

**Joint SDG Fund**

**Joint Programme Final Narrative Report**

**PORTOFLIO ON INTEGRATED POLICY AND LNOB**

**Cover page**

**Date of report:** 25 August 2022

***Programme title, number and country***

**Country:** Rwanda  
**Joint Programme (JP) title:** Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda  
**MPTF office project reference number:**<sup>1</sup> 2000168036

***Programme duration***

**Start date:**<sup>2</sup> 31/12/2019  
**Original end date:**<sup>3</sup> 30/12/2021  
**Actual end date:**<sup>4</sup> 30/06/2022  
**Have agencies operationally closed the Programme in its system?** Yes  
**Expected financial closure date:**<sup>5</sup> 30 June 2023

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<sup>1</sup> The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as "Project ID" on the project's factsheet page on the [MPTF Office GATEWAY](#).

<sup>2</sup> The start date is the date inserted in the original ProDoc submitted and approved by the Joint SDG Fund.

<sup>3</sup> As per approval of the original project document by the relevant decision-making body/Steering Committee.

<sup>4</sup> If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

<sup>5</sup> Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

<b>Programme budget (US\$)</b>			
<b>Total budget</b> (as per Programme Document, without co-funding): <b>US\$ 2,000,000</b>			
<b>Agency/other contributions/co-funding</b> (if applicable):			
<b>Joint SDG Fund contribution<sup>6</sup> and co-funding breakdown, by recipient organization:</b>			
<b>Agency/others</b>	<b>Joint SDG Fund contribution</b>	<b>Co-funding</b>	<b>Total</b>
UNICEF	\$ 890,751	\$ 500,000	\$ 1,390,751
WFP	\$ 747,283	\$ 350,000	\$ 1,097,283
FAO	\$ 361,966	\$ 190,000	\$ 551,966
<b>Total</b>	<b>\$ 2,000,000</b>	<b>\$ 1,040,000</b>	<b>\$ 3,040,000</b>

<sup>6</sup> Joint SDG Fund Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#).

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## Executive summary

The Joint Programme (JP) in Rwanda accelerated the implementation of key interventions across three programmatic areas (policy/strategy, systems and community-level support).

**Result 1:** *Enhancing integrated and shock-responsive social protection, including through stronger evidence, improved targeting and coordinated service delivery.*

To advance national efforts on shock-responsive social protection (SRSP), a diagnostic study was conducted and informed a series of national policy dialogue events including a high-level policy forum which brought policymakers and technical staff across key line ministries together to agree on how to operationalize policy commitments and to develop operational guidelines. The forum triggered the formation of a technical working group (TWG) to support the development of national SRSP implementation models and operational framework.

The revision of the Disaster Risk Reduction and Management (DRRM) Policy was completed, and national disaster preparedness plans were developed to mainstream disaster management across strategic sectors, particularly social protection, shelter, food security and nutrition, and water, sanitation and hygiene (WASH). The disaster risk management sector's core policy documents are now aligned with international commitments and best practice to reflect the contribution that social protection makes to managing shocks, and to provide better guidance for shock-responsive and climate-sensitive social protection efforts.

The JP supported the definition of options for measuring graduation from extreme poverty which were included in the draft National Strategy for Sustainable Graduation. Participating United Nations Organizations (PUNOs) supported data collection and analysis of households classified into new *Ubudehe* categories to target social protection. The JP also oversaw the review of the household profiling system to strengthen multi-sectoral monitoring and the coordination of social protection and complementary services.

Estimated rate of completion as of JP end date (30 June 2022): **100%**

**Result 2:** *Supporting resource mobilization efforts for the social protection sector in Rwanda by leveraging existing and new partnerships and providing technical assistance to inform policy updates and scale up existing programmes.*

The JP Participating UN Organisations (PUNOs) strengthened their partnerships and coordination efforts with key donors in the SP sector (FCDO, World Bank) and provided technical guidance to development partners (African Development Bank, European Union) that allocated funding towards the COVID-19 Economic Recovery Plan and Social Protection Response Plan as well as to bilateral donors entering the sector longer term in the wake of COVID-19 (Belgium, Germany, Sweden). These targeted efforts were supplemented by broad advocacy initiatives such as the development of budget briefs tracking investment in social sectors (including social protection) in 2020/21 and 2021/22 which were disseminated at a policy dialogue event on 'Investing in Children in Rwanda' co-hosted with the Ministry of Finance and Economic Planning in 2021.

The JP provided technical input into the design of new cash-transfer components of the national flagship social protection scheme, Vision 2020 *Umurenge* Programme (VUP) laying strong foundations for more inclusive delivery of SP programmes in the future. At the same time, considerable resources were mobilized from PUNOs to scale up Cash Plus interventions, namely through the training of para-social workers and roll out of village savings & lending associations (VSLAs) using smart spending approaches. New donor-funded programmes (World Bank, Belgium) will be taking on some of these initiatives from 2022 onward.

Estimated rate of completion as of JP end date (30 June 2022): **100%**

**Result 3:** *Improving the delivery of integrated social protection interventions at the community level in five districts building on new integrated case management and referral models through strategic partnerships leveraged by the PUNOs with government agencies – the Ministry of Local Government and the Local Administrative Entities Development Agency (MINALOC and LODA) the Ministry of Agriculture (MINAGRI) and the Ministry of Emergency Management (MINEMA) – and key implementing partners – World Relief & Urunana Development Communication.*

The JP delivered an integrated package of capacity strengthening and direct support for community livelihoods and graduation, including through VSLAs, by funding business plans through an innovative seed funding facility, by providing productive agricultural assets (small livestock), inputs (fertilizers, vegetable seeds and fruit tree seedlings) and infrastructure (terraces, boreholes, poultry houses). PUNOs provided training and coaching to bring the integrated case management and referral system into operation. The assessment and referral system was designed to boost poverty graduation through systematic and coordinated support by frontline workers and services. Further training was provided to national and district officials on seasonal and disaster-risk-informed planning and budgeting, community-based participatory planning, and disaster-risk-management practices. The package included disaster-management training and simulation and brought district-level disaster managers and social protection staff together for joint reflection. Capacity building was provided to farmer promoters and farmers on how to prepare and maintain kitchen gardens, with the aim of improving nutrition. Communication messages were disseminated, focused on rights, social protection entitlements and graduation from poverty to increase communities' knowledge of existing social services and their awareness of COVID-19 measures. The JP evaluation and endline survey conducted in the five districts found that these interventions led to greater coverage of proximity advisory services, increased access to kitchen gardens, increased participation in VSLAs, increased resilience to shocks and higher income generated among targeted beneficiaries.

