

Joint SDG Fund
PORTOFLIO ON INTEGRATED SOCIAL PROTECTION AND LNOB

Joint Programme 2020 Annual Progress Report

Cover page

Country: Rwanda

Joint Programme title: Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda

Short title: Accelerate Integrated Social Protection

Start date (month/year): **January 2020**

End date (month/year): **December 2021**

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Budget (Joint SDG Fund contribution): **US\$ 2,000,000**

Overall budget (with co-funding): **US\$ 3,040,000**

Annual Financial Delivery Rate (= Total JP expenditures / transferred funds x 100%): **16%**

Rate of Committed Funding (= Total JP commitments / transferred funds x 100%): **21%**

Short description of the Joint Programme:

The focus of this joint programme is to support and accelerate the Government of Rwanda's efforts for integrated social protection to end poverty in all its forms, leaving no one behind. It will provide innovative solutions for identified gaps at policy/strategic, system and community levels, accelerating results as envisaged in the national Social Protection Strategic Plan (2018-2024) and the national Joint Multisectoral Action Plan to Eradicate Extreme Poverty and defining leveraging mechanisms to accelerate the implementation of the agenda 2030.

Executive summary

The implementation of the Joint Programme (JP) in 2020 was challenged by unprecedented events with the rapid emergence of the COVID-19 pandemic in Rwanda starting from March. While the looming uncertainties and preventive lockdown measures delayed the start of a number of activities, the rapid developments in the country context created opportunities for intensified dialogue between the Government of Rwanda (GoR), UN agencies and other development partners (DPs) around response and recovery plans while posing the question of the resilience and flexibility of the protection system to respond to shocks (including economic shocks).

In 2020, important analytical work was undertaken by the Joint Programme to assess the sensitivity of the social protection system to climatic shocks and review the child, gender and shock-responsiveness of the indicators pertaining to the Household Profiling system. Once national travel restrictions were lifted in June, the PUNOs led community based participatory planning consultations in the five districts targeted by the JP to identify key target groups and priorities for innovative poverty reduction and resilience-building interventions that will be rolled out in 2021. The parasocial worker system and guidelines adopted by the GoR in 2020 will also be paving the way for more integrated and coordinated case management and referral at community level with the support of the JP.

In spite of the delays and impact of COVID-19 on Rwanda's socio-economic landscape, the scope of the JP remains highly relevant. The Theory of Change will continue to focus on more integrated social protection policies and systems and innovative approaches at community level promoting economic empowerment and nutrition-sensitive and adaptive social protection services in 2021. While the work plan of the JP remains in line with the initial ambitions set out in the original ProDoc, reallocations have taken place to enhance the community level interventions and intensify efforts for community sensitization through social behaviour change communication interventions in 2021 in line with government priorities.

A. Annual Progress

A.1 The overall approach

Broader context and JP changes

The first year of implementation of the JP was dominated by the organization of the national launch, putting in place the governance structures, holding inception meetings and consultative planning processes with local governments in the five selected districts and initiating consultancy contracts for system strengthening and policy work.

Although the lockdown measures rolled out in Rwanda between March and June 2020 led to inevitable delays in programme implementation, the JP remains highly relevant in its scope and anticipated results. Community consultations took place in the five targeted districts between July and October to assess the districts' livelihood patterns, opportunities and challenges to ensure the interventions at community level will provide a well oriented support responding to the real needs of the population.

Since the start of the COVID-19 crisis, the Participating UN Agencies (PUNOs) and other DPs have intensified efforts to enhance sector coordination and have regularly engaged the GoR on the social protection (SP) response plan developed to support vulnerable groups affected by the first lockdown. Policy priorities have become apparent, and these will further inform the JP activities in the second year. Among these are:

- Fiscal space and financing for social protection: SP programmes have been subject to an accelerated scale-up amidst COVID-19. This has been supported through additional grants and loans or re-purposing of funds by DPs (World Bank, European Union, African Development Bank). The rapid expansion of coverage of new households urgently poses the question of the sustainability of financing. Some of the new funding has supported the scale-up of cash transfer programmes to eligible households who were not yet covered (due to limited funding availability) while other scale-ups involved expanding the coverage of cash transfer programmes to new households (for e.g. under the Nutrition Sensitive Direct Support). The Government does not yet have a national financing strategy for social protection, and this is something the PUNOs have planned to support since the design of the JP in 2019. At the same time, consolidated information about national disaster risk financing mechanisms and opportunities and their potential synergies with social protection is not available, and a key source for financing, the national Disaster Response Fund, is not yet

- operational. In 2021, the PUNOs will engage closely with national stakeholders to support the elaboration of financing strategies in social protection and disaster management sectors, encouraging synergies between the two, to contribute to sustainable financing frameworks during COVID-19 recovery and beyond.
- The national discussions around shock-responsive social protection are a key policy priority for Rwanda and more so in the context of COVID-19, but concrete actions for operationalizing the policy commitment have been lacking. The JP produced a study outlining opportunities for (climate) shock-responsive social protection in Rwanda in 2020 and the findings will be further discussed in 2021 to agree on priority actions for Rwanda. With JP support, WFP also signed a multi-year Memorandum of Understanding (MoU) with the Ministry in Charge of Emergency Management (MINEMA) that seeks for the first time to explore and strengthen linkages between disaster management and social protection.
 - Challenges around the targeting mechanisms for social protection programmes: Rwanda has relied for more than a decade on *Ubudehe*¹ classifications as a proxy to define eligibility and exit from social protection programmes. This system has encountered challenges in the effective classification of households which has led the government to review its classification criteria in 2019-2020 to include more objective measures of poverty. The COVID-19 crisis was found to have a widespread impact on the categories of households beyond those usually targeted for social protection and the *Ubudehe* system is not reactive to the impact of shocks on households. From 2018 to 2020, the Government – with the support of UNICEF – developed a household profiling system with comprehensive data on the socio-economic characteristics of all households. This system shows great potential to inform targeting and monitoring of well-being and social protection needs through crises and shocks, while the development of a social registry is being undertaken with World Bank support. The JP is currently providing technical assistance to the Government for the development of a monitoring and evaluation (M&E) framework and tools for the household profiling system, which will ensure the inclusion of more gender-, child- and shock responsive indicators and regular monitoring of vulnerable groups. The PUNOs will continue to engage closely in national debates on targeting to maximize the utilization of the JP to inform the expansion of the right social protection packages to the right beneficiaries.
 - There has been accelerated momentum in Rwanda around the expansion and coordination of frontline workers through a strengthened case management and referral system at community level to support social protection service delivery mechanisms as well as the integration of these with social and behavior change and communication (SBCC) efforts particularly related to COVID-19. Certain reforms related to proximity case workers (recently renamed “para-social workers”) and their coordination at local level have moved forward in 2020. For this reason, the community-level activities of the JP will have an accentuated focus on operationalizing these latest policy directives.

