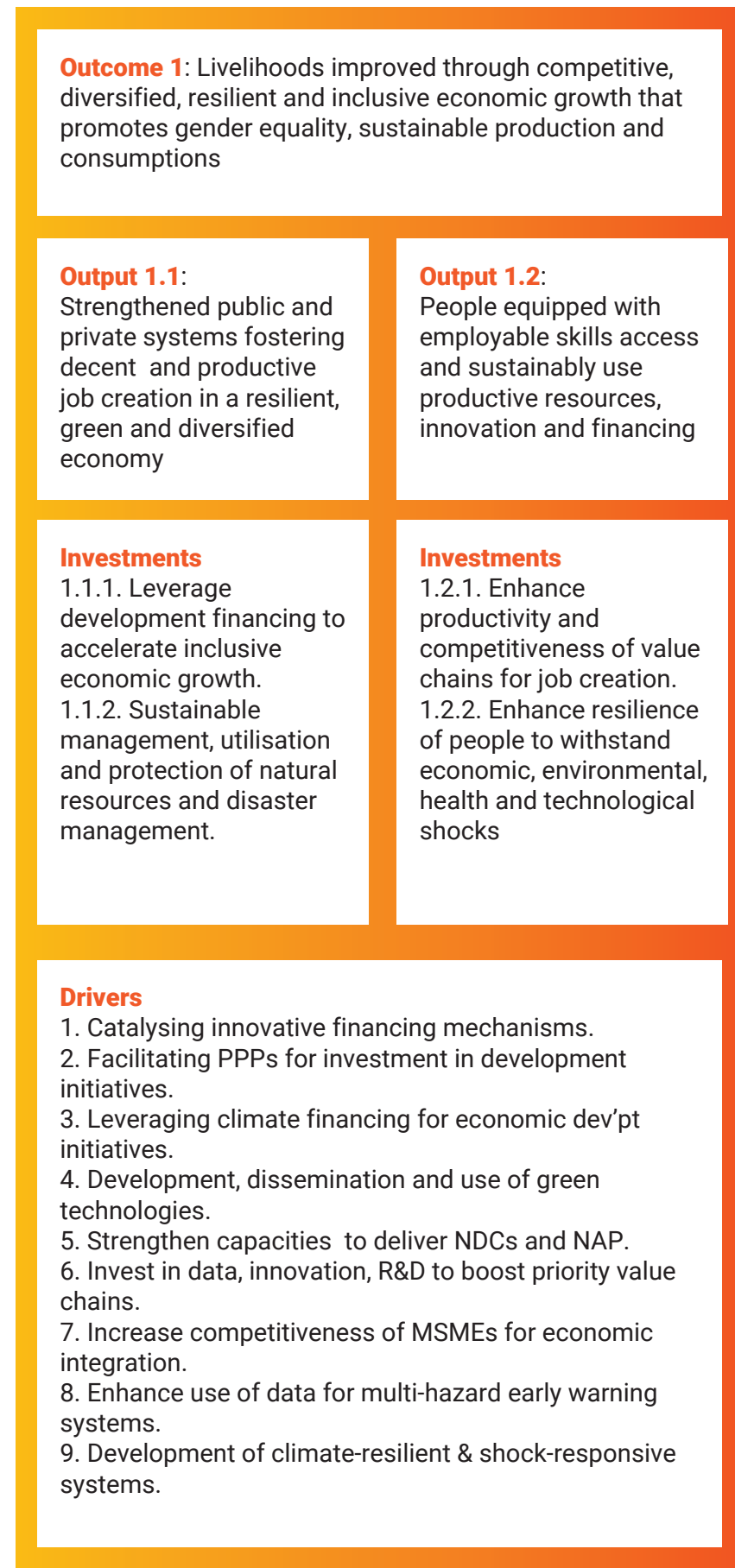
Social Transformation: The UN in Rwanda will serve as a catalytic partner of the GoR in accelerating progress towards the NST2 ambition of ensuring that all Rwandans, leaving no one behind, have access to **high standards of living** and contribute to a **productive workforce** by facilitating development of integrated solutions and services, enabling access to innovative financing for scaling-up and long term sustainability of multi-sectoral endeavours in the social sectors. Action by the UN will aim to directly contribute to increasing **Rwanda's human capital** and enhancing **access and utilisation of inclusive, resilient, gender-transformative, quality social services** particularly in health, education, social protection and water, sanitation and hygiene (WASH). Leveraging its expertise, normative roles and comparative advantages, the UN in Rwanda will support the **strengthening of systems**, within the above mentioned sectors, responsible for providing inclusive, quality social services, by investing in **harnessing the power of data and analytics** to inform law reforms, integrated policies and related actions and practices while supporting the strengthening of cross-sectoral coordination and promoting innovation as an underpinning strategy across the social transformation pillar. While on the demand-side, technical expertise and resources, through traditional funding modalities as well as innovative financing initiatives, will be dedicated to promoting **universal coverage of essential services**, capacitating institutions and organizations, mainstreaming digital innovations and **empowering people**, especially the most vulnerable to **demand and utilise social services** that are of quality, integrated and respond to their needs and circumstances. This will also include intentional efforts in promoting positive social norms and behavioural change.

Transformational Governance: The NST2 aims to strengthen rule of law, promote good governance and build resilient national unity as strategic pathways to deliver **accountable governance** through **capable state institutions** envisioned in Vision 2050. Through this cooperation framework, the UN will continue positioning itself as a preferred strategic partner of the GoR in **strengthening accountable and transparent governance** in Rwanda by **fostering inclusive and equitable** socio-economic transformation that **respects human rights** and **promotes gender equality** in a **united, peaceful and secure** country. To contribute to these strategic outcomes, the UN will support Government in facilitation and coordination of initiatives, in partnership with state and non-state actors, that **strengthen national and sub-national institutions and systems** to enhance their **capacities** to deliver inclusive, rights-based, gender-transformative and resilient **quality services** to all people in Rwanda, including the most vulnerable. The UN will support initiatives that **promote peace and unity** and **reinforce personal safety and security** in and around Rwanda's borders. To enhance state institutions' capacities to deliver inclusive quality services, the UN will use its networks and expertise to enable access to **technology** and **innovation** that will **modernise systems and processes** and scale-up **bridging of the digital divide** for more inclusive service delivery, while also supporting the government to meet its **regional and global commitments** to sustain peace, equality and human rights. Moreover, the UN will also support all **peacebuilding** efforts that reinforce **unity and reconciliation** at national and community levels, while facilitating **inclusive governance** mechanism that **empower citizens** to actively **participate** in local and national decision-making.



UNSDCF THEORY OF CHANGE

ECONOMIC TRANSFORMATION



SOCIAL TRANSFORMATION



TRANSFORMATIONAL GOVERNANCE



3.2 STRATEGIC PRIORITIES FOR THE UN DEVELOPMENT SYSTEM

35. The 2023/24 CCA was a consultative in-depth assessment of persistent, systemic and structural issues affecting progress to the SDGs and national targets. This analysis was undertaken in the framework of the 5Ps of sustainable development: People, Prosperity, Planet, Peace and Partnerships to provide an all-rounded perspective of Rwanda’s persistent and emerging challenges. The findings of the CCA underwent a rigorous prioritisation process that involved consultations within the UN system and with external stakeholders in government, private sector, civil society, citizens and development partners. The abridged list of priorities is in the table below and speaks to the strategic interventions, programmes, outputs and outcomes laid out in the theory of change of this Cooperation Framework.

Table 2: UNSDCF 2025 – 2029 Priorities

Priority I: Economic Transformation	Priority II: Social Transformation	Priority III: Transformational Governance
<div>1. Strengthen the systemic enablers of sustainable and inclusive agri-food systems.</div> <div>2. Increase availability and accessibility of inclusive, and resilient decent jobs.</div> <div>3. Improve sustainable, adaptative, and inclusive rehabilitation, utilisation, and protection of biodiversity and ecosystems.</div> <div>4. Enhance resilience of people and systems to climate change and mitigate disasters.</div> <div>5. Strengthen policies, capacities and systems that increase access to innovative financing.</div>	<div>1. Develop food systems’ infrastructure to support nutrition- sensitive agriculture, food security and dietary diversity.</div> <div>2. Improve lifelong learning, quality and inclusiveness of education and align skills development with evolving labour markets.</div> <div>3. Improve access to integrated, affordable, people-centred, resilient, inclusive, quality primary healthcare systems and services.</div> <div>4. Increase access and utilisation of resilient and affordable safely managed water supply, sanitation and hygiene services.</div> <div>5. Enhance inclusion and resilience of social protection, social security and essential social services to reach all people</div>	<div>1. Enhance effectiveness of citizen participation mechanisms for strengthened transparency, accountability and inclusive governance.</div> <div>2. Strengthen collaboration and coordination between government and civil society to enhance inclusive governance and improve service delivery.</div> <div>3. Increase universal access to quality justice, promotion and protection of human rights.</div> <div>4. Strengthen national and local government institutional capacities to improve inclusive, gender-transformative, and climate-resilient public service delivery.</div> <div>5. Enhance public sector capacities and capabilities, including Public Financial Management systems for inclusive and citizen-centred service delivery.</div> <div>6. Advance national unity and community resilience against genocide ideology and promote public safety, security, peace in Rwanda and in the region.</div> <div>7. Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED).</div>



3.3 COOPERATION FRAMEWORK OUTCOMES AND PARTNERSHIPS

The 17 CF priorities summarised above are clustered under 3 overarching strategic priorities aligned to the NST2 pillars. The outcome of each CF priority is synergistically aligned to the 15 NST2 priorities, 16 SDG goals and Rwanda Vision 2050 as illustrated below:

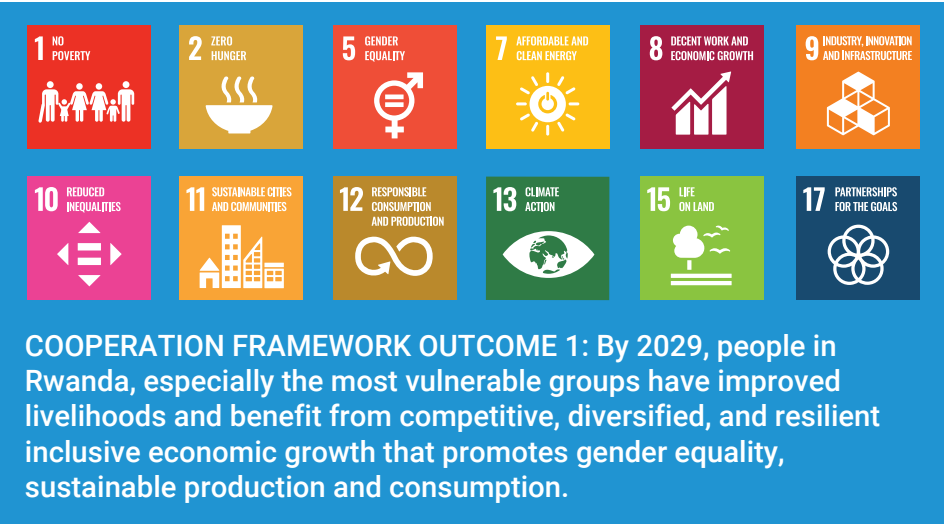
Table 3: Alignment of cooperation framework outcomes to national priorities and SDGs

CF PRIORITIES	CF OUTCOMES	NST 2 PRIORITIES	SDGS	VISION 2050
ECONOMIC TRANSFORMATION	By 2029, people in Rwanda, especially the most vulnerable groups have improved livelihoods and benefit from competitive, diversified, and resilient inclusive economic growth that promotes gender equality, sustainable production and consumption.	1. Climate-resilient, productive, and modernized agri-food systems. 2. Industrial development and export promotion. 3. High-end, eco-friendly, and diversified tourism. 4. Renewable and clean energy transition and universal access to electricity. 5. Increased access to Water for socioeconomic development. 6. Enhanced transport connectivity for economic growth and trade. 7. Enhanced urbanization and settlements for agglomeration benefits. 8. Digital transformation. 9. Resilient and broadened financial sector for private sector growth. 10. Building resilience to climate change and sustainable management of the environment and natural resources. 11. Creation of productive and decent jobs.	SDG 1 SDG 2 SDG 5 SDG 7 SDG 8 SDG 9 SDG 10 SDG 11 SDG 12 SDG 13 SDG 15 SDG 17	1. Competitiveness and Integration 2. Agriculture and Wealth Creation 3. Urbanisation and Agglomeration
SOCIAL TRANSFORMATION	By 2029 people in Rwanda, especially the most vulnerable, are empowered as productive human capital, accessing and utilising inclusive, resilient, gender-transformative and quality social services.	1. Enhanced quality and market relevance of education. 2. Enhanced quality of health, strengthened health systems and reduced stunting. 3. Increased access to Sanitation and Hygiene services for improved wellbeing. 4. Enhanced graduation from poverty and increased resilience	SDG 1 SDG 2 SDG 3 SDG 4 SDG 5 SDG 6 SDG 7 SDG 10 SDG 11	4. Human Development
TRANSFORMATIONAL GOVERNANCE	By 2029, people in Rwanda benefit from transparent and accountable governance that fosters inclusive, equitable socio-economic transformation, human rights, gender equality, unity, peace and security.	1. Enhanced Rule of Law 2. Enhanced service delivery, governance, inclusive citizen participation and implementation 3. Enhanced PFM transparency and accountability 4. Strengthened National unity, resilience, culture and values 5. Sustained peace and security	SDG 1 SDG 5 SDG 8 SDG 10 SDG 13 SDG 16 SDG 17	4. Accountable and Capable State Institutions



3.3.1 STRATEGIC PRIORITY I: ECONOMIC TRANSFORMATION

36. The United Nations system seeks to contribute to Rwanda's economic transformation through one overarching outcome that aims to improve the livelihoods of all people in Rwanda, including the most vulnerable by enabling them to participate in and benefit from a competitive, diversified and resilient economy that is inclusive, promotes gender equality, sustainable production and consumption. By facilitating realisation of this outcome, the UN galvanises its contribution towards the NST2 objective to advance the Vision 2050 pillars of competitiveness, integration, agriculture for wealth creation, urbanisation and agglomeration. Together with the GoR and partners, contribution to this outcome will accelerate delivery of targets set under SDGs:



If the UN system facilitates Rwanda's public and private institutions to leverage development financing to diversify and accelerate inclusive and sustainable economic growth and supports them to enhance their capacities to sustainably manage, utilise and protect Rwanda's natural resources and manage disasters. **Then** the UN will deliver **output 1.1** which is **strengthened public and private systems that foster creation of decent jobs that are inclusive and productive within a resilient, green and diversified economy**. To deliver this output the UN will prioritise investments in forging and catalysing innovative financing mechanisms such as de-risking capital for development, promoting public-private partnerships and leveraging climate financing for economic development programming. In tandem, to integrate the green growth agenda, the UN will optimise investments in green technology innovations, strengthen early warning systems (EWS) and support national and sub-national entities in delivery of climate commitments such as Nationally Determined Contributions (NDCs) and National Adaptation Plan (NAP).

If the UN catalyses enhancement of productivity and competitiveness of priority value chains to foster inclusiveness, diversification and sustainable job creation and supports enhancement of the humanitarian-development-peace nexus, resilience of people, particularly the most vulnerable, and systems to withstand all forms of shocks including economic, climatic, environmental, health and others, **then** the UN will deliver **output 1.2** which is to have **people in Rwanda, especially the most vulnerable groups, equipped with employable skills and having access to and utilising sustainable productive resources, innovation, volunteering opportunities and financing to improve their livelihoods and build resilience**. The UN will invest in data, innovation and research to boost productivity of priority value chains and food systems while fostering economic integration and leveraging technology to enhance competitiveness of MSMES and cooperatives in continental and global markets. To sustain these gains and build resilience, the UN will invest in building community disaster risk preparedness, increasing use of data from multi-hazard early warning systems (EWS) and attracting investments to shock-responsive and climate-resilient economic infrastructure and systems.

Partnerships for Economic transformation

To realise the investments in supporting Rwanda's economic transformation over the next five years, the UN will engage with key public institutions involved in policy, strategy and programmes relevant to the focus areas under outcome one. This will include ensuring the UN is present and actively participates in the relevant sector working groups including:

Agriculture
Energy
Private Sector Development and Youth Employment (PSDYE)
Climate, Environment and Natural Resources (ERN)
Financial Sector Development (FSD)
Information and Communication Technology (ICT)
Sports and Culture
Urbanisation and Rural Settlement
Transport

Collaboration will be strengthened with MINECOFIN, MINEMA, MINAGRI, MINEDUC, MINICOM, MINISPORTS, MoE, MoYA, MINICT, RDB, NISR, RMB, REMA, FONERWA and Meteo Rwanda, and RCI among others.

Given the strategic importance of the private sector in economic transformation, the UN will strengthen existing partnerships with private sector entities including commercial banks, telecoms, insurance companies, among others and foster collaboration with new partners in the priority sectors including agro-processing, manufacturing, export development, trade, ICT, construction, tourism, creative arts and hospitality.

Strong collaboration with financing and funding partners will also be required to maximize synergies, minimize potential duplication, and ensure policy coherence. These partners will include international financial institutions, bilateral and multilateral institutions and philanthropic organisations targeting inclusive economic growth and private sector-led development.

The UN will also develop and strengthen partnerships with international and local NGOs, academia, think tanks and research institutions involved in developing relevant focus areas including food systems, entrepreneurship, industrialization, manufacturing financial inclusion, climate change and urbanization.

Contributing UN Agencies:

UNDP; FAO; UNHCR; UNWOMEN; WFP; UNHABITAT; UNECA; IOM; IFAD; ITC; ITU; UNIDO; UNCDF; UNEP; UNESCO; UNFPA; UNCTAD; ILO, UNICEF, UNOPS



3.3.2 STRATEGIC PRIORITY II: SOCIAL TRANSFORMATION

37. The UN will contribute to Rwanda’s social transformation through an outcome that aims to empower all people in Rwanda, including the most vulnerable, as productive and healthy human capital with access to and utilising inclusive, resilient, and gender-transformative, quality social services. By catalysing realisation of this outcome, the UN will contribute towards the NST2 objective of ensuring all Rwandans have access to high standards of living and contribute to a productive workforce. Working with the GoR and partners through this Cooperation Framework outcome 2, the UN will contribute to accelerated delivery of targets set under SDGs:



COOPERATION FRAMEWORK OUTCOME 2: By 2029 people in Rwanda, especially the most vulnerable, are empowered as productive human capital, accessing and utilising inclusive, resilient, gender-transformative and quality social services.

If the UN in Rwanda harnesses data generation and analysis to strengthen evidence-based, responsive and integrated policies and programmes for inclusive, quality social services, and enhances coordination between state and non-state actors for integrated implementation of innovative approaches for provision and access to quality social services. **Then**, the UN will deliver **output 2.1** which is **strengthened systems that provide inclusive, resilient and gender-transformative quality social services**. To deliver this output, the UN will invest in scaling-up data generation, analytics and information systems’ data exchange, as well as strengthening national and sub-national capacities to use data to improve targeted policy and programme design and implementation in social sectors. Additionally, investments will be made in strengthening multi-sectoral and integrated solutions as well as in research and development of digital and innovative approaches that enhance responsiveness and adaptation of policies and strategic interventions to evolving needs of all people across social sectors.