Estimated rate of completion as of JP end date (30 June 2022): **100%**

## I. Overall progress and priority cross-cutting issues

### I.1 Context and the overall approach

#### *Ensuring an adaptive and strategic JP*

The COVID-19 crisis emerged in Rwanda in March 2020, three months after the JP was launched. The Programme was therefore re-prioritized with the government in June 2020, leading to PUNOs redirecting US\$ 183,000 of the JP budget towards community sensitization, topping up the seed funding budget and supporting innovative poverty reduction efforts in the five JP districts.

The JP was also adapted to important developments in social protection policy. In June 2020, the government adopted a new *Ubudehe* framework with a new set of socio-economic categories and revised criteria to classify households and define eligibility for social protection. The JP allocated resources to support the delivery of technical assistance and financial support for the implementation of the nationwide household categorization that ran from October 2020 until 2021. These developments were reflected in the revised JP work plan and budget as part of the targeting intervention measures under Output 2. The targeting agenda for social protection further evolved with the agreement by the government to introduce a social registry – the data systems supported in the programme are now feeding into the registry, which will be piloted in two districts with the support of the World Bank in September 2022.

The theory of change (ToC) outlined in the original programme document remained unchanged during the JP. It resulted from extensive consultations among PUNOs with relevant government institutions (notably MINALOC and LODA, MINAGRI and MINEMA) and its focus remained relevant in the face of emerging priorities including COVID-19. Adjustments were made in the output indicators and target values of the JP results matrix in August 2021 in line with the work plan and budget revision and endorsed by the steering committee.

#### *Link with UNDP/UNSD Cooperation Framework*

The JP supported the delivery of the United Nations Development Assistance Plan, UNDP II (renamed the United Nations Sustainable Development Cooperation Framework, UNSDCF, in December 2021), in its second pillar (social transformation). It is part of the UN contribution towards national sustainable development through the government's National Strategy for Transformation. In collaboration with partners, the UN in Rwanda through this JP contributed to the achievement of outcome 4 of the UNDP (updated into the UNSDCF): **"By 2024 people in Rwanda, particularly the most vulnerable, have increased resilience**

**to both natural and man-made shocks and live a life free from all forms of violence and discrimination”.**

The UNSDCF emphasizes the improvement of disaster management, preparedness and response approaches within social-service delivery and existing national programmes, including through the expansion of social protection. The JP continued to broker dialogue between the ministries involved with emergency management and social protection and held a policy forum on shock-responsive social protection. The forum, based on the 2020 assessment report,<sup>7</sup> brought together government ministries, development partners and civil society to discuss and strengthen policy coherence and collaboration among the sectors that contribute to shock-responsive and climate-sensitive social protection. To implement the strategic priority action plan developed during the forum, a technical working group on shock-responsive social protection has been created to develop the necessary operational framework and guidelines, with all PUNOs taking part. Discussions are ongoing on how to improve targeting for the agile identification of shock-affected households; optimize the contribution of VUP public works to disaster-risk reduction; and enhance the interoperability of emergency management, social protection and other information systems to ensure data availability. Farmers took part in agricultural activities such as terracing; they also received potato seed and fertilizer to help increase their agricultural productivity and household resilience.

The JP also contributed to UNSDCF outcome 2 on **equitably, productively and sustainably managing natural resources and addressing climate change and natural disasters**. An analytical study is being undertaken with LODA on how to strengthen the design, implementation and maintenance of climate-sensitive assets developed under VUP’s classic public works to optimize their contribution to disaster-risk reduction. At community level, the JP provided quality vegetable and fruit seeds and capacity building on vegetable and fruit growing in demonstration plots, which households replicated at home.

#### *COVID-19 impact*

After the COVID-19 pandemic emerged in March 2020, the government mobilized resources and adopted an economic recovery plan (which included a social protection response) in April 2020 to address the socio-economic impact of prevention measures. This plan was formulated with development partners in the social protection sector, including the JP PUNOs led by UNICEF. The social protection response prioritized the expansion of existing social protection safety nets under the VUP. PUNOs engaged in early analysis of the national budget adopted for 2020/21 and 2021/22 and lobbied through government and development partner coordination forums and via bilateral channels.

JP activities were adapted to the COVID-19 response by putting more emphasis on community-level support. In 2021 and 2022, community workforces and vulnerable households from the JP districts were reached through community sensitization supported by a local NGO (Urunana Development Communication) to increase their motivation to claim their rights to access social protection services and to proactively seek the means to transition out of poverty and build resilience.

The JP secured US\$ 500,000 from the EU to support the COVID-19 response through technical assistance to strengthen core social protection systems for targeting, M&E and accountability. Expert consultants were seconded to LODA to support monitoring of sectoral responses to COVID-19 and draw lessons to inform the expansion and delivery of social protection for recovery from the pandemic. As LODA works to implement and roll out the social registry for integrated data management in 2022/23, the JP supported the harmonization of existing data sets to define uniform baselines. These efforts have enhanced the integrated delivery of social protection and strengthened intersectoral linkages.

## **I.2 Update on priority cross-cutting issues**

### *UN Development System reform - UN coherence at the country level*

Throughout the design and implementation of the JP, UNICEF, the World Food Programme (WFP) and the UN Food and Agriculture Organization (FAO) worked together. Each agency showcased its comparative advantage and complementary expertise: UNICEF played a big role in knowledge generation and capacity

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<sup>7</sup> WFP (2020). Assessment of the Sensitivity of the Social Protection Sector in Rwanda to Climate-related Shocks.

building of players in the social protection sector; WFP focused on shock-responsive social protection and participatory engagement of communities; and FAO supported the distribution of livestock and management of agricultural inputs and food security. The regular coordination and strategic exchange in the context of the JP enabled the PUNOs to harmonize their social protection portfolios and speak to the government with one voice, which reduced transaction costs for the government. From the early design stage of the JP, the PUNOs and UN Resident Coordinator Office (RCO) planned, implemented and monitored activities jointly. Where possible, consultancy assignments were designed cooperatively and were often co-financed (for example in the design of the household profiling monitoring framework and tools). At community level, the bulk of the JP support was delivered through a partnership with the same NGO (World Relief Rwanda) based on a single work plan, to ensure coherence and synchrony of implementation. Engagement with the various ministries and districts was also conducted under the “One UN/Delivering as One” banner with PUNOs lobbying for the JP’s work.