It is important to note that the Theory of Change (ToC) outlined in the original ProDoc remains unchanged. The ToC was a result of extensive consultations among PUNOs with Government institutions concerned by the intervention notably the Ministry of Local Government (MINALOC) and Local Administrative Entities Development Agency (LODA), Ministry of Agriculture (MINAGRI) and Ministry of Emergency Management (MINEMA). Expected results of the JP at outcome and output level will remain the same except that some results will only be visible in 2021 due to the delays in the start of activities.

Ensuring that JP remains strategic and catalytic

The JP supports the delivery of the UNDAF in its 2nd pillar on social transformation as part of the UN contribution towards national sustainable development through the GoR National Strategy for Transformation (NST1). In collaboration with partners, ONE UN Rwanda through this JP contributes to the achievement of outcome 4 of the UNDAF: “By 2023, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination”.

The JP supports the GoR efforts towards achieving more integrated social protection to end poverty in all its forms, leaving no one behind. The national social protection system is being reinforced to effectively deliver shock-responsive, child-, gender- and nutrition- sensitive safety nets for vulnerable families in target areas and ensure socioeconomic inclusion and shelter for vulnerable groups.

¹ *Ubudehe* is a grassroots approach to community empowerment that supports the classification of households into socio-economic categories following a number of pre-defined criteria.

With the COVID-19 pandemic emerging in Rwanda by March 2020, several impacts of the crisis were quickly felt as a result of restrictions on movements and non-essential activities. Analyses and simulations highlighted severe socio-economic consequences: at the household level, an immediate loss of income was widely experienced due to the initial lockdown and the economic downturn. In the initial stages, the income of casual labourers and activity of small household enterprises in both urban and rural areas were heavily impacted. Following the ease of restrictions from June 2020, Government data has shown a gradual recovery leading up to early 2021, including in employment and average incomes. On a month-to-month basis, there has been a steady increase in consumer prices from February 2020 onwards and price levels remain the highest in five years, signaling risk of increasing household difficulties to afford basic needs.

To mitigate the socio-economic impacts of Covid-19, the GoR undertook intensive resource mobilization efforts, reprioritized public expenditure and adopted an Economic Recovery Plan (ERP) in April 2020, which included a Social Protection Response Plan. This plan was formulated with contributions from the DPs in the Social Protection sector, including the JP PUNOs led by UNICEF.

The SP response prioritized the accelerated expansion of the lead social protection programme Vision 2020 *Umurenge* (VUP), designing tweaks to VUP such as expanding coverage of the eligible households who were not yet benefiting as well as softening the eligibility criteria to include potentially higher *Ubudehe* category households who were not eligible for social protection benefits with a focus on additional poor households with children under the age of 2 (in the case of Nutrition-Sensitive Direct Support). Provision of advance payment to the Direct Support component beneficiaries was also ensured along with waiving the work requirement for the Public Works components. Furthermore, the response activities included emergency food and cash transfers in certain selected districts (City of Kigali and districts where cross-border trade was affected) as well as support to the agricultural sector and financial services for small business holders.

The PUNOs were actively engaged in providing technical and financial² support to the government, with other DPs, throughout the development of the Social Protection (SP)-response plan and in the accelerated expansion of social protection programmes. PUNOs also engaged in early analysis of the new budget voted by Parliament for the fiscal year 2020/21 on 30th June 2020 and consulted DPs and GoR to understand how the recovery plan and targets translate into funding commitments for the current fiscal year.

In June 2020, the three PUNOs consulted the JP government counterparts (MINALOC, LODA, MINEMA, MINAGRI) on activities to be re-purposed towards the COVID-19 response and the decision was to put more emphasis on the community level support, including through community sensitization on access to social protection services in the COVID-19 context. In this framework, UNICEF redirected US\$ 83,000 of its JP budget towards community sensitization in the five districts and at national level while WFP and FAO re-allocated US\$ 70,000 and US\$ 30,000 to Output 3 respectively to scale up the seed funding and other measures supporting innovative poverty reduction solutions at local government level.

In a bid to implement these re-purposed activities, the JP is partnering with Urunana (local NGO) to engage proximity social advisors and most vulnerable households from the selected districts through community sensitization to increase community awareness and participation in the process of reviewing *Ubudehe* categorization and social protection services/entitlements available; to increase motivation to claim their rights/access relevant social protection services/entitlements available to them in general, and in the context of COVID-19 in particular; and to demonstrate intent to take proactive action and seek innovative solutions to transitioning out of poverty and build resilience. Activities started in November 2020 to sensitize Rwandans on the new *Ubudehe* classification through national media channels; while other activities will initiate in February 2021.

Poverty reduction and resilience-building activities at community level will start in January 2021 following the finalization of agreements between PUNOs and World Relief (selected NGO) for an integrated package of support in five districts, which will be supplemented by specific interventions supported by PUNOs.

The JP also adapted itself to important developments in the policy framework for SP. In June 2020, the GoR adopted a new *Ubudehe* framework with a new set of categories and more objective categorization criteria.

² UNICEF specifically re-purposed some of its regular resources to support continued payment of cash transfers to vulnerable households in 4 districts in May-June 2020 (end of fiscal year 2019/20) while resource mobilization efforts for the COVID-19 economic recovery plan were still ongoing.

UNICEF mobilized its own resources to support the delivery of technical assistance and provide financial support for the implementation of the nationwide exercise of household categorization which was initiated in October 2020 and is expected to conclude by March 2021. These developments are now reflected in the revised JP work plan and budget as part of the targeting interventions under Output 2.

The three PUNOs plan together, implement together and complement each other in their respective missions and technical expertise. The JP represents and positions well the ONE UN in the policy dialogue on Social Protection, and DFID and UNICEF co-led the Social Protection COVID-19 response with the GoR from March to June on behalf of all DPs.

The JP is also articulated with the ONE UN JP in support of the Government of Rwanda's COVID-19 Socio-Economic Response and Recovery which was adopted in June 2020, namely relying on the SER JP to support resource mobilization for "Expanded access to social protection to households and communities most impacted by COVID-19 whilst protecting women and girls from gender-based violence, sexual abuse and exploitation" (SER JP, Outcome 3).

A.2 Update on priority issues

SDG acceleration

As its ToC depicts it, the JP aims to contribute to the acceleration of progress towards the SDGs by working on catalytic and interrelated interventions at three levels:

1. Putting in place an integrated policy framework for social protection, linking cash transfers and subsidies with livelihood and economic empowerment (specifically women), disaster management and social services
2. Strengthening social protection delivery system allows for improved M&E, case management and targeting of the key target groups
3. Rolling out innovative community mechanisms to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way.