If the UN supports scaling-up of universal coverage and effective use of equitable, gender-responsive and resilient quality social services, especially among the most disadvantaged, and promotes inclusive community engagement in planning, implementation and monitoring of social services as well as strengthens synergies between humanitarian and development work. **Then**, the UN will deliver **output 2.2: increased access to and utilisation of inclusive, gender-responsive, quality social services improve livelihoods and wellbeing of all people in Rwanda, including the most vulnerable**. To deliver this output, investments by the UN will be prioritised in facilitating and catalysing financing for development and maintenance of pro-poor social infrastructure, especially in under-served areas such refugee camps and rural areas, developing proofs of concept for innovative solutions to social challenges and scaling-up initiatives that foster positive social norms and behavioural change that enhance community wellbeing and address persistent vices such a gender-based violence (GBV). To further enhance inclusive access and use of social services, the UN will ramp up its efforts in strengthening institutions representing special interest groups, enhance collaboration between state and non-state actors in planning and delivery of social services and support initiatives that proactively engage local communities in planning, implementation and monitoring of social programmes for sustainable development.

Partnerships for Social Transformation

Advancing access to inclusive, quality 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 collaborate with other relevant social and economic sector ministries to address multi-sectoral challenges in for example infrastructure development and to achieve food security and improved nutritional status and to build food systems resilience at the household and community level. The UN will ensure it remains present and actively participates in the relevant sector working groups including:

Education
Health
Water and Sanitation (WatSan)
Social Protection
Agriculture

More specifically, the UN will collaborate with MINEDUC, MOYA, MINICT, MINAGRI, MINEMA, MIGEPROF, MINAGRI, MINALOC, MININFRA, MINIJUST, MoE, MoH, LODA, NCDA, NISR, RAB, RBC, REB, RNP, WASAC, RCI District authorities and others.

The UN will sustain its engagement with academia, civil society, non-governmental organizations, and related networks, as well as the private sector, women and youth-led organisations, academia, and traditional and community leaders to secure their ownership in advancing social transformation priorities.

The UN will also deepen its partnerships and coordination with financing and funding partners including bilateral partners and international financial institutions to maximize long-term financing for multi-sectoral development interventions.

Contributing UN Agencies:
UNICEF; UNESCO; UNHCR; UNFPA; WHO; WFP; IOM; UNAIDS; FAO; UNWOMEN; UNHABITAT; UNIDO; UNCDF; ILO; ITC; ITU; OHCHR; UNCTAD



3.3.3 STRATEGIC PRIORITY III: TRANSFORMATIONAL GOVERNANCE

38. The UN will contribute to Rwanda's transformational governance through an outcome that aims to strengthen the capacity and accountability of state institutions that foster inclusive and participatory governance while advancing the rule of law, respecting human rights and promoting gender equality and unity in a peaceful and secure environment. By realising this outcome, the UN will contribute towards the NST2 objective of strengthening the rule of law, good governance, national unity and resilience. Through collaboration with the GoR and partners through this cooperation framework outcome 3, the UN will contribute to the accelerated delivery of targets set under SDGs :



If the UN supports the GoR to harness innovation that addresses service delivery gaps in public institutions and bridges the digital divide for efficient, responsive and inclusive delivery and access to quality services and strengthens implementation of global and regional normative commitments that promote human rights, unity, peace, equity and accountable rights-based service delivery to all people in Rwanda. **Then the UN will deliver output 3.1: Strengthened capacities of national and sub-national institutions and systems to deliver inclusive, rights-based, gender-transformative, resilient quality services for all people while promoting unity, peace and security.** This output will be realised by the UN prioritising investments in facilitating development of citizen-centric e-government solutions that promote inclusive access to public services and strengthening national and sub-national capacities to leverage innovative financing mechanisms to fund initiatives for improving service delivery, accountability and transparency in allocation and effective use of public resources. This will be developed in line with the humanitarian-development-peace nexus to ensure those at risk are not left behind in the transformational governance process. Moreover, the UN will support initiatives that improve GoR engagements with mechanisms for effective implementation of regional and global normative commitments, while enhancing capacities of justice and security organs for sustainable national and regional peace, security and protection of human rights.

If the UN facilitates initiatives that promote regional integration, unity, sustainable peace and security, and supports mechanisms that strengthen the humanitarian-development-peace nexus and foster inclusive citizen engagement at national and local levels for effective inclusive governance. **Then the UN will deliver Output 3.2: By 2029, people in Rwanda, especially the most vulnerable, live in a united, peaceful, secure and inclusive environment with equitable access to gender-responsive and resilient quality services.** To achieve this output, the UN will invest in supporting scaling up of GoR programmes on peacebuilding, unity, and reconciliation at national and community levels, complemented by facilitating initiatives aimed at fostering transboundary peace, regional integration and security. Enabling access to justice, especially for most vulnerable groups will remain a strategic priority for the UN. Additionally, the UN will support development and sustenance of citizen participation platforms and mechanisms that promote inclusiveness, transparency and accountability, and foster collaboration with non-state actors to enhance their capacities for more effective engagement with the state and citizen representation in decision making spaces.

Partnerships for Transformational Governance

The UN will work mostly with upstream partners in government, mainly at the national level to address pertinent governance issues such as policy, regulatory and institutional reforms aiming to contribute to inclusive, transparent and accountable governance. Priority will be laid on ensuring membership, presence and active participation of the UN in relevant sector working groups including:

Governance and Decentralisation (G&D)
Justice Reconciliation Law, order and Security (JRLOS)
Public Financial Management (PFM) Cluster

Collaboration will be strengthened with leadership and departments in ministries and agencies. Relevant national partners will include: MINECOFIN, MINIJUST, MINAFETT, MINITER, MINADEF, MoYA, MINUBUMWE, MINEMA, MIGEPROF, MINALOC, ILPD, MHC, NCDA, NEC, NISR, RGB, RIB, RPRPD, RDRC, RNP, RWC, NCPD, RCI

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.

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:

UNDP; UNWOMEN; IOM; UNICEF; UNHCR; UNFPA; UNESCO; OHCHR; FAO; WFP; ITU; UNOPS; ILO



3.4 SYNERGIES BETWEEN COOPERATION FRAMEWORK OUTCOMES

39. The CF emphasizes an integrated approach to sustainable development through three interlinked strategic priorities: Economic Transformation, Social Transformation, and Transformational Governance.

Each outcome under every strategic priority supports and amplifies the others, creating a synergistic effect that will enhance the overall development impact on Rwanda's growth and resilience, as well as contribute to broader regional, continental and global frameworks and commitments. More specifically the interlinkages and synergies described below demonstrate clear linkages to the economic, environmental and social dimensions of the SDGs with an underpinning strategy that stresses the role of multi-sectoral partnership, and the seven aspirations of the AU agenda 2063 [inclusive sustainable development; integration; good governance; shared values; peace and security; human capital; and partnerships].

40. The outcome of Economic Transformation is focused on improving livelihoods via a competitive and resilient economy, emphasizing inclusivity, sustainability and climate smart practices. This aligns closely with the outcome of Social Transformation, which aims to strengthen the resilience and quality of systems and empower individuals, particularly the vulnerable, through access to inclusive and integrated social services. UN actions under this interaction inherently support the GoR in its efforts to deliver its humanitarian commitments through for example the Global Compact on Refugees (GCR) and associated interventions, especially those aimed at enhancing refugee's integration in national systems and structures for more inclusive socio-economic outcomes.

41. The synergies between the three outcomes in Economic Transformation, Social Transformation, and Transformational Governance demonstrate the interconnected nature of sustainable development in Rwanda. By aligning efforts across these domains, the cooperation framework amplifies its impact, creating a virtuous cycle where improved livelihoods bolster social capital, effective governance enhances economic resilience, and empowered citizens contribute to robust institutional frameworks. This integrated approach not only supports NST2 and Rwanda's Vision 2050 but also solidifies the foundation for long-term, inclusive growth that benefits all members of society while advancing the humanitarian-peace-development nexus and contributing to wider regional and global agenda by inherently enabling the GoR to meet its global commitments in peace, human right, environment and others.

Synergistic Interactions: Economic and Social Outcome

- ▶ The economic framework dedicated to creating decent jobs drives demand for a healthy, educated and skilled workforce, which is directly supported by the social transformation objective of promoting a healthy human capital and providing quality education, lifelong skilling and combating stunting. When economic growth leads to more employment opportunities, it becomes essential for social systems to ensure the realization of the overall wellbeing of people including equipping them with the necessary skills and resources to fill those roles effectively.
- ▶ Additionally, a resilient economy reinforces social stability. As economic opportunities expand, they can reduce poverty, increase access to social services, thereby decreasing dependence on social safety nets. This, in turn, allows social services to focus on enhancing quality and inclusivity rather than merely addressing immediate needs.

42. Economic Transformation's focus on fostering a competitive and diversified economy relies on effective governance structures that ensure fair regulation, equal opportunities, accountability, and the rule of law. In this context, the Transformational Governance outcome is crucial for creating a free and fair environment conducive to inclusive economic growth. By integrating economic development and peace action, the UN will continue its facilitatory role by leveraging instruments such as the 2013 Peace, Security and Cooperation Framework (PSC-F) for the Democratic Republic of Congo (DRC) and the region to advance.

To implement the PSC-F, the UN will continue its support to Rwanda in advancing cooperation with neighbouring 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. Moreover, by mainstreaming human-rights based approaches in programming and supporting inclusive citizen participation in governance, the UN will advance efforts to ensure equal access to economic resources and opportunities for all people in Rwanda, especially the most vulnerable.