### *Going beyond “business as usual” to produce catalytic results at scale*

The JP supported government efforts to achieve more integrated social protection to end poverty in all its forms, leaving no one behind. To reach this objective, the government and partners (including PUNOs) reviewed the progress of the strategic plan for the social sector and revised the existing VUP programme document (currently awaiting Cabinet approval) to embrace a lifecycle approach and introduce child, elderly and disability grants as well as putting in place interventions responsive to climatic shocks. An ongoing study to assess gender, inclusion and safeguarding in the VUP (implemented in partnership with the UK Foreign, Commonwealth and Development Office, FCDO) will inform the design of the new generation of VUP categorical grants and complementary services. The study is expected to be completed in October 2022.

Strong cross-sectoral dialogue was achieved on shock-responsive social protection, and a draft national operational framework document was developed with the support of the JP. The dialogue was accelerated by the updated national disaster risk management policy that acknowledges the role of social protection; the first-ever policy forum on shock-responsive social protection in Rwanda and the launch of the technical working group created to develop the necessary operational framework and guidelines. Progress was also accelerated through training on disaster management and shock-responsive social protection delivered to members of the technical working group and district staff - this systematically brought together technical staff across the disaster risk management and social protection sectors. Discussions continue between the government, PUNOs and sector partners on how to strengthen targeting procedures so that shock-affected households can be quickly identified; optimizing the contribution of VUP public works to disaster-risk reduction; and enhancing the interoperability of information systems for improved data use, timely responses and to model options for disaster-risk financing.

The partnership with BRAC USA to develop a graduation measurement options paper with M&E and learning recommendations will facilitate the determination of social protection beneficiaries’ graduation from extreme poverty in Rwanda and has also informed the design of the National Strategy for Sustainable Graduation which is now awaiting Cabinet approval. The engagement of BRAC provided a platform for their experts to review and give high-level inputs to the graduation strategy and shed light on the importance of coordination between sectors, data sharing and the additional resources required.

The JP worked on strengthening social protection targeting and delivery systems through the finalization of household classification into the new *Ubudehe* framework which, along with the enhanced household profiling system, will help direct social protection to its intended beneficiaries. The JP revised the household profiling M&E framework, a crucial database that will be used to coordinate services and as a primary source of information for the new social registry developed with the support of the World Bank. The framework facilitates innovative solutions such as the inclusion of gender-sensitive and shock-responsive indicators into the social protection monitoring systems, ensuring the government’s capacity to measure and use data for future evidence-based planning and budgeting.

The implementation of poverty reduction initiatives at community level will continue to benefit from the investments the JP made to bring the government’s para-social system into operation. This was supported through nationwide training, with a stronger focus on five target districts identified during the JP design phase, where the case management and referral mechanism was rolled out along with an integrated package



of livelihood support. Community-level interventions included the testing of a seed funding facility, accompanied by business development and financial literacy training, to support competitive innovative income-generating business ideas which can later be considered by government as part of Cash Plus initiatives to promote graduation from extreme poverty. The community-level support delivered through the JP was the first experience of bringing UN agencies together on social protection at district level; it allowed the JP to deliver a comprehensive package to strengthen the capacity of local actors. Important lessons were learnt around linking the beneficiaries of social protection to decentralized business development services (found to be a particular bottleneck impeding graduation from poverty).

The JP and close coordination among the PUNOs also support joint planning and reporting on results, lessons and opportunities discussed under the UNSCDF results groups and annual planning and reporting.

### *SDG acceleration*

- **SDG 1.1.** *By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day:* The JP contributed to the development and revision of integrated multi-sectoral policies to accelerate SDG achievements implemented with greater scope and scale in Rwanda.
- **SDG 1.2.** *By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions:* The JP support – geared towards building coherence and synergies between social protection, agriculture and livelihoods, disaster management and complementary services – is timely and of high policy relevance.
- **SDG 1.3.** *Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable:* The JP increased the coverage to poor and vulnerable people by reaching over 3,000 households in the five target districts and strengthening social protection systems in terms of targeting, M&E and case management to deliver more integrated and responsive services to the most vulnerable households.
- **SDG 1.5.** *By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters:* The national disaster risk reduction management policy framework was strengthened, with the capacity of central and local leaders and communities strengthened to engage in coordinated planning and delivery of support to vulnerable households from risk reduction to recovery.
- **SDG 2.1.** *By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round:* Innovative community solutions designed in a gender-, child- and nutrition-sensitive manner were rolled out to enhance resilience and adaptive social protection of vulnerable and food-insecure people in the five target districts (disaster-prone areas).
- **SDG 2.2.** *By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons:* Nutrition-sensitive social protection interventions were implemented in five districts and tools institutionalized to ensure the replication of some of the models (e.g. vegetable and fruit growing, VSLAs combined with community sensitization on nutrition practices) countrywide.

### *Policy integration and systems change*

The highlights of the JP support in integrating policies across sectors and institutions include:

- The development of an M&E framework and tools for the household profiling system, and the classification of all households into the new *Ubudehe* categories adopted in 2020. These systems will continue to support the targeting of beneficiaries for the different government and donor-supported social services in the short and medium term. They have also informed the government initiative of developing a social registry that seeks to reduce inclusion and exclusion errors in Rwanda’s current targeting system. A pilot of the social registry will kick off in two districts in September 2022.