In this framework, the JP is supporting:

- The development or revision of integrated multi-sectoral policies to accelerate SDG achievements implemented with greater scope and scale in Rwanda.
- The strengthening of social protection systems in terms of targeting, M&E and case management to deliver more integrated and responsive services to the most vulnerable households.
- Innovative community solutions that are designed in a gender, child and nutrition-sensitive manner to enhance resilience and adaptive social protection of vulnerable and food insecure people in the 5 targeted districts which are disaster prone areas.

The GoR's COVID-19 SP response plan has been focused on the scale-up of core social protection schemes and key services to more of the eligible households and new *Ubudehe* categories. These actions have resulted in the rapid acceleration of expansion plans outlined in the Social Protection Sector Strategic Plan (2018-2024) with the potential to accelerate the progress towards key SDG targets. The government has also been focusing on synergies between social protection, complementary emergency food distribution and cash transfers as well as agricultural, livelihoods, health insurance and education support in its economic recovery plan.

As the recovery efforts continue to be supported into 2021, the JP activities geared towards building coherence and synergies between social protection, agriculture and livelihoods, disaster management and complementary services are timely and of high policy relevance. Furthermore, the policy aspiration of shock-responsive social protection has received renewed impetus and advancing this agenda remains at the core of the JP activities at all output levels. Relevant lessons will arise from the pandemic, which has brought different sectors and institutions closer together, fostering further dialogue on multisectoral cooperation to address shocks and disasters through integrated programming.

Vulnerable groups

In 2020, the JP support focused on strengthening social protection delivery systems through improved M&E, case management and targeting of the key target groups. This entailed the facilitation of innovative solutions such as the inclusion of gender-sensitive and shock-responsive indicators into the social protection M&E systems and ensuring the government's capacity to measure and use data for future evidence-based planning and budgeting. The JP has also supported the analysis of existing systems of cash transfers and benefits to streamline and improve targeting.

At community level, the JP prioritized the identification of beneficiaries in its five target districts by promoting inclusion, gender equality and equitable allocation of resources as underlying principles throughout its interventions. Among the vulnerability layers considered while choosing beneficiaries at community level, households headed by women and teen mothers in the community were prioritized as these features are perceived as a disabling factor for household's resilience and socio-economic wellbeing. Households headed by a disabled person were also selected as they are more prone to extreme poverty and are less likely to recover easily from shocks. Finally, households pertaining to other vulnerable groups were included (households in *Ubudehe* Category 1, HHs with 3 children and above, family affected by climatic shocks, households with Severe Acute Malnutrition and Moderate Acute Malnutrition children).

Based on the vulnerability layers mentioned above, the JP selected the following number of beneficiaries / groups that will be targeted through the community support which will be rolled out in 5 districts in year 2:

- 1,062 households within *Ubudehe* Category 1
- 1,146 households headed by women
- 845 households with more than 3 children
- 272 households with people that have disabilities.

The JP in partnership with Urunana (local NGO) is also targeting 210 proximity advisors and the 600 most vulnerable households from the five JP districts for community sensitization and engagement to create more demand for key health, nutrition, hygiene and sanitation, early childhood development and education services and creating positive social and behaviour change among most vulnerable parents/caregivers.

Gender marker

The below analysis provides an update of how Gender was mainstreamed in the first year of implementation of the JP according to the various categories of the Gender marker:

- **Context analysis integrate gender analysis:** The JP activities designed at community level target women-headed households through the integrated social protection policy delivery, including teen mothers and youth. The JP also focuses on strengthening the gender dimension of the M&E system, analysis of data and reporting.
- **Gender equality mainstreamed in proposed outputs:** Gender sensitivity is mainstreamed through all three outputs to ensure the PUNOs to mainstream gender throughout the JP implementation. The outputs perfectly contribute and align to the SDG priorities including SDG 5. They systematically address the gaps in this area at policy, system and community levels including procedures to clearly indicate the level of roles and responsibilities at central, district and community level.
- **JP output indicators measure changes on gender equality:** The JP has 2 outcomes indicators, one of them (2.1) being a full gender sensitive outcome. 50 per cent (1.1.1; 1.2.1; 1.2.2; 2.1.1; 2.1.3 & 2.1.4) of the total output indicators (11) are also gender sensitive. Moreover, the key target groups of the JP are the communities and individuals at risk of being left behind and most vulnerable to economic and climatic shocks, primarily the women-headed households (including teen mothers), households with large number of children and households with disabilities. The 11 output indicators of the JP show that gender equality is part of the measures to track progress and attainment of expected results. It is assumed that gender equality shall accelerate the expected changes.
- **PUNOs collaborate and engage with government on gender equality and the empowerment of women:** The Ministry of Gender and Family Promotion (MIGEPROF) and other line Ministries were consulted during the JP design, country analysis, strategic prioritization. They are among the secondary circle of stakeholders identified as part of the JP as well as a member of the Social Protection Sector Working Group and will be kept informed of the achievements of the JP.

- **PUNOs collaborate and engage with women’s/gender equality CSOs:** The JP will be working with two NGOs at community level: (i) World Relief for the delivery of an integrated package of support on social protection services and innovative solutions for resilience-building and poverty reduction solutions identified through community based participation processes involving women and men, and (ii) Urunana, for the delivery of community sensitization through social behaviour change communication. Both NGOs will work in the same districts and cells and will include women’s empowerment elements in their activities and work directly with women across the various beneficiary groups (women headed households, youth, teen mothers and persons living with disabilities).
- **JP proposes a gender-responsive budget:** Gender is being mainstreamed into the activities along the project implementation process, the budget contributing to gender equality and women’s empowerment is on track to reach the minimum target of 30 per cent of the total budget across results and outputs.

Human rights

The human rights mechanisms mentioned in the JP PD are Convention for the Rights on the Child (CRC), the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and the Convention on the Rights of People with Disabilities (CRPD).

These human rights conventions have been mainstreamed to a large extent in the analytical works undertaken in 2020, for e.g. in the ongoing assignment for the revision of the Household Profiling indicators and development of the M&E tools which will propose improvements on child- and gender-sensitive indicators. At community level, target groups involving female headed households (including teen mothers), households with more than 3 children and households with people with disabilities have been prioritized as beneficiaries of integrated case management and referral, access to opportunities of economic empowerment and community sensitization. The selected interventions will contribute to addressing root causes of poverty and promote more economic equality in the communities by strengthening the resilience of these households.