Synergistic Interactions: Economic and Governance Outcomes

- ▶ The capacity and accountability of governance institutions to support economic initiatives by ensuring transparent and effective service delivery. When governance systems are strengthened, they facilitate streamlined processes for business operations and investment, thereby stimulating economic activities.
- ▶ Moreover, good governance fosters public trust, encourages private sector participation, and ensures a level playing field for all economic actors. This alignment is essential for mobilizing resources toward transformative economic projects that promote climate-resilient and gender-inclusive growth.

43. The Social Transformation outcome, centred on strengthening the resilience and quality of systems and empowering individuals through accessible and inclusive quality social services, complements the Transformational Governance outcome, which aims to promote participatory governance and uphold human rights. The UN's work in these areas, as well as in other components will build the support system for the GoR in meeting its obligations and commitments as a state party to key human rights instruments such as the Universal Periodic Review (UPR) Treaty Bodies and national instruments such as the National Human Rights Action plan. For instance, the UNCT will continue to provide both technical and financial support in the implementation of key UPR and Treaty Body recommendations notably by continuing to promote sustainable economic and social development, to advance poverty alleviation and to improve people's living standards, continuing efforts aimed at strengthening the process of human rights awareness-raising, education and training of civil society, as well as law enforcement officials, social actors, journalists and trade unions, and to strengthen measures to encourage the exercise of an independent media and enhance the enjoyment by all persons of the freedom of opinion and expression, collectively and as individuals.

Synergistic Interactions: Social and Governance Outcomes

- ▶ Improved quality of social services not only elevate the human capital and their wellbeing but also facilitates citizens meaningful engagement in participatory governance, fostering a sense of accountability and collective ownership over local and national issues.
- ▶ In turn, effective governance ensures that public services are equitable, transparent, and responsive to the needs of all. When people feel included in the governance process, they are more likely to utilize available social services, thereby enhancing overall community resilience and well-being.



3.5 SUSTAINABILITY

44. Preparation of the Cooperation Framework took into consideration Rwanda’s medium (NST2) and long-term (Vision 2050) development priorities, trajectory, gaps, challenges, emerging issues and opportunities on the path to 2030. These aspects were gathered from the 2023/24 CCA, the final evaluation of the UNSDCF 2018-2024, 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 NST2 contributes to ownership by the Government and stakeholders that form the bulk of the partners who will implement almost all interventions in this Cooperation Framework.

45. Furthermore, implementation mainly focusing on upstream approaches with national stakeholders will be complemented by selected scalable downstream interventions to ensure development solutions that meet both duty-bearers and rights-holders’ needs and strengthen national and local capacities, and institutional arrangements to deliver beyond UN support. Going forward, the UN will also focus on supporting mechanisms that will prioritize scaling-up models, best practices, scalable proofs of concept and other proven strategic 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 solid foundation for sustainability of both interventions and results under all outcomes.

3.6 COOPERATION FRAMEWORK CROSS-CUTTING PRINCIPLES

46. To effectively contribute towards the three outcomes of the Cooperation Framework, the United Nations system in Rwanda will particularly focus on capacity building and institutional strengthening at national, local government and sectoral levels, guided by a few cross-cutting principles that enhance effectiveness, coherence and relevance in the evolving context:

(1) Partnership: Acknowledging the tenet that inclusive and sustainable development should be Rwandan-owned and led, implementation of the CF will be undertaken in the spirit of partnership and cooperation with development partners, private sector, civil society, international financial institutions (IFIs), academia, citizens, and others, towards collective achievement of transformational results. As co-signatory to this document, the GoR is the primary partner in the delivery of the Cooperation Framework to ensure the longer-term sustainability and continuity of interventions.

(2) Leave No One Behind: The UN in Rwanda conducted a comprehensive identification of people at risk of being most left behind, (see annex IV). These most vulnerable and in some contexts marginalized groups, will remain a key focus for the UN throughout this Cooperation Framework. In line with mostly SDG 10: Reducing Inequalities, emphasis will be laid on ensuring equal opportunities to access resources, services and other opportunities for sustainable development. This will primarily be addressed by ensuring all programmes and policies supported integrate: **Inclusivity** by addressing factors of poverty, gender, disability, age or geographical location; **Equity**, recognizing some groups may need extra support to overcome barriers to enable them access opportunities and resources; **Participation**, encouraging active involvement of all stakeholders including underrepresented groups in decision-making processes that affect their lives; **Data and Evidence**, utilizing disaggregated data to identify who is being left behind and to analyse the specific needs of the different populations.

(3) Human Rights-Based Approach: A central purpose of the Cooperation Framework is to enable all people in Rwanda to enjoy their fundamental rights as enshrined in various international human rights treaties and instruments. As a normative-based institution, the UN in Rwanda will ensure that a human rights-based approach is undertaken in all aspects of its work in support of the Cooperation Framework. The principle of “do no harm” will further inform the UN’s work to ensure its actions do not negatively impact or put vulnerable individuals or groups at risk.

The UN will prioritize supporting the GoR and its partners in operationalizing international human rights standards and principles to promote and protect fundamental rights and build the capacities of “duty-bearers” to meet their obligations, and “rights-holders” to claim their rights.

(4) Gender Equality and Women’s Empowerment: Gender Equality and Women’s Empowerment (GEWE) will be a key principle for the UN over the next five years. This will be operationalized through strategic steps to ensure that gender considerations are integrated into all aspects of planning, implementation and evaluation. To integrate these aspects, the UN will across all strategic interventions under the three strategic priorities, ensure gender analyses are conducted to identify specific needs, roles and contributions of men and women, programme outcomes and outputs integrate gender-responsive targets, resource allocation, M&E and capacity building all integrate gender-specific parameters.

(5) Resilience: The UN will prioritize the resilience agenda, focusing on the capacity of individuals, communities, and systems to prepare for, withstand, and recover from shocks and stresses, including environmental, economic, social, and political challenges. This principle will aim to foster resilience at individual, community, and systemic levels, enabling populations to adapt to changing circumstances and thrive. To this end, the Cooperation Framework will prioritize inclusion, local ownership, integrated approaches, data and scientific knowledge for decision-making and collaboration.

(6) Sustainability: This Cooperation Framework emphasizes the need to meet the needs of the present without compromising the ability of future generations to meet their own needs. This principle is rooted in the concept of sustainable development, which integrates economic growth, social inclusion, and environmental protection. Sustainability will be reinforced by ensuring strategic interventions and investments are interconnected, possess environmental integrity, address equity and inclusivity, and incorporate long-term perspective.

(7) Accountability: The UN will fulfil its obligations and along with its partners in remaining answerable for their actions, particularly regarding commitments to human rights and development goals. Emphasis will be laid on transparency, responsiveness, and mechanisms that allow people to hold all actors accountable for their decisions and performance.

3.7 UN COMPARATIVE ADVANTAGES AND CONFIGURATION

47. In Rwanda, the UN has maintained its long-standing partnership with the Government of Rwanda and its people, working together on socio-economic development, humanitarian response and advancement of peace and security. This collaboration with the Government and its partners has solidified the UN’s role as a trusted and indispensable partner in Rwanda’s journey toward Vision 2050. This strategic position and neutrality have also led to the UN’s permanent role as co-Chair of the Development Partners Coordination Group (DPCG), the highest-level coordination mechanism that oversees Rwanda’s development assistance coordination system. This role provides a growing opportunity for the UN to leverage its comparative advantages.



- **Neutral Development Partner:** The UN enjoys a strong, collaborative relationship with the Government, Civil Society Organizations, Development Partners and the public.
- **Powerful convening role:** With a globally recognized mandate, impartiality, neutrality and credibility, the UN has a unique ability to bring together diverse stakeholders for dialogue and cooperation.
- **Comprehensive support capabilities:** The UN's broad mandate, combined with complementary expertise and operational presence, enables it to deliver tailored, wide-reaching support across all provinces and districts in Rwanda.
- **Global and regional expertise:** The UN's global and regional assets and knowledge enable it to bring world-class expertise, proven practices and innovative models to the local context in Rwanda.
- **Enhanced resource mobilization and leveraging of resources:** The UN facilitates more coordinated and coherent resource mobilization for Rwanda's national development priorities through strategic initiatives like the SDG Fund.
- **Effective monitoring and reporting:** A robust system via UN INFO provides transparent local and global reporting, monitoring, and accountability, helping to track progress toward SDG targets.
- **Coordinated development assistance:** With the UN Resident Coordinator co-chairing the Joint Sector Coordinating (JSC) Committee, Development Partners Coordination Group (DPCG), and Development Partners (DPs) meetings, the UN ensures alignment and coherence in development assistance.
- **Resident Coordinator Office:** A fully operational Resident Coordinator Office supports the UN Country Team and the Resident Coordinator in focusing on strategic priorities and improving coordination effectiveness.

48. The 25 UN agencies in Rwanda, comprising the UN Country Team, led by the Resident Coordinator, conducted an assessment to map the UN System's capacities and resources needed to effectively achieve the strategic priorities, outcomes and outputs outlined in the Cooperation Framework. UN entities demonstrated their commitment and readiness to provide the technical and financial resources needed to support the implementation of this Cooperation Framework as highlighted in the Joint Statement. The UN Resident Coordinator provided strategic leadership, ensuring the configuration reflected a holistic approach that goes beyond individual agency mandates and aligns with the UN reform's Deliver as One principle. Technical support from the Development Coordination Office (DCO) also played a crucial role at both the UNCT and PMT levels, facilitating a more streamlined and effective exercise. The UNCT configuration also integrates the Management and Accountability Framework (MAF), which defines the operational scope of the UNCT, including all entities contributing to Rwanda's development, regardless of their physical presence. Notably, every entity involved is required to sign the Cooperation Framework, reinforcing accountability and commitment to collective impact.