- The graduation measurement options paper developed with the support of BRAC USA, and the high-level policy recommendations provided for the finalization of the National Strategy for Sustainable Graduation will inform the design of the graduation package linked to the measurement approach. This will allow a realistic prediction of targeted numbers of households who can graduate from extreme poverty in the midterm review of the Social Protection Sector Strategic Plan 2018–2024.
- Considerable progress was made in linking the social protection and emergency management sectors, with the relevant ministries engaging in discussions before and during the policy forum on how to strengthen policy linkages and coordination. This engagement continued after the forum under the technical working group (a government-led platform embedded in the sector working group) that will ensure continued and institutionalized dialogue on bringing shock-responsive social protection into operation. This agenda will entail continued strengthening of dialogue, coordination through enhanced data sharing, and developing various operational models, starting with emergency cash transfers made through the digital social protection delivery system. This is an opportunity both for the disaster management sector to learn from digital cash delivery in the social protection sector and for the social protection sector to adjust its operational systems to better accommodate shock-affected people (who constitute around 40 per cent of the population each year).

#### *Contribution to the improvement of the situation of vulnerable groups*

The key target groups of this JP were the communities<sup>8</sup> identified as the most vulnerable to economic and climatic shocks, primarily women-headed households, households with many children, and households with disabilities. More specifically:

- The integrated case management and referral model piloted in the five JP districts supported coordinated service-delivery with the aim of institutionalizing collaboration mechanisms between the various community workforces and other service providers.
- 130 new VSLAs were established in the five JP districts; a total of 3,235 households were provided with hands-on support on business and savings skills.
- A seed funding facility was designed and rolled out to support competitive innovative income-generating business ideas and project proposals to enhance beneficiaries' graduation: 108 business ideas and projects (45 individual and 53 group projects) were funded and are still running. This initiative supported the creation of linkages between the national business development advisory system and social protection beneficiaries.
- Capacity building on seasonal livelihoods programming (SLP) was completed in the five districts, reaching 99 officials (64 men and 35 women). The aim was to provide better programming to define effective pathways of support that reduce vulnerabilities and to generate information based on seasonality shocks.
- A poultry project was operationalized: a poultry house was built in Karongi District and 1,000 chickens provided to serve people living in an integrated settlement model village.
- Two boreholes were constructed in Kirehe District to ensure access to safe drinking water; over 35 hectares were terraced, and Irish seed potatoes and fertilizers were provided to communities in Nyamagabe and Rutsiro Districts.
- Beneficiary households were provided with sustainable access to nutrition-rich fruits (oranges, mango, tree tomato, passion fruit, lemon, avocado) and vegetables (green amaranth, onion, leek, carrots, eggplants and beet) along with community demonstrations and education on balanced diets.
- Distribution of small livestock to all beneficiary households is underway – poultry was distributed in all Districts but there was some delay with the purchase and distribution of other small livestock (pigs, goats and sheep) in some communities due to quarantine measures rolled out to combat the Rift Valley Fever from May to July 2022.
- Communication messages were disseminated on households' rights, social protection services and entitlements and how these can be accessed to enhance graduation from extreme poverty.

#### **Estimated number of individuals reached through JP efforts:**

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<sup>8</sup> In each of the JP target districts, interventions were implemented in one administrative sector and one administrative cell.

Total number: 3,325 households were reached through the community-level support of the JP.

Percentage of women and girls: 51 per cent of beneficiary households were female-headed households. In the VSLAs, 64 per cent of beneficiaries were women who benefited from all services: loans, financial education and smart spending. In the seed funding approach, 65 per cent of the successful applicants were women.

### *Mainstreaming Gender equality and women empowerment*

The analysis below provides an update of gender mainstreaming during JP implementation:

- **Context analysis integrating gender analysis:** The JP activities targeted women-headed households through the integrated social protection interventions, including teen mothers and youth. The JP also focused on strengthening the gender dimension of the social protection M&E system, analysis of data and reporting.
- **Gender equality mainstreamed in proposed outputs:** Gender sensitivity was mainstreamed through all JP outputs and throughout implementation. The outputs contributed to SDG priorities including SDG5. They systematically addressed the gaps in this area at policy, system and community levels including setting out 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 had two outcome indicators, of which 2.1 was fully gender-sensitive. Seven (1.1.1; 1.2.1; 1.2.2; 2.1.1; 2.1.3, 2.1.4 & 2.1.5) of the 12 total output indicators were also gender sensitive. Moreover, the key target groups of the JP were the communities and individuals at risk of being left behind and most vulnerable to economic and climatic shocks, primarily women-headed households (including teen mothers), households with many children and households with disabilities.
- **PUNOs collaborate and engage with the 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 design, country analysis and strategic prioritization of the JP. They were among the secondary circle of stakeholders identified as part of the JP and were members of the social protection sector working group – they were kept informed of the achievements of the JP through this platform.
- **PUNOs collaborate and engage with women’s/gender equality civil society organizations:** The JP partnered 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 participatory processes involving women and men; and (ii) Urunana Development Communication, for the delivery of community sensitization through social behaviour change communication (SBCC). Both NGOs included elements of women’s empowerment in their activities and worked directly with women across the various beneficiary groups (women-headed households, teen mothers and persons living with disabilities). The VSLAs had a notably higher uptake among women (64 per cent), compared to men (36 per cent).
- **The JP proposes a gender-responsive budget:** Gender was mainstreamed into project implementation, and the budget contributing to gender equality and women’s empowerment exceeded the minimum target of 30 per cent of the total budget across results and outputs.

Estimated % of overall disbursed funds spent on gender equality and women’s empowerment by the end of JP: **54.7% (US\$ 1,094,931)**

### *Human rights*

The human rights mechanisms mentioned in the JP programme document are the 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 conventions were mainstreamed to a large extent in the analytical works undertaken during the JP. For example, the ongoing assignment to revise the household profiling indicators and develop M&E tools 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 three children and households with people with disabilities were prioritized as beneficiaries of integrated case management and

referral, access to opportunities of economic empowerment and community sensitization. The selected interventions contributed to addressing the root causes of poverty and promoted more economic equality by strengthening the resilience of these households.

### *Partnerships*

The strong commitment of the government 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 social protection sector within government. Policy dialogue between ministries related to social protection was advanced with a focus on how different sectors (environment, emergency management, gender and family promotion, agriculture, planning and finance) can contribute to the effective management of shocks and resilience-building in communities and households.

The JP was catalytic in enabling the signing of a first multi-year memorandum of understanding (MoU) between WFP, MINEMA and LODA to support the multi-year implementation of shock-responsive social protection policy priorities. The shock-responsive agenda has come to the forefront of the government's focus, with ministries and districts conscious of the need to mainstream disaster-risk management and utilize social protection to support disaster-management objectives.