Partnerships

- The partnership and strong commitment from the GoR to collaborate with the UN on the Social Protection agenda was characterized by regular contact, e-meetings and follow-up of progress on JP activities with MINALOC and LODA playing a central role as custodians of the SP sector within government.
- The JP was catalytical in enabling the signing of a first multi-year MoU between WFP and the Ministry of Emergency Management (MINEMA).
- The JP contributes not only to broader UNCT collaboration and cohesion but also to the entire DPs forum on Social Protection. The JP represents and positions well the three PUNOs and ONE UN in the policy dialogue on Social Protection; a visible illustration of this that UNICEF co-led with the British High Commission (formerly DFID) the Social Protection COVID-19 response with the GoR from March to August 2020 on behalf of all DPs.
- The JP led to a first-time multi-agency collaboration with a single NGO (World Relief) that resulted in the design of a multi-sectoral and integrated approach to social protection at community level building on the resources and technical expertise of each PUNO. This was facilitated by the growing flexibility that is being availed through the UN Reform, allowing agencies to use each other’s procedures for contracting.

Strategic meetings

Type of event	Yes	No	Comments
JP launch event	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<p>The official launch of the joint programme combined with the first Steering Committee meeting was held on 29th January 2020.</p> <p>The launch ceremony was in addition attended by officials from the government chaired by Ministry of Local Government – officials from national ministries and from the five target district - DPs, civil society organizations, the UN Resident Coordinator Fode Ndiaye, UN heads of agencies (FAO Representative, Gualbert Gbehounou, UNICEF</p>

			<p>Representative a.i. Nathalie Hamoudi and WFP Representative, Edith Heines) as well as a group of media and UN staff gathered to witness the launch.</p> <p>The event was a success - with an overview presentation of the joint programme and a Q&A session with the media - the launch provided an opportunity to raise awareness about the programme components and implementation strategies; enhance coordination and mobilize all the relevant stakeholders for the full implementation of the programme.</p> <p>Field visits with donors were planned as part of the Communications plan of this JP, however they were not feasible due to COVID-19 pandemic with lockdowns which limited access to fields.</p> <p>A press release was published and shared with over 10 Media houses including those present during the launch. https://rwanda.un.org/en/31430-2-million-usd-joint-sustainable-development-fund-strengthen-social-protection-work-rwanda</p>
Annual JP development partners'/donors' event	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>The annual partners' event was not held and the PUNOs prioritized the budget and work plan revision exercise. It is planned in Q1 2021 to showcase, with government, the key achievements of year 1 and present the main orientations of the JP to donors for year 2, including the activities which will be rolled out at community level starting from January 2021.</p>

Funding and financing

As the COVID-19 crisis unfolded, UNICEF took the co-lead of the Social Protection DP group (alongside the British High Commission) on behalf of the JP and ONE UN. In this role, the JP coordinated efforts with other UN agencies and DPs to spearhead the dialogue on the recovery plan:

- A short advocacy note was developed on the secondary impact of COVID-19 calling for a multi-sector response³ to the crisis, including social protection, which was shared widely across the DP Heads of Agency and Heads of Cooperation in April 2020.
- Technical and budget analysis on emerging developments in the SP sector was conducted and shared with new actors mobilizing funds for the SP sector, i.e. the European Union and African Development Bank. These documents included joint comments on the Economic Recovery Plan compiled by the main DPs, raising specific questions on targeting, coverage, funding, sustainability and coordination.
- In June 2020, the EU re-allocated € 52 million of its budget support to the SP sector while in July 2020 the Board of the African Development Bank (AfDB) approved a loan of US\$ 98 million to support the SP response plan and private sector.
- More recently, the German development bank (KfW) and German technical cooperation (GIZ) have also embarked on the formulation of projects to support the Social Protection sector following negotiations with the GoR held in November 2020 and several consultations of the key social protection donors including UNICEF.

In 2021, the JP will continue to collaborate with other DPs and the GoR on issues of financial sustainability and resource mobilization for the SP sector using the policy documents, models and tools developed and tested as a result of the programme.

Innovation, learning and sharing

- The JP is putting much emphasis on the documentation of experiences in the 5 districts; investing in strong M&E processes (baseline, end-line surveys and routine monitoring) through the partnership with World Relief and identifying key moments of consultation to share learnings from various pilots with policy makers

³ The advocacy note builds on the global Agenda for Action launched by UNICEF on April 9, 2020. It raises issues pertaining to the context of Rwanda and gives specific recommendations to "prevent the health crisis from becoming a child rights crisis".

and other stakeholders at central level. The JP is building on nutrition-sensitive social protection modelling work initiated by UNICEF and World Relief in 2019 and will take the experiences to the next level by rolling out seed funding mechanisms and expanding the scope for poverty reduction and resilience building by introducing more opportunities for income generating activities at community level.

- Strong involvement of central and local level authorities is foreseen throughout the project with World Relief to ensure the continuation of good practices and sustainability of achievements. The JP will carry out regular field visits to the 5 districts, including with government, to document the implementation of activities.
- The JP regularly updates the SP development partners' group on diagnostic and systems support underway. The JP will work through existing policy dialogue fora, such as the Social Protection Sector Working Group, to share lessons learned from the field with national stakeholders.
- A photography plan was also developed for the entire period of the JP to capture key events and milestones to be documented throughout the duration of the joint programme.

Strategic communications

- A booklet with key information on the Joint Programme on Social Protection was published and shared with partners during the launch. It has been distributed to partners on different occasions.
- The Community Based Participatory Planning sessions (CBPP) carried out between July and October 2020 was documented with photographs and the production of a video.
- A communication plan was prepared and validated and will be detailed in Annex 3. Much of these activities will focus on documenting the implementation of community support in year 2.

B. Annual Results

Overall progress

- On track (expected annual results achieved)
- Satisfactory (majority of expected annual results achieved)
- Not-satisfactory (majority of expected annual results not yet achieved)

Please, explain briefly: The non-conducive environment dictated by the COVID-19 crisis in the first half of 2020 affected negatively the start-up phase of the JP. Delays were incurred on a number of contracts for policy and systems work and in the consultative planning process at community level due to the lockdown measures. The UN agencies implemented catch-up plans in the second half of 2020 and several large contracts/partnership agreements will have been signed by end of January 2021.

Contribution to Fund's global results

The JP set most of its targets towards the Joint SDG Fund's global results in **2021**, except for indicator 2.2. ("Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale mobilized") for which an estimated US\$ 10 million were expected to be mobilized in 2020. With the COVID-19 pandemic and development of the SP response plan, the JP contributed to several advocacy efforts for resource mobilization namely by producing budget analysis of social protection budget in 2020/21 and taking part in technical consultations with DPs entering the SP to support the response plan (EU, AfDB, German cooperation). The result outperformed the target as the EU re-purposed EUR 52 million of its budget support for social protection while the AfDB approved a loan of US\$ 98 million to support relief measures in health, social protection and private sector.