49. While most UN entities have representative offices in Rwanda, those without offices, such as UNEP, UN-Habitat, UNCTAD, ITC and UNESCO, continue to operate through their regional offices and when necessary, provide short-term technical support or establish project offices. There are 17 agencies with a physical presence in Rwanda, 8 without physical presence alongside partnerships with multilateral organizations and international financial institutions. Additionally, the International Telecommunication Union (ITU), United Nations Office on Drugs and Crime (UNODC) and the United Nations Office for Project Services (UNOPS) have joined as new agencies during the CF 2025-2029 cycle.



50. In the 2024 UNCT configuration the following principles of working were identified:

Principles of Engagement Going Forward:

- (1) Needs-Based and Adaptive Engagement
- (2) Integration, Coherence, and Scale
- (3) Data-Driven Decision Making
- (4) Innovative Financing and Partnerships
- (5) Climate Sensitivity for Sustainability and Resilience
- (6) Private Sector Collaboration

4. COOPERATION FRAMEWORK IMPLEMENTATION MECHANISMS

4.1 IMPLEMENTATION STRATEGY AND STRATEGIC PARTNERSHIPS

51. This Cooperation Framework will be delivered through a coordinated and integrated mechanism focusing on change, partnerships, and innovation. The GoR is the main partner in this endeavour. The UN system aims to strengthen existing relationships and create new partnerships to facilitate informed multi-stakeholder engagement and leverage emerging technologies for efficient implementation, monitoring, and reporting.

52. The coordination and implementation methods for the CF have been optimized to align with the Paris Declaration, Accra Agenda for Action and Busan Partnership for Effective Development Cooperation. The implementation mechanism incorporates lessons from past programs and UN reforms, specifically the General Assembly resolution A/72/L.52 related to the Quadrennial Comprehensive Policy Review (QCPR) of UN operational activities for development. It also considers the existing mechanisms for coordinating development partners in Rwanda.

53. The key functions approved by the UN Sustainable Development Group (UNSDG) under the Standard Operating Procedures (SoPs) have been maintained and reorganized to improve accountability, minimize transaction costs, and enhance coherence and synergy in the planning, implementation, and reporting of the Cooperation Framework. The Business Operations Strategy II (BoS II) will be updated in the first half of the Cooperation Framework to further synergy between programmes and operations.

54. The UN will continue to work closely with and through the Development Partners Coordination Group (DPCG). The DPCG consists of representatives of the Development Partners' institutions, GoR, CSOs, NGOs, VIOs and all UN agencies in Rwanda. This structure 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. Moreover, there is an annual DPs' retreat that provides more space for dialogue. The UN will leverage the DPCG as an advocacy platform for pertinent and emerging issues as well as a coordination mechanism for its efforts to support the GoR achieve the NST2 and SDG targets.

55. Development Partners hold monthly meetings co-chaired by the UN RC and a Development Partner designated on a bi-annual rotational basis to discuss issues of common interest. This is open to all UN agencies' participation. In this Cooperation Framework, the UN will leverage this mechanism to enhance collaboration between its partners, strengthen synergies between partners to streamline development delivery, optimize resource allocation to national priorities, as well as use the platform as a feedback mechanism allowing for adaptation of strategies to better fit evolving local context.

56. The Sector Working Groups (SWGs) act as technical forums where the GoR and its stakeholders convene to discuss sectoral and cross-sectoral planning and prioritization aligned with sector strategic plans and development programs. SWGs are co-chaired by the Permanent Secretary of the relevant line ministry and a representative from the lead funding agency. Within the cooperation framework, Results Groups will maintain participation and communication with SWGs regarding common UN positions for representation, strategic policy discussions, and reporting.



4.2 ACTIVATING ENGINE ROOM ACTIONS

57. Delivering as One under the leadership of the RC and the UNCT is optimally positioned to act as catalysts to propel progress towards the NST2 and SDGs, building on the existing optimal entry points that stem from agencies respective mandates. This means that UNCTs are uniquely able to connect relevant entry points to national ambitions and cooperation framework strategic priorities, while ensuring that the UN's collective and entity-specific programming responses enable policy and financing partnerships to make these a reality and reinvigorated GoR's ability to address complex, interconnected SDG challenges.

58. To this end, UNCTs will enable and deliver the four '**engine room**' actions below at the country level, both building on and supporting regional and global efforts.

- **Policy and Regulatory Frameworks:** The UNCT will drive the shifts across policy and regulatory frameworks, going beyond the standard sectoral approaches.
- **Pipelines of Bankable Projects:** The UNCT will facilitate identification and development of pipelines of bankable and market-ready national projects with participation of both public and private sectors, including by providing access to world-class expertise.
- **Deal Rooms:** The UNRCO and UNCT will convene relevant actors to attract the needed financing from all sources including traditional donors, development banks, capital markets, philanthropic foundations, and remittances, to develop the 'deal room', a financing mix with innovative instruments, for each of the priority investments of the Cooperation Framework
- **Capacity Building:** The UNCT will commit to capacity-building at scale to support public institutions and civil society fulfil their mandates and ensure a steady increase in capacities over time to reinforce and sustain these investments.

4.3 JOINT PROGRAMMES

59. The CF will be translated through the UN entities, Joint Programmes (JPs) and joint programming based on the three outcomes of the CF and the synergies identified among two or more agencies. This alignment ensures that Country Program Documents and Strategies of the agencies are consistent with the CF and adhere to UN reforms. JPs will articulate synergies and promote complementarity, thereby enhancing coordination of strategic interventions supported by the UN and its partners.

60. The JPs will be implemented through joint workplans (JWPs) that detail specific results to be achieved. JWPs serve as agreements between the UN and implementing partners. UN agencies, in collaboration with implementing partners, develop, monitor, and report on the annual JWPs. JWPs will facilitate alignment with national priorities, strengthen local capacities for delivery of results, and ensure transparency and accountability. JWPs convert the Cooperation Framework outcomes into measurable, time-bound outputs, clearly linking the UN's contributions to national priorities.

61. JWPs will be developed at the Results Group level with clear contribution to Cooperation Framework Outcomes and strategic priorities. The Cooperation Framework aims to harmonize and simplify UN operations while enhancing connections between the CF and agency-specific country programme documents (CPDs) and strategies. Using a results-based management approach with clear, measurable, attainable, realistic, and time-bound indicators, JWPs will promote a coordinated response and ensure alignment with national, regional, and global frameworks. The consolidated Cooperation Framework JWPs will represent the UN's collective contribution to the NST2 and SWG work planning and annual reporting processes.

62. The JPWs will be endorsed by the UN RC and respective resident representatives, with copies sent to the GoR to enable timely adjustments during annual reviews. UN Agencies will also maintain the practice of elaborating bilateral work plans with their counterparts, ensuring copies of these agreements are shared with the Office of the RC.

The direction of the JPs will be steered by UNDG guidance and informed by CF analyses and synergies related to a) Data, b) Institutions, c) Themes, and d) Geographies. Each JP will include a results framework and budget aligned to the CF result framework, and a steering committee for each JP will provide oversight as well as operational and strategic guidance.

63. The monitoring and reporting of the actions and outcomes related to the joint workplans will be conducted through UN INFO. This approach will ensure transparent local and global reporting, as well as robust monitoring and accountability mechanisms, thereby facilitating the measurement of progress towards the SDG targets.

64. The JPWs and JPs will contribute to the UN's efforts in joint advocacy, communication, partnerships, and resource mobilization, while also ensuring enhanced accountability of the UN Country Team (UNCT) and the agencies' commitment to the implementation of the UNSDCF. Reports on the JPWs and JPs will be submitted via the UN INFO system, managed by the Office of the Resident Coordinator, and will serve as the foundation for the UNSDCF's annual reporting.

Utilizing Regional Assets: The UN Country Team (will capitalize on regional assets through several key strategies including:

a. The Africa Regional Collaborative Platform (RCP), which serves as a unified coordination mechanism in the region to promote collaboration on sustainable development. In partnership with the DCO and the Africa RCP, the UNCT will identify Opportunity and Issues Based Coalitions to prioritize during implementation.

b. Knowledge management hubs that enable the UNCT to access and utilize regional and agency assets, including technical and policy support, to address emerging national needs and advance the implementation of the CF.

c. A system-wide reporting platform at the regional level that is publicly accessible, allowing for the posting and retrieval of data and information from UN Rwanda.