The JP contributed not only to broader UN Country Team collaboration and cohesion but also to the entire development partner forum on social protection. The JP positioned the three PUNOs and UN system effectively in the policy dialogue on social protection, a visible illustration being that UNICEF and WFP each co-lead a subcommittee of the social protection sector working group.

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 community-level social protection, building on the resources and technical expertise of each PUNO. This was facilitated by the growing flexibility available through the UN reform which allows agencies to use each other's procedures for contracting.

### *Mobilizing additional funding and/or financing*

- The intermediate results from the modelling of integrated case management and referral, VSLAs and other nutrition-sensitive social protection interventions in the five districts have attracted the attention of donors in the social protection sector working group. The case management model informed the operational guidelines of the newly established mechanism of community para-social workers which is being scaled up with the support of the World Bank and the Belgian development agency (Enabel). The JP itself contributed to the scale-up of some of the pilot work by training 7,500 para-social workers on the VSLA model in 14 districts. This supported communities to enhance their saving habits and to be sensitized on smart spending approaches in a way that builds livelihoods and promotes good nutrition practices.
- The diagnostic study on shock-responsive social protection analysed the financing landscape for this reform agenda, which was further discussed at the policy forum that highlighted global best practice related to disaster-risk financing strategies.
- Financing for social protection is being assessed in the ongoing midterm review of the sector strategic plan. These updated plans and targets will provide a more solid basis for the sector to develop a financing and resource mobilization strategy that will help attract funding from donors in the longer run.

### Strategic meetings

Type of event	Yes	No	Description/comments
Annual JP development partners'/donors' event*	<input type="checkbox"/>	<input checked="" type="checkbox"/>	A donor visit to JP interventions at community level is scheduled for September 2022.
Final JP event (closing)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<p>No official event was held at central level but the UNICEF Representative, WFP Deputy Representative and Director General of LODA (government agency in charge of social protection) visited Burera District in June 2022 to appreciate JP results at community level.</p> <p>Link to social media:  <a href="https://twitter.com/unicefrw/status/1532380585116815363">https://twitter.com/unicefrw/status/1532380585116815363</a></p> <p>Joint field visits to two other JP districts were conducted in August 2022 with government (MINALOC) and development partners (FCDO). Visits to remaining districts will be completed in September and followed by a national workshop to showcase JP results and reflect on lessons learned in October 2022.</p>
Other strategic events	<input checked="" type="checkbox"/>	<input type="checkbox"/>	A high-level shock-responsive social protection policy forum was held on 9 December 2021 with government partners (social protection, emergency management, environment, agriculture, et al), development partners, civil society, academia and experts from PUNO regional offices and headquarters.

### Innovation, learning and sharing

- The JP emphasizes the documentation of experiences in the five districts; investing in strong M&E processes (baseline, endline surveys and routine monitoring) through its partnership with World Relief and identifying key moments of consultation to share learning from various pilots with policymakers and other stakeholders at central level. The JP built on nutrition-sensitive social protection modelling work initiated by UNICEF and World Relief in 2019 and took the experiences to the next level by rolling out a seed funding mechanism for income-generating activities at community level.
- Strong involvement of MINALOC, LODA and district authorities was ensured in the design and implementation of the project with World Relief: this increased confidence that achievements would be sustainable and that the models being tested would be scalable. The JP carried out periodic field visits, including with government representatives. Two steering committee meetings were convened to share progress with all stakeholders and regular technical committee meetings were held with government focal points.
- The JP regularly updated the development partners' group on diagnostic and systems support underway. The JP continued to work through existing policy dialogue forums, such as the social protection sector working group, to share lessons learned from the field with national stakeholders.
- Key events and milestones were documented<sup>9</sup> throughout the duration of the JP, such as:
  - The JP launch event
  - Technical committee and steering committee meetings
  - Joint field visits, including the high-level visit to Burera District in June 2022, were documented through social media, human interest stories and video production.

## II. Final results

### Overall progress

- All expected results achieved

<sup>9</sup> Detailed information on learning, sharing and communications materials is available in the Annexes.

Majority of expected results achieved

Only some expected results achieved

Please, explain briefly: Most results were achieved although several key policy documents (e.g., National Strategy for Sustainable Graduation and revised Disaster Risk Reduction and Management Policy) are pending final endorsement by the Cabinet / Prime Minister's office.

### Contribution to Fund's global results

- ⇒ **Contribution to Joint SDG Fund Outcome 1 (as per annual targets set by the JP) "Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale"**: The JP has supported the development of several diagnostic works in the social protection and disaster-risk reduction sectors with the aim of strengthening synergies across institutions and increasing the coverage and access to key programmes (see list in Annexes). Revised policies and strategic documents that enhance linkages between key sectors were submitted for Cabinet approval and are pending operationalization (e.g., the National Strategy for Sustainable Graduation and revised Disaster Risk Reduction and Management Policy). The national sectoral emergency-preparedness plans have been finalized and are ready for dissemination, and the midterm review of the sector strategic plan is ongoing.
- ⇒ **Contribution to Joint SDG Fund Output 3 (as per annual targets set by the JP) "Integrated policy solutions for accelerating SDG progress implemented"**: Several innovations were designed and tested at community level through the JP, including nutrition-sensitive social protection interventions, support to income-generating projects through a seed funding facility, large-scale agricultural and infrastructure support to communities, and social and behaviour change communication through community sensitization outreach.

### JP Outputs and Outcomes

#### ⇒ Achievement of expected JP outputs

**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 SRSP was disseminated during the high-level policy forum. Study findings were also used to inform policy discussions on targeting and programme design, information systems interoperability, and disaster-risk financing. The technical working group on shock-responsive social protection delivered a draft operational framework that will be used to develop technical operational guidelines on targeting, support and monitoring of shock-affected households, building on the provisions of the 2020 Social Protection Policy.
- Graduation measurement recommendations were developed and incorporated into the draft National Strategy for Sustainable Graduation which was submitted to Cabinet.
- The revised Disaster Risk Reduction Management Policy was validated and submitted to Cabinet. The policy outlines explicit policy statements and measures for disaster mainstreaming through the social protection sector. The strategic plan for this policy is currently being developed and will be delivered in early 2023.
- Sector-specific disaster-preparedness plans aligned with the revised draft policy have been completed to guide implementation across seven key sectors at national and district levels.
- A study to assess Gender, Inclusion and Safeguarding in the existing VUP safety nets programme is underway (pending completion in October 2022) and will inform the design of new VUP cash grants.