JP Outputs and Outcomes

Outcome 1. *The national social protection system effectively delivers sustainable and long-term child, gender and nutrition-sensitive safety nets for the most vulnerable households to increase their livelihoods and access to social services*

Output 1.1.: *Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services.*

- The diagnostic study on shock-responsive social protection was completed in consultation with MINALOC, LODA, MINEMA, the three PUNOs and other key stakeholders.
- The JP and GoR worked on the design of a consultancy for an options paper on graduation measurement and review of the draft National Strategy for Graduation (to be rolled out from January to May 2021).
- ToR for the Disaster Risk Management Policy and Strategic Plan were approved, and the consultancy will be rolled out from January 2021 onwards.

Output 1.2.: *Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups.*

- Technical assistance was contracted to review household profiling indicators to improve their responsiveness to children, gender and ensure they are shock responsive as well as to develop a household profiling M&E framework and tools to support regular monitoring of the socio-economic status of vulnerable households. The assignment will be completed by May 2021.
- The implementation guidelines and the capacity building roadmap for the new frontline cadre of social protection para-social workers mechanism to coach and mentor SP beneficiaries at village levels were finalized.
- The *Ubudehe* review process was finalized and new categories were launched in June 2020 with the aim of defining and implementing more objective household *Ubudehe* classification criteria leading to improved targeting mechanism with minimum errors of inclusion and exclusion especially in this period where many households have been hit hard by the effects of COVID-19

Outcome 2. *National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks.*

Output 2.1: *Innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way.*

- Tools and guidelines were developed for community consultations to support the identification and implementation of community poverty reduction and resilience-building solutions and districts were sensitized about the approach.
- Community based participatory planning workshops were conducted to identify the underlying causes of poverty, livelihood opportunities and community-led initiatives for resilience building to be supported in the JP.
- A needs assessment was conducted to identify safety net interventions regarding the most vulnerable populations to be assisted in Kirehe, one of the JP targeted district that was hit by floods in 2019.
- The process of contracting one NGO for joint implementation of activities at community level (co-financed by the 3 PUNOs) was nearly finalized based on a common approach for poverty reduction and resilience building inspired by the community-based planning process. The activities are starting in January 2021.
- The JP worked closely with the government to kick-start community sensitization activities linked to the new *Ubudehe* categories and other general issues around Social Behaviour Change Communication at large.

Workplan

- JP workplan was modified
 JP workplan was not modified

Explain briefly: The scope of the JP remains unchanged, but more emphasis will go towards supporting the community level interventions following the re-purposing of JP funds due to COVID-19. Details on the re-purposing exercise are provided in the narrative of section A. Further information on activities to be prioritized in 2021 are available in the narrative of section C.

C. Plan for the Next Year of implementation

Next year

The focus of the annual work plan in 2021 will be on:

- Conducting a high level multisectoral policy dialogue on economic inclusion, coherence/coordination at central and district level
- Conducting a mixed-method field research on existing programmes of cash transfers and benefits programmes for improved targeting, including households affected by shocks
- Revising the Multi-sector Action Plan to Eradicate Extreme Poverty by including agriculture and promoting a more comprehensive approach to supporting SP beneficiaries
- Endorsing options for measurement and tracking of social protection beneficiaries graduating from extreme poverty and finalizing the national graduation strategy
- Developing a Social Protection Financing Strategy after completion of the mid-term review of the Social Protection Sector Strategic Plan.
- Finalizing and rolling out the monitoring and evaluation framework and tools (including training manuals) for Household Profiling in Rwanda. Once trained, LODA staff will proceed to implementing cascading capacity building to local government staff.
- Supporting MINALOC and LODA with the implementation of the new Social Development Advisory System (roll-out and training of para-social workers equipped with the appropriate tools)
- Further disseminating and discussing the diagnostic study on shock-responsive social protection and consultations on its findings to advance the national dialogue for the identification of priority policy actions on shock-responsive social protection
- Facilitating the update of the national Disaster Management Policy and Strategic Plan, seeking synergies with social protection and agriculture, for comprehensive disaster risk management.
- Developing evidence and advance dialogue on the operationalization of the Disaster Response Fund within the broader context of the national disaster risk financing landscape, to contribute to faster release of adequate funding of response – including through social protection programmes.
- Supporting the update of key national contingency plans, with links to the updated policy and financing mechanisms and to social protection systems.
- Building capacity at decentralized government and community level for better planning of disaster management activities and management of disaster risk in the five target districts, harnessing existing social protection programmes.
- Implementing the package of activities for innovations for graduation from poverty and enhanced resilience in the 5 target districts, including support for savings groups and income generating activities of vulnerable groups.
- Supporting the piloting and operationalization of evidence-based nutrition sensitive social protection approaches in the 5 districts, including the promotion of nutrition-sensitive agriculture through kitchen gardens to improve food security of households.
- Rehabilitating some core community assets and provision of inputs (seeds and small livestock) and agricultural advisory services along value chains identified by the communities as key in the community based consultative planning process.
- Scaling up community sensitization on SBCC and COVID-19 through proximity advisers and media channels.

In terms of annual results, the main expectations are:

- **For Outcome 1, output 1.1:**
 - o Contribute to national efforts and debates for sustainable and nationally owned models for graduation from extreme poverty.
 - o Adopt an integrated approach of supporting poor and vulnerable households to move out of extreme poverty in a short period of time, with service delivery that provides an opportunity to beneficiaries to tap into different opportunities.
 - o Integrate SP systems and mechanisms in DRM policies and strategic plans to foster more coherence between these two sectors in Rwanda.
 - o Complement social protection financing mechanisms with shock-responsive financing in synergy with the disaster response fund
- **For Outcome 1, output 1.2:**
 - o Pave the way for the household profiling system to become useful database for effective service delivery of social security, short-term assistance, social care, livelihoods and community sensitization programmes implemented by various national stakeholders

- Contribute to strengthened data management and collection systems at decentralized level for better monitoring of service delivery and of socio-economic status of households
 - Tap into household profiling for enhanced planning, budgeting and programme design and for the review of existing programmes and interventions.
 - Inform the establishment of a Social registry for targeting of SP beneficiaries through the implementation of the new *Ubudehe* categories and the review of the household profiling indicators.
 - Enhance mechanisms for service delivery at community level through integrated case management supported by the community workforces.
- **For Outcome 2, output 2.1:**
- Strengthen capacities in community participatory planning and budgeting to enhance the coordination and integration of key social protection and complementary services
 - Support the livelihoods of vulnerable households through productive assets, inputs, seed funding and soft skills
 - Influence national graduation and sustainable livelihoods guidelines and policies through documentation of field experiences in 5 districts and the generation of evidence on the pilot of various nutrition-sensitive SP models
 - Raise the level of knowledge on different social protection targeting systems, services and benefits to ensure the most vulnerable groups can assess their entitlements and tap into opportunities.