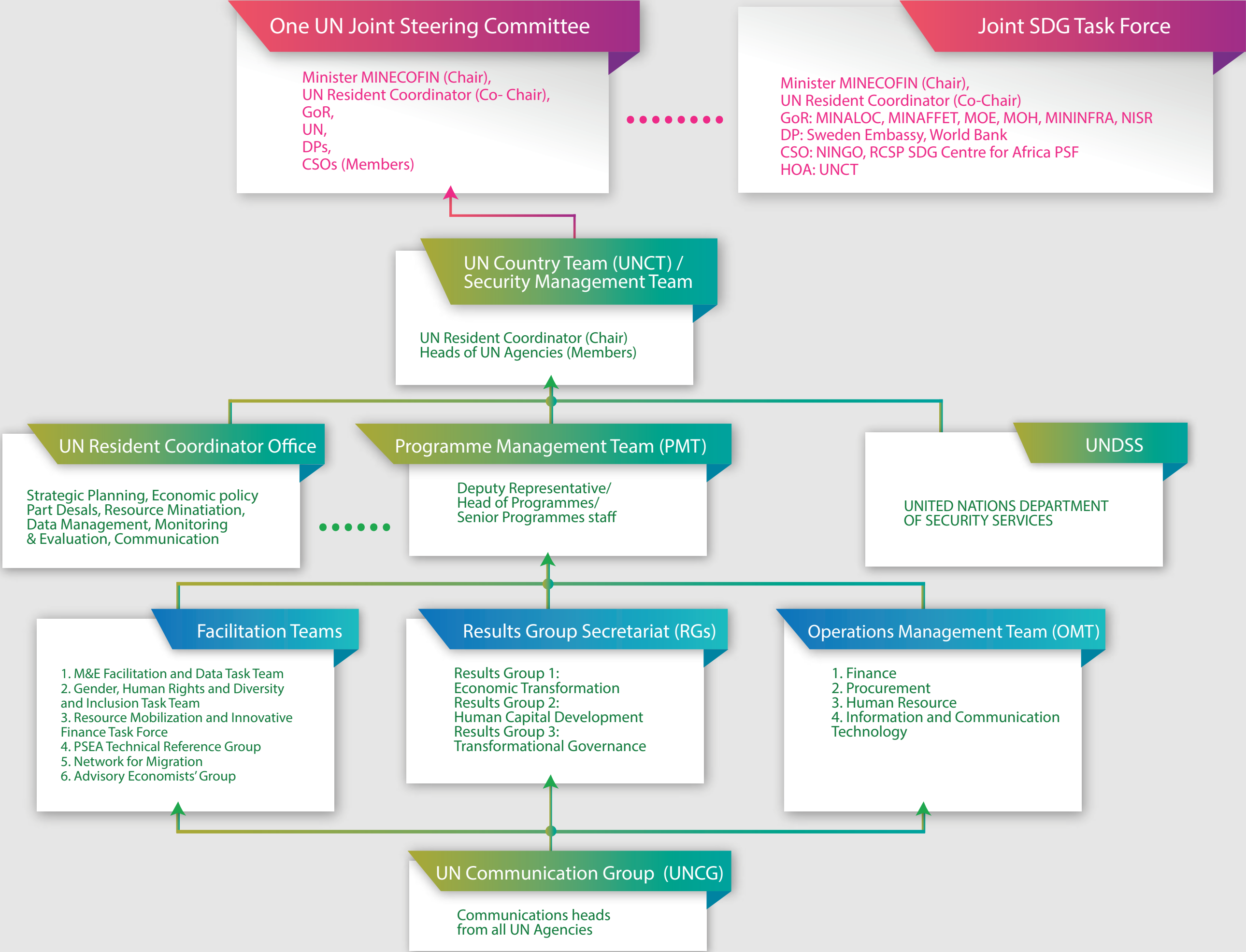
d. A data ecosystem that produces real-time, disaggregated data to support evidence-based decision-making and policy formulation.

4.4 THE COOPERATION FRAMEWORK GOVERNANCE STRUCTURE

65. This Cooperation Framework will be managed through a multi-tiered and hybrid corporate governance structure that bring together the UN and its partners, including from the Government, development partners, civil society and private sector. This structure will create a transparent and accountable governance framework that will ensure the UN remains adaptive and responsive to Rwanda's evolving development needs. Figure 4 below presents a summary of this governance structure.



Figure 4: UNSDCF Management and Coordination Mechanism



4.4.1. MANAGEMENT, COORDINATION AND ACCOUNTABILITY FRAMEWORK

66. The One UN Joint Steering Committee (JSC) oversees strategic direction and orientation for the Cooperation Framework and its implementation, ensuring it aligns with national priorities. The committee is chaired by the Minister of MINECOFIN, with the UN Resident Coordinator serving as co-chair. The JSC meets biannually and includes development partners, sector ministers, and heads of UN agencies. The Office of the RC offers operational support for the committee's activities, working in collaboration with MINECOFIN.

Roles and responsibilities of the One UN Joint Steering Committee

1. Provide strategic direction and oversight of the CF 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.
2. Serve as an accountability mechanism of CF in the delivery of collective system support to the Agenda 2030.
3. 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.
4. Periodically discuss optimal ways to organize the response and presence of the UN in country to address specific national needs and priorities.
5. Ensure the alignment of the Strategic Documents of UN agencies with the CF and based on approval of the CF send an endorsement letter to the Executive Boards of the respective UN agencies.
6. Support any UN joint endeavour that improves coordination, harmonization, coherence, effectiveness and efficiency.
7. 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 endeavour, such as the Integrated National Financing Framework.
8. Approve the Cooperation Framework including the Common Budgetary Framework and discuss the UN setting at country level.
9. Monitor progress, challenges and opportunities, and steer the direction of implementation.
10. Review the UN Country Results Report, including through the implementation of the JPs and the BOS.
11. Support resource mobilization and development financing opportunities for the CF.
12. Participate in the annual JSC review where the RC presents the UN Country Results Report, evaluation reports, and evaluation management responses and action plan.
13. 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.

67. The Joint SDG Task Force (JTF) is a collaborative technical group formed by the UN and the GoR, established by the JSC in July 2018. Its primary purpose is to coordinate and offer strategic and technical guidance for the implementation of Rwanda's agenda for domestication of the SDGs. Jointly coordinated by MINECOFIN and the UN, the JTF reports to the JSC. It is responsible for providing technical recommendations on various aspects such as planning, funding, implementation, monitoring, and reporting of the SDGs. This includes support for the voluntary national reporting (VNR) processes and any updates of Rwanda's SDG domestication process, among other initiatives.

68. The UN Country Team (UNCT), comprising the Heads of all UN Agencies operating in Rwanda, is responsible for ensuring the achievement of results while also adhering to the UNSDCF and the Delivering as One (DaO) mechanism. Chaired by the UN RC, who leads and coordinates the implementation of the Cooperation Framework, the UNCT oversees planning, implementation, monitoring, evaluation, and reporting through dedicated Results Groups. The RCO provides essential administrative support, secretariat functions, and coordination for the UNCT's agenda. In addition to regular quarterly meetings, the UNCT convenes targeted sessions to discuss strategic issues aimed at enhancing the UN's positioning within the country, fostering new partnerships, driving financial innovations, and approving position papers on critical matters.

69. The UN Resident Coordinator Office (UNRCO) offers administrative, secretariat, and coordination support for the UNCT agenda. In partnership with the MINECOFIN, the UNRCO also facilitates operational assistance for the effective functioning of the JSC. Furthermore, the UNRCO team provides oversight and coordination support to the secretariats of the results groups. They are also represented in all facilitation teams, the operations management team, and the communications group, primarily for coordination and reporting purposes.

70. Programme Management Team (PMT) provides advice and inputs for decision-making at UNCT level on all matters pertaining to CF programming, encompassing planning, implementation, monitoring and evaluation systems and processes in Rwanda. Chaired by one Agency, the PMT is composed of deputy representatives/directors, heads of programmes/most senior programme staff from each of the UN agencies engaged in the CF. 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 CF and its ensuing Joint Programmes.

71. The UNSDCF Results Groups (RGs) are tasked with joint programming, planning, coordination, implementation, monitoring, and reporting on results. The RGs are integral to ensuring a coordinated and effective implementation of the UN's support to Rwanda's national development priorities, and are thematic clusters of UN agencies, working directly with the PMT to ensure delivery of results. There are three RGs, each responsible for overseeing programmes aligned with the three strategic priorities. RG 1 focuses on economic transformation, RG 2 addresses human capital development programming as well as resilience programming within the social transformation's outcome, and RG 3 is dedicated to the transformational governance strategic priority. Each RG is chaired by a head of agency, with support from an alternate who serves for a two year term on a rotational basis. Following this term, the alternate assumes the role of chair. The chair appoints a secretariat coordinator from their agency to facilitate the group's operations. The agency leading an RG is also responsible for providing essential secretariat support and services, with assistance from the Resident Coordinator's Office as needed. The RGs ensure oversight, accountability, and coherence regarding strategy, policy, programming, communication, advocacy, resource mobilization, and reporting. Specifically, they are responsible for developing JWPs and JPs, conducting joint analyses of the policy environment to ensure program responsiveness, mainstreaming normative programming principles, tracking progress, and reporting results across Cooperation Framework outcomes. Additionally, they manage joint communication, planning, and reporting related to the SDG fund.



72. 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 the Business Operation Strategy (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 III will be developed in the first half of this CF. 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, 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.

73. 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 endeavours 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.

74. 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.

75. The United Nations Department of Safety and Security (UNDSS) plays a crucial role in ensuring the safety and security of UN personnel, assets, and operations across the country. UNDSS is responsible for providing comprehensive security management services, including risk assessments, security planning, and the implementation of security protocols to safeguard UN staff in both routine and emergency situations. This includes maintaining a secure environment for the delivery of UN programs and projects, coordinating with national security forces, and ensuring that UN staff are adequately trained and informed on security measures. The UNDSS also provides timely and accurate information on security developments, helping the UN system to make informed decisions and respond effectively to any emerging security threats, thereby enabling the successful and safe execution of the UN’s mandate in Rwanda.

76. The Management and Accountability Framework (MAF) 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, within the regional and global levels, and across the three levels. 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 Agenda 2030 and NST2, 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.

77. Protection from Sexual Exploitation and Abuse (PSEA) is a key priority for the UNCT entities, with a special focus on prioritizing victims' rights and creating an environment in which sexual exploitation and abuse (SEA) do not occur. SEA is unacceptable behaviour and is prohibited for UN personnel and UN implementing partners. The UNCT entities will therefore pursue all appropriate means to protect against, prevent and respond to SEA, and will require a similar commitment from its partners. In delivering on the obligations articulated in this Cooperation Framework, the UNCT and the Government of Rwanda affirm their commitment to preventing and responding to reports of SEA in connection with their personnel involved in common/joint projects. It is understood that this would entail the need to: (i) adhere to common values on PSEA, (ii) take preventative measures against SEA, (iii) investigate allegations, and (iv) take appropriate corrective action when incidents occur, including providing support to victims in accordance with a victim centred approach.

4.5 FINANCING THE COOPERATION FRAMEWORK

78. 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 NST2 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.

79. 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 for the UNCT, Government, and other stakeholders.

80. 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 (including all partners supporting UN Agencies).