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

- The review of the household profiling indicators (to improve their responsiveness to children and gender and ensure they are shock responsive) and the development of a household profiling M&E framework and tools for regular socio-economic monitoring of vulnerable households was finalized in

early 2022. The data collection tools were developed and tested at district level with relevant training offered to government officers conducting M&E. These indicators have provided clarity to ongoing multi-partner work to build the social registry which is expected to improve data management and targeting.

- The new *Ubudehe* classification process was completed, putting more emphasis on the concept of graduation from extreme poverty and foreseeing measures for the impact of change on individual households with strengthened grievance and complaints mechanisms. Messages were disseminated through the media and other actors to increase public knowledge and awareness of the changes.
- Capacity building of the social protection community workforce (para-social workers) under the integrated case management and referral model has fostered stronger links with community workforces from other ministries (community health workers, 'friends of the family', agricultural promoters etc.) to strengthen referrals and harmonize reporting channels.

Guidance and training were delivered on climate-sensitive public works; and the development of the operational design document for a pilot on shock-responsive social protection was supported under a national inter-ministerial technical working group formed for the purpose. Training courses on shock-responsive social protection were organized, benefitting 27 government and partner staff participating in the formulation of the national operational framework. 31 district officers engaged in emergency response were also trained and took part in simulated emergencies to enhance their preparedness and response capacity. A larger interagency emergency simulation exercise was conducted for 120 national, regional and district officers from Eastern Province to test preparedness and impart knowledge and skills relevant to flooding 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.*

- Community-based participatory planning workshops were conducted to identify the underlying causes of poverty and seek livelihood opportunities and community-led initiatives for resilience-building to be supported under the JP.
- World Relief implemented SP interventions (with co-financing from the three PUNOs) based on a common approach to poverty reduction and resilience-building inspired by the community-based planning process. This included a comprehensive package capacity strengthening of local authorities and community workforces on seasonal livelihood planning and integrated case management and referral as well as the development of guidelines to operationalize the consultative committees for the development of the cell to boost economic development.
- 130 VSLAs were established in the five JP districts. The 3,235 members gained hands-on business experience and were supported by community-based village agents to improve their savings habits. The VSLAs target vulnerable households in the beneficiary cells (female-headed households, teen mothers, households with nutrition issues and with persons living with disabilities).
- Capacity building of business development advisors and local government staff to sustainably support business development of bankable projects was completed. The business advisors supported the beneficiaries of seed funding to develop bankable projects using these funds, as stipulated in the operational guidelines.
- The JP worked closely with the government to conduct community sensitization linked to the new *Ubudehe* categories and related issues. Urunana DC, a local NGO, implemented the social and behaviour change communication in the five JP districts.

⇒ **Achievement of expected JP 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.*

- To advance national efforts on shock-responsive social protection, a diagnostic study was conducted in consultation with MINALOC, LODA, MINEMA and other key stakeholders. This study informed a series of national policy dialogue events including a high-level policy forum organised by the JP. For the first time,



this brought together policymakers and technical staff across key sectors' line ministries to agree how to operationalize the policy commitments and inform the development of national operational guidelines. The forum has triggered the establishment of a technical working group to support the development of the national policy guidelines, models and operational frameworks.

- The revised DRRM Policy was submitted to Cabinet, and national disaster preparedness plans were developed across strategic sectors, particularly social protection, shelter, food security and nutrition and WASH. The disaster management sector's core policy documents have now been updated in line with international commitments and best practice to reflect the contribution that social protection makes to managing shocks, as well as provide better guidance for shock-responsive and climate-sensitive social protection efforts.
- Capacity building was provided for national and district government officials (and development partners) to equip them to lobby for, design and implement shock-responsive actions in their policies and programmes. Two emergency simulation exercises were held to test emergency preparedness and identify good practices and areas for improvement.
- An M&E framework and tools for the household profiling system and to classify all households in the new *Ubudehe* socio-economic categories was developed.

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

- A comprehensive package of nutrition-sensitive, shock-responsive and resilience building activities was implemented in five districts<sup>10</sup>. These efforts were complemented by the intensification of social and behaviour change communication efforts in the same districts and via national media channels through a partnership agreement signed between UNICEF and a local civil society organization. The endline survey conducted in the JP districts found that 68% of beneficiaries received support from proximity advisors compared to 46% at baseline, 85% of beneficiaries had kitchen gardens compared to 56% at baseline, and 37% of beneficiaries were affected by shocks compared to 57% at baseline.
- Guidance and technical skills training support was provided on how climate-sensitivity and shock-responsiveness of specific social protection programmes can help better harness the Classic Public Works portfolio for climate adaptation and disaster risk management. Furthermore, the concept note laying out the design of an operational shock-responsive social protection pilot developed by the technical working group formed for this purpose will enable practical testing of the concept of shock-responsive social protection at the community level, for the first time in Rwanda.
- Technical assistance was provided to build capacity in the new community-level frontline para-social workers nationwide. The capacity-building targeted the director of social protection, social development officers (district and sector), the data management specialist and representatives of NGOs and para-social workers and other proximity advisors in the five JP districts. This enhanced coordination and service-delivery by creating linkages with workforces from other ministries to strengthen referrals and harmonize reporting channels.
- Vegetable seeds were distributed to support more than 3,000 households across the five JP districts. Farmer promoters were supported through capacity building on how to prepare community kitchen garden demonstration plots, and household kitchen gardens were planted. Households are already consuming their own produce, and some are even selling the surplus to local markets or sharing with neighbours.

### Monitoring and data collection

- ⇒ World Relief conducted baseline and endline surveys in the intervention sectors/cells in the five districts and the reports are available. The surveys collected a range of data from beneficiaries, including on assets, sources of income, access to financial services, savings practices, their knowledge of social protection entitlements and their eligibility before and after the interventions. The surveys also assessed the capacity of workforces and local government staff to accelerate social protection services and serve the most vulnerable.