Towards the end of JP implementation

The results expected to be achieved through the JP are outlined in the paragraphs above and reflected in the JP Results matrix (Annex 1, part 3). We do not expect any further modifications in the JP. The updated work plan and budget have been discussed with government at technical level and will be presented to the Steering Committee in Q1, 2021 ahead of the second transfer request.

Risks and mitigation measures

The JP programme document foresaw the contextual risk of weather-related or health crises, which manifested itself early in the implementation of the joint programme through the unprecedented COVID-19 emergency. Delays and challenges were faced particularly in quarter 2 and 3 of the year 2020 due to the COVID-19 pandemic.

Contextual constraints such as travel and meeting restrictions delayed activities in a manner that was difficult to fully predict in advance or to mitigate. Furthermore, a programmatic and institutional risk of government priorities shifting to a focus on COVID-19 response surfaced.

Further delays were associated with the time required to learn from different UN agencies' procedures and regulations for, for instance, implementing partner selection and contracting of external services, and finding a coordinated approach to allow joint activity implementation and collaboration to the extent possible.

Much effort has been made to catch up. However, for the community level support with the NGO we expect the implementation will only last for 12 months which is a very short-timeframe to yield lasting results in poverty-reduction and resilience-building initiatives as well as in social behaviour change.

COVID-19 may also imply fluid changes in the operating environment and government regulations, and although the PUNOs have developed measures to enable activities to continue to some extent, this may lead again to delays in organizing activities requiring gatherings at the national, local government or community level, should full-fledged prohibition of gatherings or travel be reinstated.

Annex 1: Consolidated Annual Results

1. JP contribution to global programmatic results (annual)

Global Impact: Progress towards SDGs

List up to 3 main SDG targets that your Joint Programme primarily focused on in 2020

SDG 1.1.1 Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)

SDG 1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions

SDG 1.3.1 Proportion of population covered by social protection floors/systems

Global Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

1.1 Did your Joint Programme contribute to implementation of integrated multi-sectoral policies that accelerate SDG progress in terms of scope⁴ in 2020?

Yes

No

Explain briefly: The JP supported a study on the sensitivity of the Social Protection system to climate related shocks.

1.2 Did your Joint Programme contribute to implementation of integrated multi-sectoral policies that accelerate SDG progress in terms of scale⁵ in 2020? (if so, brief explanation)

Yes

No

Explain briefly: The JP PUNOs contributed actively to the dialogue on the COVID-19 SP Response plan which foresees the scale up of a number of cash transfers and complementary programmes across the country. These measures will feed into the revision of the SP Strategic Plan (2018-2024)

Global Output 3: Integrated policy solutions for accelerating SDG progress implemented

1.3 Number of innovative solutions tested in 2020

Total number disaggregated by % successful and unsuccessful: 0

Provide the list: 0

Explain briefly: Our JP target was 0 in 2020 and the community support (piloting innovative solutions for poverty reduction) is set to start in 2021.

1.4 Number of integrated policy solutions implemented with the national partners in lead in 2020

Total number: 1

Provide the list: COVID-19 Social Protection response plan.

Explain briefly: Our JP target was 0 in 2020 however the JP provided substantive input into the dialogue on the Social Protection response plan.

1.5 Did your Joint Programme contribute to strengthening of national capacities to implement integrated, cross-sectoral SDG accelerators in 2020?

Yes

No

⁴Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

⁵Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

Explain briefly: This will be accelerated in year 2 through the work at community level (integrated case management and operationalization of the new para-social workforce)

1.6 Did your Joint Programme develop a functioning partnership framework for integrated policy solutions to accelerate progress on SDGs in 2020?

- Yes
 No

Explain briefly: Governance arrangements of the JP include three line Ministries, 3 UN agencies, beneficiary districts. A joint partnership between the 3 PUNOs and one World Relief (IP selected for the implementation of community level activities) was also established.

2. Selected global performance indicators (annual)

2.1. Did your Joint Programme contribute to the improvement of overall UNCT coherence in 2020?

- Yes, considerably contributed
 Yes, contributed
 No

Explain briefly: The JP provides strategic support to the UNCT with regard to the UNDAF II and gives technical advice to the UN Resident Coordinator in his role of Co-chair (with the World Bank) of the Development Partners Coordination Group chaired by the Ministry of Finance and Economic Planning (MINECOFIN).

2.2. Did your Joint Programme contribute to reduced transaction costs for participating UN agencies in their interaction with national/regional and local authorities and/or public entities compared to other Joint Programmes?

- Yes,
 No
 N/A (if there are no other joint programmes in the country)

Explain briefly: The JP has facilitated more direct access of some PUNOs (WFP, FAO) to central government partners leading on social protection through the facilitation of UNICEF. More work remains to be done to trigger further multi-sector discussions between the UN and other government partners and the JP governance arrangements have the potential to trigger further collaboration in this regard. The process of planning and budgeting under this JP is well streamlined and templates are clear-cut. The guidelines for the utilization of the funds are clear and this helps to foster more cohesion of all PUNOs around the JP.

2.3. Was your Joint Programme aligned with the UNCT Results Groups in 2020?

- Yes
 No

Explain briefly: JP activities at community level have been streamlined into a broad intervention supported by all PUNOs in the UN Results Group on Resilience under the UNDAF planning and reporting process.

2.4. Did your Joint Programme secure additional funding resources in 2020?

- Yes
 No

Explain briefly: The JP itself did not secure additional funding. There was limited opportunity to showcase results to donors in 2020 due to the delays in implementation but this will be prioritized in the first half of 2021.

3. Results as per JP Results Framework (annual)

- Present annual JP results in the following template

Result / Indicators	Baseline	Expected 2020 target	2020 Result	Reasons for variance from planned target (if any)	Expected 2021 target	Expected final target (if different from 2021)
Outcome 1: The national social protection system effectively delivers sustainable and long-term child, gender and nutrition-sensitive safety nets for the most vulnerable households to increase their livelihoods and access to social services						
Outcome 1.1 indicator Number of extremely poor population benefitting from direct income support schemes (UNDAP 4.1)	271,258 HHs (FY 2017/18)	346,470 HHs	434,516 HHs (FY 2019/20)	The large increase is due to the scale-up of cash transfer programmes from May 2020 amid the COVID-19 crisis	355,864 (this target is likely to be revised upwards in line with extension of SP-response plan)	
Output 1.1 Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services						
Output 1.1.1 indicator Disaster management, agriculture and child- and gender-sensitivity is incorporated into the "Multi-sectoral action plan to eliminate extreme poverty"	No	Yes	No	Activity has yet to start.	Yes	
Output 1.1.2 indicator # of procedures on adaptive social protection with clear roles at all levels are in place	0	1	0	The Shock-responsive study was finalized in 2020 and the implementation of recommendations will be discussed in 2021.	1	
Output 1.1.3 indicator # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the SP working group	0	1	0	The process was delayed but is now on track.	1	
Output 1.2. Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups						
Output 1.2.1 indicator # social protection M&E systems that have indicators that are gender, child and shock-responsive	0	1	0	Assignment is ongoing and will be completed in Q2, 2021.	1	