81. The Rwanda Sustainable Development Fund (SDF) was 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.



82. The SDF will continue to 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 CF outcomes by strengthening planning, coordination processes, the SDF will ensure channelling of consistent and predictable joint funds towards the highest priority needs.

83. Over the next five - year period, initiatives articulated in the UNSDCF to achieve the planned results require USD 1,046,775,579 of which USD **349,790,406** (34%) was mobilized. The gap of USD **695,985,173** constituting 66 percent are the resources required to be mobilized or leveraged to implement the UNSDCF. IFAD, jointly with the international organizations co-financing its projects, will provide USD 326,018,000 over this programming cycle. These resources have not been included as part of the total CF budget, as they primarily consist of concessional loans to the Government of Rwanda.

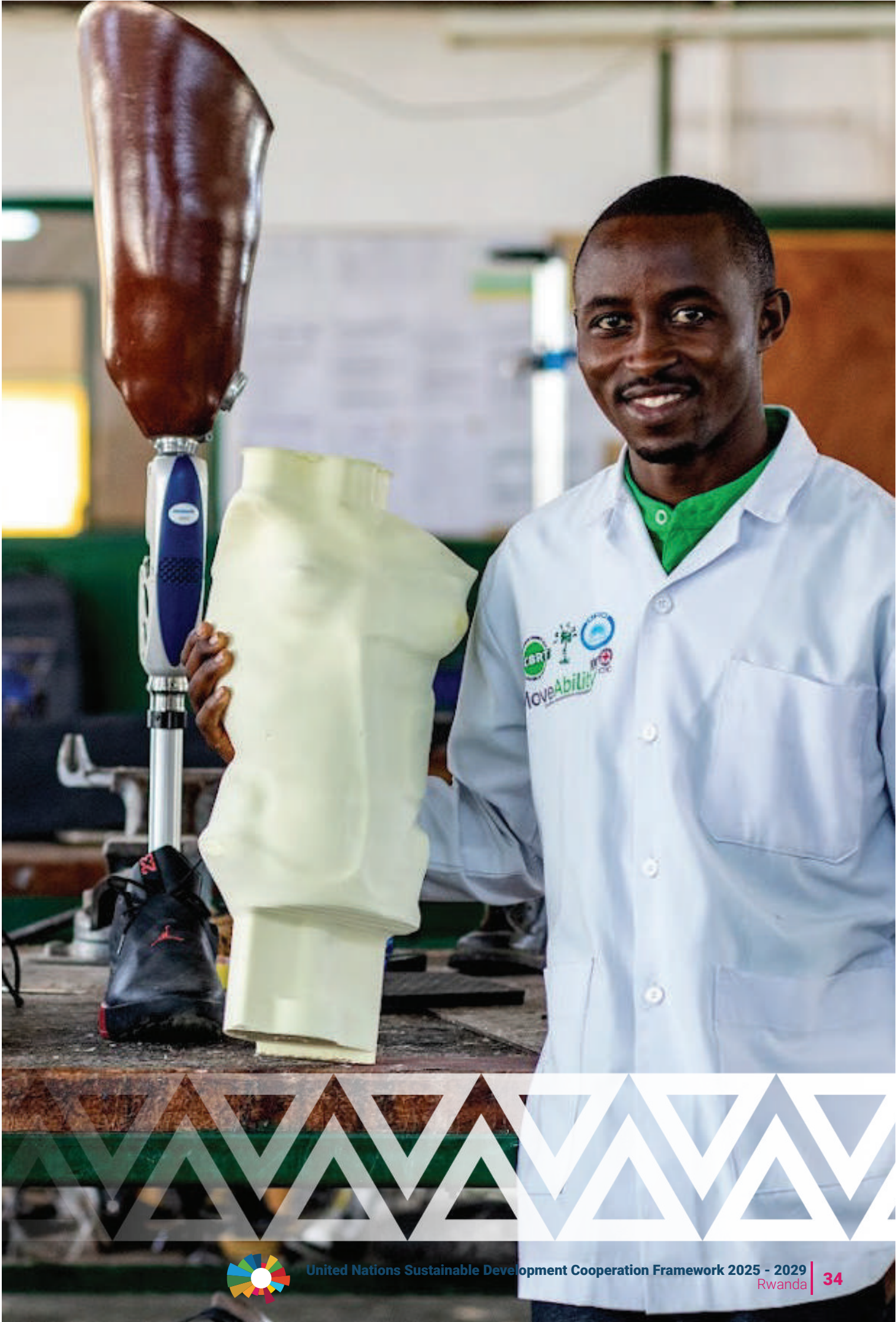
Table 4: The UNSDCF 2025 - 2029 Framework Funding

UNSCDF 2025 - 2029 Strategic Priorities	Required Financing		Mobilised Financing Mobilised (US \$)	Financing Gap	
	(US \$)	%		(US \$)	%
Economic Transformation	214,629,682	21	79,040,247	135,589,435	63
Social Transformation	606,921,243	58	200,832,618	406,088,625	67
Transformational Governance	225,224,654	22	69,917,541	155,307,113	69
Total	1,046,775,579	100	349,790,406	696,985,173	66

84. The Funding 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 Mobilization and Leveraging Resources Strategy. The Funding 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 CF Results Framework. The Funding Framework serves as the basis for ongoing funding dialogues with the Government and donors, emphasizing the need to align funding support for the UN development system with the requirements of the Cooperation Framework.

4.6 COMMUNICATION FOR THE COOPERATION FRAMEWORK

85. 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.





5. MONITORING, EVALUATION AND LEARNING

86. The CF adopts a robust monitoring and evaluation (M&E) mechanism hinged on accountability, transparency and learning. The robust M&E mechanism provides for regular assessment of progress and performance towards achievement of the Cooperation Framework's targets and continuous alignment to consider Rwanda's development targets in the NST2 and Agenda 2030.

5.1 MONITORING, REPORTING AND LEARNING PLAN

87. 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.

88. The Results Framework (RF) developed for the Cooperation Framework articulates 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 CF 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 CF cycle. The targets will be reviewed annually and adjusted in collaboration with the Results Groups.

89. Specific emphasis is made on measurement of results of the UN's contribution in the areas of policy, research, technical advice, financing and advocacy in respective thematic areas. A variety of M&E approaches are used to assess the results including quantitative and qualitative studies, Nation and Sectoral 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. The UN will continue to support national efforts in data production, analytics and utilisation for both evidence-based decision-making and results monitoring and evaluation.

5.1.1. DATA MANAGEMENT FOR THE COOPERATION FRAMEWORK

90. The Cooperation Framework will adopt robust processes and practices of collecting, storing, analysing and utilizing data to assess progress and impact of national programmes and strategic investments supported by the UN to deliver NST2 and SDG targets. The first step in this process will be to customise the UN INFO system to serve as a digitised M&E platform for the Cooperation Framework and explore any opportunities to interface the system with the various government management and reporting information systems. This will enable all monitoring data relevant to assessing progress of the National strategy captured through credible and reliable mechanisms to be shared with the UN information system. This will also ensure data required for evidence-based decision making at planning and reporting stages are timely and responsive to country needs. As part of the UN's results monitoring systems, the organisation will support sector, regional and national data management information systems to adopt latest data analytics methods and technologies to produce robust and usable information. This will include the adoption of machine learning and artificial intelligence; deep learning; predictive analytics; big data analytics, and data mining among others.



91. The UN will also support the strengthening of the National Statistical Systems (NSS) through this Cooperation Framework. This will focus on strengthening the frameworks, institutions, and processes through which the GoR collects, consolidates, analyses, and disseminates statistical data. These systems will reinforce the foundation for informed policymaking and socioeconomic planning, monitoring, and decision-making in the framework of the NST2 and lead-up to conclusion of Agenda 2030. The cycle of national surveys such as Integrated Household Living Conditions Surveys, Demographic and Health Surveys, agriculture seasonal surveys and others will be supported to ensure credible data is timely availed at all points of the monitoring and evaluation cycle.

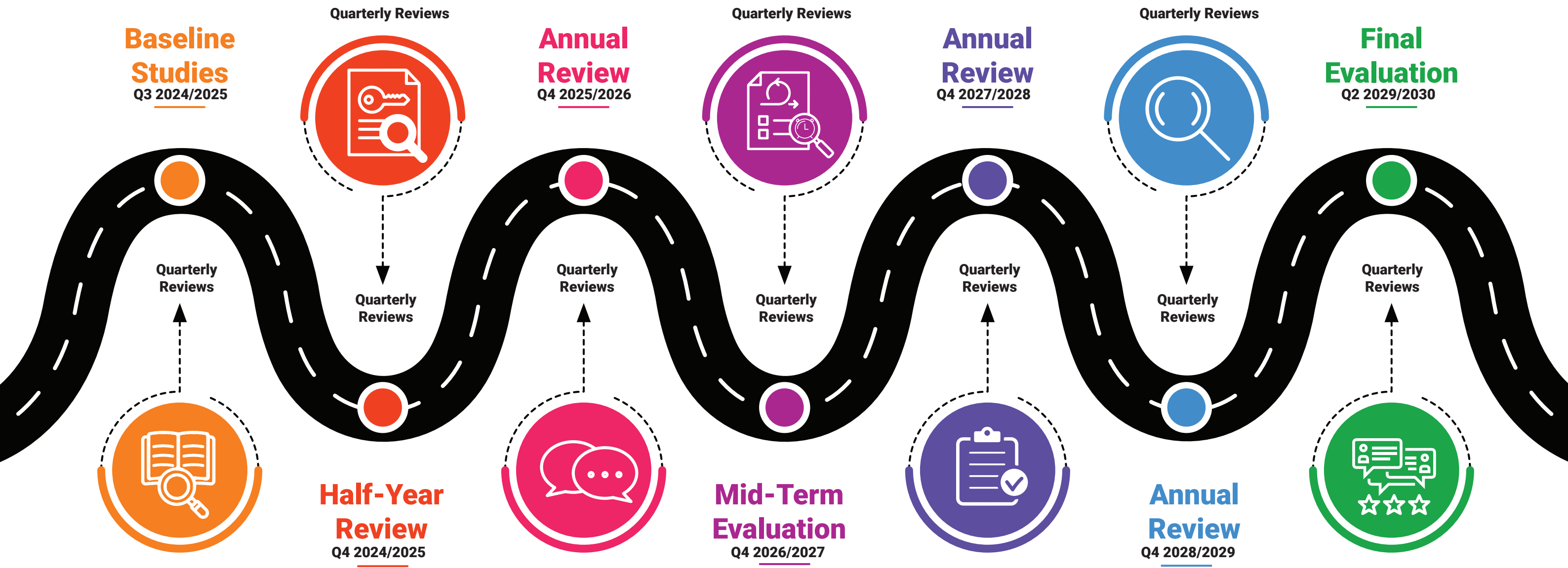
5.1.2. RESULTS MONITORING AND REPORTING

92. UN INFO (UN information system) is a highly accessible global online reporting system hosted in the UN development operations coordination office (DCO) 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 CF RF and Joint Workplans, as well as the BOS. UN INFO increases transparency by providing an overview of the UN's contribution to Rwanda's development assistance. It allows the UN System to report systematically and collectively, forecasting disbursements against available resources and identify operational support requirements.