<sup>10</sup> Burera, Kirehe, Karongi, Nyamagabe and Rutsiro districts.



- ⇒ The PUNOs, government counterparts and the implementing partner regularly monitored community activities through joint field visits and district workshops to discuss and document lessons learned.
- ⇒ The data analysis experts deployed to LODA have analysed the various social protection information databases in use (*Ubudehe*, household profiling, M&E Information System – MEIS) and have developed a unified dataset that will form the basis of the social registry to be piloted in 2022.
- ⇒ Through seconded expertise on M&E, the JP supported a system-wide review of the M&E for all social protection components to identify gaps and capacity needs in data management; the review included a stakeholder mapping. LODA is using the findings to further streamline and align development partners' support for the expansion of the existing VUP safety net components (classic public works, expanded public works, direct support, and nutrition-sensitive direct support).

### III. JP finalization and evaluation

#### *Final JP evaluation and lessons learned*

The date when the evaluation was launched (month/year): May 2022

The date when the evaluation report was approved (month/year): August 2022

#### **Main observations:**

- On relevance, the JP evaluation concluded that by adopting a multi-level approach and intervening at the policy/strategic, systems and community levels, the JP played a crucial role in enhancing and providing comprehensive solutions to strengthening integrated social protection in Rwanda.
- On effectiveness, all JP indicators and outcomes were to a large extent achieved at policy, systems and community levels.
- On efficiency, the JP was considered highly cost-effective. This was underpinned by the PUNOs' expertise and approach to joint delivery (with local and community structures) to support the most vulnerable households.
- On sustainability, the JP evaluation concluded that the results will probably be sustained in the five targeted districts.

#### **Lessons learned:**

- This JP has demonstrated that it is both possible and highly beneficial to plan and implement a JP across UN agencies and ministries. A true JP with joint design, planning and implementation provides excellent results but takes time to get off the ground.
- The JP was unique in having three UN agencies working together with relevant ministries and delivering together in five districts. Coming into the communities with a joint approach saves time for everyone involved: for the PUNOs, for the relevant national government officials and particularly for the district officials who do not have to attend multiple meetings with different development partners.
- Engaging and involving policymakers from the design and planning stage, allowing for co-creation, was a catalyst for government buy-in and programme ownership. Ensuring the active and meaningful involvement of local leaders and community members in the design and planning process strengthened community buy-in for solutions relevant to community needs.
- Good practices adopted in the JP included parallel engagement at policy and technical levels, embedding cross-sectoral shared results across various government-PUNO partnership arrangements, and establishing government-led topic-specific working groups that report back to the long-term sector working group.
- Evidence generation is crucial. Having three UN agencies exploring and piloting the impact of shock-responsive social protection and then using that evidence to lobby government and other development partners to support scaling up is a good model for replication.
- Providing a comprehensive package of nutrition-sensitive shock-responsive social protection that includes livelihood empowerment pathways, seed funding and VSLAs, combined with support from proximity advisors, contributed to building resilience for vulnerable and food-insecure people.

- Building the capacity of local authorities and community structures is crucial for the success and sustainability of interventions, especially when they are expected to continue supervising and monitoring activities after programme implementation ends. And building the capacity of beneficiaries before they take part in project activities (so they are empowered to invest their savings in livelihood development) strengthens the sustainability of results.
- The shock-responsive social protection agenda's application in Rwanda required extensive contextualisation and home-grown innovation, due to the unique shock profile of the country, as well as particular strengths and features of the national disaster risk management and social protection systems. This work greatly benefitted from the in-depth diagnostic assessment at the onset.

### **Recommendations:**

- The JP had strong M&E and reporting systems. It is recommended for future interventions that a strong evidence-generation component be included in programme design so that robust evidence can be produced throughout project implementation and used for advocacy both internally and externally (with government and other partners).
- There is strong evidence that the social protection interventions have resulted in positive outcomes and enhanced resilience to shocks. The evaluation therefore recommended that the community-level interventions, particularly the seed funding, be costed and scaled up to other communities, cells, sectors and districts.
- As the integrated case management and referral model can be successfully implemented by well-trained proximity advisors who have the support of the sector and district officials, and as it has had a positive impact on beneficiaries, the model should continue to be scaled up across all districts and cells.
- The evaluation found a gap in linkages between the proximity advisor workforce and shock-responsive interventions. The para-social workers' guidelines should therefore be revised to include disaster preparedness and response efforts and link them to social protection interventions/access to social protection services.
- Working on the JP allowed each partner to broaden its scope of intervention. PUNOs should therefore explore further opportunities for collaboration and resource mobilization to continue jointly implementing more integrated social protection solutions.
- There is still a gap in the effective inclusion of persons living with disabilities in the design and implementation of the JP. The evaluation recommended that the National Council for Persons with Disabilities (NCPD) develop a concept paper with suitable representatives to clarify how people with disabilities should be included in future programme design, implementation, monitoring and reporting.
- Developing a financing strategy and government resource mobilization plan for social protection was planned within the JP but was not achieved. It would have enabled the JP to work with the government to unlock further financing to implement the social protection policy and sector strategic plan. The evaluation recommended that PUNOs, MINEMA and MINALOC, together with the Ministry of Finance and Economic Planning, develop a finance and resource mobilization strategy for SRSP.
- Future JPs would benefit from UN system-wide operational guidance on how UN agencies can best collaborate to procure services or contract NGO partners for joint programmes.

### *After the JP: follow-up and possibilities for sustainability of the impact and further scaling*

The JP has been an innovative and catalytic tool for the UN in Rwanda to build stronger synergies and coherence in its approach to social protection and strengthen multi-stakeholder support by creating stronger linkages in policy design and programme implementation across key institutions. The JP achieved a good balance between policy-level and community-level work – the latter giving credibility to the PUNOs to inform policies and engage in technical assistance at national level. Given the limited budget of the JP, priorities at community level had to balance the capacity building of key stakeholders and roll out of guidelines to strengthen coordination and referral mechanisms (on the one hand) and the delivery of innovative approaches and assets stimulating sustainable livelihoods (on the other).