Output 1.2.2. indicator # of existing programmes ⁶ analyzed for improved targeting, including households affected by shocks	0	9	1 (<i>Ubudehe review</i>)		8	
Output 1.2.3 indicator # of central government staff have strengthened capacity to effectively support households in natural disaster-prone areas	0	0	0		20	
Output 1.2.4. indicator # Guidelines and tools developed to support building of the Social Development Advisors system	0	0	1	Implementation guidelines are in place.	2	
Outcome 2: National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks						
Outcome 2.1 indicator # of social protection interventions that are modelled to include nutrition, child gender and shock-sensitive measures and targeting criteria (UNDAP)	0	0	0	Signature of contract with IP took place in January 2021	2	
Output 2.1 Innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way						
Output 2.1.1 indicator # of community-identified innovative initiatives for poverty reduction and environmental issues are provided with seed funding and productive assets	0	10	0	Signature of contract with IP took place in January 2021	50 (target changed as per World Relief PD)	
Output 2.1.2 indicator # of Districts that have operational integrated case-management and referral mechanism that links proximity workforces	0	0	0		5	
Output 2.1.3 indicator # of Districts with staff with enhanced skills in livelihood	0	0	0		5	

⁶ 9 programmes will be included: Vision2020 Umurenge Programme (VUP) Direct Support; VUP Classic Public Works; VUP Expanded Public Works; VUP Expanded Direct Support; VUP Nutrition Sensitive Direct Support; VUP Financial Services; VUP Asset Grants; Subsidy for enrolment in Community-Based Health Insurance (Mutuelle de Santé); Agricultural Inputs Subsidy schemes.

enhancement, financial inclusion, and shock-responsiveness and adaptation						
Output 2.1.4. indicator (NEW) % of household heads in the 5 targeted cells (districts) who have knowledge on <i>Ubudehe</i> categorization and social protection measures in the context of COVID-19 and on factors and behavioural drivers affecting the change from dependency mind-set to self-reliance and resilience.	N/A	N/A	N/A	This output is related to a new intervention area introduced in the JP work plan following the re-purposing exercise for COVID-19. Activities will start in February 2021.	90%	

Annex 2: List of strategic documents

Strategic documents that were produced by the JP

Title of the document	Date when finalized (MM/YY)	Brief description of the document and the role of the JP in finalizing it
Assessment of the sensitivity of the social protection sector in Rwanda to climate-related shocks	April 2020	The document outlines opportunities to mainstream climate-related shocks and shock-responsiveness into the social protection system and programmes in Rwanda. The whole study was funded by the JP and the study informs JP activities.
Budget briefs on the social protection budget and nutrition budget allocations in FY 2020/21	December 2020	UNICEF produced its annual budget analysis on the national budget and social sector budget allocations, resulting in 6 specific briefs including one brief on social protection and a new brief on nutrition (looking at contributions from all sectors to stunting reduction initiatives). UNICEF led discussions with PUNOs, World Bank, DFID and EU in the initial stage of the analysis (August 2020) to share preliminary findings and collect feedback for further improvement. The brief is now being disseminated across the DP community and GoR agencies.

Strategic documents for which JP provided contribution

Title of the document	Date when finalized (MM/YY)	Brief description of the document and the role of the JP in finalizing it
Economic Recovery Plan and Social Protection Response plan (GoR)	April 2020	A comprehensive Economic Recovery Plan developed to mitigate the socio-economic impact of COVID-19 was finalized by the GoR in April 2020. Two rounds of comments and consultations were held with Development Partners and the JP PUNOs provided their technical comments (i.e. on coverage, targeting, duration and M&E) through UNICEF as co-lead of the SP Development Partners Group.

Annex 3: Strategic communication results

3.1. Have you created a strategic communication plan for the Joint Programme?

- Yes
 No

Explain briefly: A comprehensive communications plan for the Joint program was developed which details activities to be implemented in 2 phases: Launch, implementation stage and end project results documentation and Dissemination. PUNOs have made use of opportunities that facilitate recognition of SDG fund's contribution on the project through beneficiary photographs and external media coverage. More will be delivered on when COVID-19 situation improves

3.2. What percentage of the annual budget towards communications was utilized from the total budget? (Note that the entire JP comms budget must be min 5% of the total JP budget): 1% of the total JP budget was used for communications in year 1.

Explain briefly: The budget so far used mainly supported the official launch of the JP and the rest has been re-purposed to 2021.

3.3. Have visibility outcomes increased due to the provided funding for JP strategic communications?

- Yes
 No

Explain briefly: Yes, the Joint SDG Fund twitter handle has posted a number of posts in addition to those posted by PUNOs and RCO.

3.4. Does the Country Profile Page on the Joint SDG Fund website contribute to your JP outreach?

- Yes
 No

Explain briefly: Yes, internally but more to be done to external audience. RCO and PUNOs need to integrate it in the communications plan.

3.5. How many articles (interviews, human interest stories, press releases, expert insights, etc) about your JP were published by an external media outlet (Non-UN published)?

Total number:3

Explain briefly: The launch was aired on National Television with interview with Hon. Minister Professor Shyaka, UN RC and one Mayor representing the other 5. The New times publication.

3.6. How many articles (interviews, human interest stories, press releases, expert insights, etc) about the Joint Programme were published by the UNCT and JP PUNOs?

Total number:4

Explain briefly: Most of the communications products (articles, joint press release, media interviews) were published during the launch. A press release, media interviews conducted, JP featured in the One UN Quarterly Newsletter After receiving funds, there has been challenges in implementation of comms plan due to COVID-19 with limited access to beneficiaries.

3.7. Have you received an increase of social media followers?

- Yes
 No

Total number: (Not mandatory)

Explain briefly: Numbers have increased on UN Rwanda Twitter page due to various campaigns and content. Currently there's no specific dedicated page for this fund but PUNOs and RCO use existing platforms.

Multi-Media Faucets

Title of the document	Date when finalized (MM/YY)	Brief description and hyperlink (if it exists)
Summary of program document	December 30, 2019	A booklet with key information on the Joint Programme on Social Protection was published and always shared with partners in various occasions
A Communiqué	December 30, 2019	UN Resident Coordinator shared a Communique on the Joint Program. This was published on the UN Rwanda website https://rwanda.un.org/en/31430-2-million-usd-joint-sustainable-development-fund-strengthen-social-protection-work-rwanda
Banners	January 2020	Program banners were produced during the launch and these banners have continuously been used in a number of events.