5.1.3. MONITORING AND EVALUATION CYCLE OF THE COOPERATION FRAMEWORK

93. Monitoring and evaluation of the Cooperation Framework will include a combination of routine and intermittent assessments and reviews of progress and performance evaluations over the next 5 years. In addition, to the regular progress monitoring and reporting that will be done at Agency levels on monthly and quarterly basis, the Cooperation Framework M&E cycle will embed four reviews and two evaluation exercises that will be structured within and across the fiscal years as shown in Figure 5 below:

Figure 5: Monitoring and Evaluation Cycle of the Cooperation Framework



Baseline studies will benchmark the reference points against which progress and performance of strategic interventions to deliver the Cooperation Framework outputs and outcomes will be measured. The first baseline studies will be conducted in the third quarter of 2024/25 to generate the quantitative and qualitative data needed for all the key performance indicators (KPIs) in the results frameworks. The baseline studies will be done at agency levels. To remain adaptive, as contexts change, new KPIs will be introduced to the results framework during implementation of the Cooperation Framework.

Annual Reviews will be conducted at the end of every calendar year to take stock of progress, mostly at the output level, serve as an accountability mechanism to track resources and investments based on annual action plans, but most importantly for critical reflection and learning to identify emerging issues and devise corrective timely actions. The annual reviews will be conducted at Results Groups levels as backward and forward-looking joint reviews of joint programmes. The annual reviews will also engage all joint programme stakeholders from government, private sector, civil society and DPs. Internal quarterly reviews will be conducted at agency and joint programme levels and progress updates recorded in UN INFO. Annual reviews will be conducted in the fourth quarters of 2025/26, 2027/28, 2028/29. Given that this Cooperation Framework will commence in the second half of 2024/25, only a half-year review will be conducted in the fourth quarter of 2024/25 to take stock of progress of the first half-year of the CF.

Final evaluation of the UNSDCF will be conducted at the end of implementation of the Cooperation Framework. This evaluation will conduct an in-depth analysis of the performance of the contribution of the Cooperation Framework to NST2 outcomes and SDG targets. The CF final evaluation will be conducted in the second quarter of 2029/30 and synchronized with the final evaluation of the NST2. This will enable sharing of data across the Cooperation Framework and the national strategy while ushering in the planning phase for the next development programming 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.

5.2 RISK MANAGEMENT

94. The UNSDCF Results Framework contains risks and assumptions for each of the outcomes and outputs. In addition, the 2023/24 CCA conducted detailed risk assessment of the emerging country context. The critical risks identified by the assessment that will guide UNSDCF planning, and implementation include the following:

Poverty: Extreme poverty persists at 16 percent. Inequality is moderate at 0.437, as of 2018. Rising inflation, adverse aftereffects of health outbreaks and global crises on economic activity presents moderate risk to initial poverty reduction trends, and the latest impact of climate-related disasters on agricultural productivity that most of the poor rely on could further slowdown graduation from poverty.

Nutrition and food security: NISR's Food Balance Sheet (2017-2021) reports the Prevalence of Undernourishment (PoU) estimated at 33 percent. While addressing child and maternal malnutrition is a priority for the GoR, declines in staple crop production and continued over reliance on rain-fed agriculture present continued risks to progress.

Human Capital Development: Rwanda has a Human Capital Index (HCI) of 0.38 reflected by low human capital formation that can erode efforts of building a knowledge-based economy. Effects of COVID-19 on the education sector present a substantial generational threat to human capital. Moreover, students' learning outcomes indicate critical gaps in acquiring the necessary human capital for Rwanda to attain middle income status by 2035.

Macroeconomic growth and stability: Vulnerability to exogenous shocks remains a major risk to fiscal slippages, raising public expenditure, reducing revenues, and affecting overall macroeconomic stability. Although, GoR has put in place robust monetary policies to curb inflation, critical sectors, especially agriculture and exports are not growing at the rate needed to restore required macroeconomic growth and stability.

Employment and decent work: The rate of job creation continues to not match the growth rate of the labour force, contributing to rampant unemployment especially among the youth. The economic downturn over the last 4 years is affecting public and private investment in job creation, and the nature of jobs being delivered remains mostly informal.

Private Sector Development: The current growth rate of the private sector is inadequate to ensure delivery of a private sector-led economy, partly explaining the reliance on public sector investment for macro-economic growth.

Continental and regional integration: Low diversification of locally manufactured products limits Rwanda's capacity to leverage continental and regional trade. Regional tensions continue to adversely affect cross-border trade.

Climate adaptation and mitigation: Rwanda is largely a nature-based economy with more than 70 percent of the population reliant on agriculture as a main source of livelihoods, implying land degradation and destruction of biodiversity could remain rampant if measures to enhance rational utilisation of natural resources are not scaled-up.

Disaster risk reduction, management: The frequency and intensity of climate-related disasters continue to not only increase but also cause more damage than in previous years. The introduction of a new DRRM policy helps reduce the risk of impact, however given its high cost, limited timely financing creates the risk of repeated damage and loss.

Decentralization: Evolving complexity of public service offerings, increasing demands on LG and growing expectations from increasingly informed citizenry outweigh resources available in decentralized entities, presenting moderate risk of deficient service delivery.

Unity and reconciliation: Elements of genocide ideology persist within the region and in the diaspora as well as among the older generations that pose a risk of inculcating such negative beliefs in young people.

Regional and transboundary peace and security: Protracted regional tensions with DRC, present a high risk of conflict that could compromise internal security and gains made in sustainable development that have already been affected by reduced economic activity mostly in areas bordering DRC in Western Rwanda. Influx of refugees from DRC presents higher risk of more vulnerability and less realization of the HPD nexus. Internal financing for development: Internal financing for development largely relies on domestic taxes which have declined as a % of GDP in the last 3 years. With the current economic downturn and rising costs of living, slower than required recovery of national revenues presents moderate risk of increased reliance on external borrowing, adversely impacting national debt and development trajectory.

External financing for development: The SDG financing deficit is widening because of the recurring reduction in economic output since 2020. Although ODA to Rwanda has increased over the last decade, there are increases in loans and less in grants which is increasing the national debt burden risk while reducing resources available to social sectors that risks slowing development progress.





6. COMMITMENTS OF THE GOVERNMENT

95. The Government will support the efforts of UN system agencies in mobilizing the financial resources needed to achieve the goals of the UNSDCF 2025 - 2029. This support will include collaborating with UN agencies by: encouraging governments of potential funding partners to provide the necessary financing for implementing any unfunded components of the CF; endorsing UN agencies' efforts to leverage financing from other sources, including the private sector both internationally and within Rwanda; and allowing contributions from individuals, corporations, and foundations in Rwanda to support these programs.

96. Cash assistance for travel, stipends, honoraria, and other expenses will be set at rates consistent with those applied within the country but will not exceed the rates specified by the United Nations system, as outlined in the International Civil Service Commission circulars. The Government will fulfil its commitments according to the cooperation and assistance agreements established with UN system agencies. In line with these agreements, the Government will apply relevant 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, assets, and to their officials and experts on mission. Additionally, the Government will extend to the Agencies, their officials, and other persons performing services on behalf of the Agencies the privileges, immunities, and facilities as detailed in the cooperation and assistance agreements. Furthermore, it is understood that all UN Volunteers will be recognized as equivalent to Agency officials, with privileges and immunities granted under the General Convention or the Specialized Agencies Convention.

97. The Government will be responsible for addressing any claims brought by third parties against any of the Agencies, including their officials, experts on mission, or others performing services on their behalf. The Government will indemnify them against any claims or liabilities resulting from activities under the cooperation and assistance agreements, except in cases where it is mutually agreed by the Government and a particular Agency that such claims or liabilities arise from gross negligence or misconduct by that Agency, its officials, advisors, or service providers. This Agreement does not imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities they enjoy, nor their acceptance of the jurisdiction of any national courts regarding disputes related to this Agreement. Nothing in this document, or any related Institutional Contract or Undertaking, will constitute a waiver—explicit or implied—of the privileges and immunities of the United Nations and its subsidiary organs, including the World Food Programme (WFP), whether under the Convention on the Privileges and Immunities of the United Nations (February 13, 1946) or the Convention on the Privileges and Immunities of the Specialized Agencies (November 21, 1947), and no provisions of this document will be interpreted or applied in a way that conflicts with these privileges and immunities.





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