Field photos	September 2020	WFP conducted a field visit to capture photos of beneficiaries in Karongi District, Western Province, one of the districts where the program is implemented
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Social Media Campaigns

Title of the document	Type (FB/Twitter/LinkedIn/Etc.)	Brief description and hyperlink (if it exists)
Launch of Joint Programme	Twitter	The Joint Program will accelerate graduation of poor households, create opportunities for the local communities & individual households to live a decent life, & build resilience. #LeaveNoOneBehind is embedded in Rwanda's policies and programs https://twitter.com/UNRwanda/status/1222504218122170368
Launch of Joint Programme	Twitter	The @UN #Rwanda @JointSDGFund @unicefrw @FAORwanda @WFP with @RwandaGov Joint Program to Promote Social Protection in Rwanda will target the most vulnerable households in @KireheDistrict @KireheDistrict @KarongiDistr @BureraDistrict @Nyamagabe and @RutsiroDistrict https://twitter.com/UNRwanda/status/1222528837092814848
Launch of Joint Programme	Twitter (Reply)	Congrats @UNRwanda for your leadership amongst the 36 countries funded by @JointSDGFund to #LeaveNoOneBehind ! https://twitter.com/LisaKurbiel/status/1222715607923200002
Launch of Joint Programme	Twitter (Reply)	@UNRwanda we are excited to be working on Joint Programmes highlighting the importance of Social Protection #LeaveNoOneBehind. This is just the beginning and we are anticipating an exciting journey ahead!! https://twitter.com/JointSDGFund/status/1222707210603704321

Annex 4: Updated JP Risk Management Matrix

Risks	Risk Level:	Likelihood:	Impact:	Mitigating measures	Responsible Org./Person
Contextual risks					
<p>The joint programme could suffer from implementation delays due to external, contextual factors beyond UN agencies' control, which may require involve stakeholders to shift their focus and capacities away from the programme.</p> <p>Potential contextual risks identified are the following:</p> <ul style="list-style-type: none"> Rwanda is currently undergoing a second wave of COVID-19 infections and vaccine roll-out will commence in quarter 2, 2021. Rwanda is in a volatile region and may experience an influx of refugees as result of this (e.g. national elections in Burundi in 2020) or a decline in available products or rise in prices, as a result of forced border closure. Climatic shocks and related natural disasters occur in Rwanda may occur because of its geography, specifically drought and land-slides. 	Medium	4	3	<p>Strong coordination and collaboration with all partners will be maintained, having the Steering Committee as a decision-making organ in place, which includes government partners and can act fast on any changes in context.</p> <p>Regular communication, scenario planning and coordination among PUNOs, RCO, Government and the implementing partner to coordinate activity implementation and identify ways to enable particularly the community-level activities to progress amidst the COVID-19 context; combined with modifications to activity modality (e.g. virtual meetings) and additional investment in COVID-19 preventive measures (masks, sanitizer, social distancing).</p> <p>Also, the M&E and reporting systems of the programme are linked to Government annual targets as much as possible, which will ensure commitment of the Government to the programme, in case of a change in context.</p>	RCO
Programmatic risks					
The limited incentives amongst different stakeholders not directly involved in social protection, to strengthen multi-sectoral coordination around social protection in rural areas, is a risk to their active involvement.	Medium	3	3	This risk was considered during the consultation processes when further developing this proposal, and consultations were held as much as possible with the relevant stakeholders	UNICEF

				<p>but will need to be intensified at PS level in the second year of the JP.</p> <p>Also, the JP builds on synergies and complementarities with other programmes in the social protection sector to avoid overlaps and to ensure limited incentives of this particular programme may be obviated by other programmes.</p>	
Institutional risks					
<p>Changes in mandate of government ministries and agencies involved in adaptive social protection might result in challenges in implementation of different components that the programme is aiming to integrate.</p>	Medium	2	4	<p>The Rwanda UNCT will actively involve government stakeholders from the planning stage through regular meetings, as well as by ensuring the ownership of the lead ministry on coordination around social protection.</p> <p>As indicated in sections 2.4 and 3.1 on stakeholders and governance, the SP Sector Working Group will be used as a platform to keep a large number of affiliated ministries and agencies informed on the programme, which will smoothen any mandate-shifts that may take place for the duration of the programme.</p>	RCO, UNICEF
Fiduciary risks					
<p>The co-funding of the programme by the different PUNO's is reliant on their yearly allocation of regular resources, and in some cases the approval of pipelined projects, funded by external donors.</p>	Low	1	3	<p>The estimations of co-funding per PUNO in the budget are the most modest estimations. Furthermore, they are based on both secured funding and the trend of annual regular resources allocated over 2018 and 2019.</p> <p>Furthermore, the programme's financial strategy (section 2.4) aims to leverage on (initial) programme results and unlock additional funding for the social protection sector.</p>	UNICEF, WFP, FAO

<p>The limited fiscal space to expand Government’s investment in social sectors may hinder the sustainability of the results</p>	<p>High</p>	<p>4</p>	<p>4</p>	<p>The programme will invest in efforts to support the development of the financing strategy and to broaden partnership with other partners to increase or, to a minimum, maintain the current investments in social protection</p> <p>Community level support will be extensively documented and good practices (including costing of innovative approaches) shared at policy level with national stakeholders and development partners.</p>	<p>UNICEF</p>
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The risk assessment has been revised as part of the Mid-term Review of the programme, based on evolved needs, changes and occurrence of identified risks. The narrative is documented in section C of this Annual Progress Report.

Part of the risk management strategy is the safeguarding of the UN Charter principles during the implementation of the programme and ensuring that international humanitarian, human rights, and refugee laws are respected. Specific attention will be given to Prevention of Sexual Exploitation and Abuse (PSEA), and the Harmonized Approach to Cash Transfers (HACT) compliance where applicable, as well as application of national Laws and Regulations as appropriate.

Specific measures on PSEA include a passing of the PSEA e-course developed by UNICEF in 2018 that will be mandatory for all direct government partners, and NGO implementing partners and potential suppliers involved in the programme. This follows the new UNICEF Strategy to Prevent and Respond to Sexual Exploitation and Abuse and Sexual Harassment (2019)⁷. All involved implementing partners and potential consultants in the programme will fall under the recently enhanced reporting and response mechanism installed by UNICEF.

Furthermore, in terms of entering into a partnership with an organization or individual for programme implementation, PUNOs carry out due diligence which includes a rigorous reference-check and ensures they do not appear on the United Nations Security Council Consolidated List that includes all individuals and entities subject to measures imposed by the Security Council. A Complaint and Feedback Mechanism (CFM) for beneficiaries is included in the regular assessment of NGO’s/CSO’s with whom the PUNO’s engage in a partnership with.

⁷ See: <https://www.unicef.org/sites/default/files/2019-05/UNICEF-Strategy-Prevent-Respond-Sexual-Exploitation-Abuse-Sexual-Harassment-January-2019.pdf>