The JP certainly advanced the shock-responsive social protection agenda. While the JP is acknowledged to have made a considerable difference, it was not long enough (particularly amidst COVID-19) to see the finalization of national guidelines and operational models, which are highly complex and involve both policy

and technical and systemic alignment. This work will continue beyond the JP, with the JP having made a significant difference in the ability of the PUNOs to engage and technically inform this work. At the systems level, further technical assistance is required as operational systems are developing rapidly.

During programme implementation, the government reconsidered its whole social protection targeting approach, announcing a shift from the community-based *Ubudehe* system that the JP sought to support towards a proxy means-testing approach using a national social registry within an ambitious timeframe. This affected the focus and efforts by the PUNOs to engage in influencing more inclusive and better coordinated targeting systems; it requires continued engagement by PUNOs after the JP.

All interventions were carefully designed and planned in consultation with government counterparts at central and decentralized levels. Policy reviews and diagnostic work benefited from international expertise and responded to the needs and emerging priorities of the social protection and affiliated actors. Strategic engagement of the JP stakeholders helped to build a stronger understanding of the sector and to unpack the complexities related to shock-responsive social protection, graduation from extreme poverty, capacity building of service providers and adaptive planning at community level.

A high-level visit of UN representatives and government delegates to Burera District was conducted in June 2022. Field visits took place in two other districts (Kirehe and Karongi) in August 2022 to assess JP achievements and discuss the sustainability of interventions with local authorities; the remaining districts will be visited in September after the national population census has been completed. UNICEF mobilized additional funding to provide continuous support to each district up to November 2022, with an emphasis on providing technical assistance to households following the late distribution of small livestock. There will also be a top-up to the seed funding budget, allowing an additional five projects per district to be funded and ensuring further support to ongoing income-generating projects.

The revised VUP and Graduation policy framework set an excellent foundation for further integration of Cash and Cash Plus approaches. Given the strong focus on Cash Plus in the JP, evidence from the endline survey and JP evaluation report will be translated into policy briefs and a national level consultation will be organized in October 2022 to engage in further dialogue with the government and key social protection partners emphasizing the importance of delivering Cash Plus interventions alongside income support schemes. The World Bank and Belgium have already committed to supporting the scale-up of the integrated case management and referral system and training of para-social workers going forward.

The agenda for integrated financing for social protection is too complex to undertake in a programme which has an initial duration of two years and does not have the Ministry of Finance and Economic Planning as an explicit and leading government counterpart. UN agencies are well placed and have rapidly developed capacities to engage in technically demanding sector-specific financing strategies, as was done during this JP by the PUNOs under separate programmes (e.g. WFP working with the government on school feeding financing strategy; UNICEF working on a WASH financing strategy and investment case for early childhood development (ECD) under the Integrated National Financing Framework JP). But the multi-sectoral set-up of social protection in Rwanda makes developing a financing strategy demanding. In addition, the disaster-risk financing dialogue envisioned in the programme design document ran into complexities of coordination across ministries and was de-prioritized as not considered feasible to be completed in only two years. These agendas are worthwhile and crucial to continue engaging in but require a JP focused on financing, plus robust partnerships with government and international financial institutions, to fully take off.

## Annex 1: Consolidated final results

### 1. JP contribution to global fund’s programmatic results

#### Global Impact: Progress towards SDGs

Select up to 3 SDG *indicators* that your Joint Programme primarily contributed to (in relation to SDG targets listed in your JP ProDoc)

- **SDG 1.3** *Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable*
- **SDG 1.5** *By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters*
- **SDG 2.1** *By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round*

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

Outcome indicators	Expected final target	Final result	Reasons for variance from planned target (if any)
1.1: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scope <sup>11</sup>	1	3	Emerging priorities were integrated into the JP work plan throughout implementation.
<i>List the policies:</i> <ul style="list-style-type: none"> <li>• Disaster Risk Reduction and Management Policy (MINEMA)</li> <li>• National Strategy for Sustainable Graduation (MINALOC)</li> <li>• Draft revised VUP programme document (MINALOC)</li> </ul>			
1.2: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scale <sup>12</sup>	1	1	
<i>List the policies:</i> <ul style="list-style-type: none"> <li>• The mid-term review of the Social Protection Strategic Plan (ongoing assignment) foresees revision of the targets of social protection intervention in terms of population coverage.</li> </ul>			

<sup>11</sup>Scope = substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>12</sup>Scale = geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

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

Output indicators	Expected final target	Final result	Reasons for variance from planned target (if any)
3.1 Number of innovative solutions that were tested (disaggregated by percentage successful-unsuccessful)	2	2	Nutrition-sensitive interventions were completed in June 2022 while projects supported by seed funding kicked off in March 2022. Further information on the success of projects will be available in November 2022 after the extension of the project with World Relief comes to an end.
3.2: Number of integrated policy solutions that have been implemented with the national partners in lead	1	1	Implementation will depend on approval of revised policies expected in 2022.

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

- Yes
- No

Explain briefly: The PUNOs supported the operational roll-out of the integrated case management system by developing training materials and approaches that were tested in the five districts in the JP, for further scale-up nationwide by the government. The programme also supported testing better linkages between local business development advisors and social protection beneficiaries (to help the beneficiaries to develop business ideas); and seed funding was awarded to the best business ideas in March 2022.

## 2. Results as per JP Programmatic Results Framework

Result / indicators	Baseline	Expected final target	Final result	Comments or reasons for variance from planned target (if any)
<b>Outcome 1:</b> 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				
<b>Outcome 1.1 indicator:</b> Number of extremely poor population benefiting from direct income support schemes (UNDAP 4.1)	271,258 households (FY 2017/18)	346,470 (2020) 355,864 (2021)	434,516 (2019/20) 504,010 (2020/21) 498,184 (2021/22)	Horizontal expansion of some social protection cash support programmes.  The 2021/22 figure provides progress up to March 2022 covering the first 3 quarters of the fiscal year July 2021–June 2022.
<b>Output 1.1:</b> 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				
<b>Output 1.1.1 indicator:</b> The JP contributes to enhancing disaster risk management, agriculture, child- and gender-sensitivity in the revised social protection policy and strategic framework.	No	Yes	Yes	
<b>Output 1.1.2 indicator:</b> # of disaster management policy and strategy documents developed to advance adaptive social protection.	0	2	2	Disaster Risk Reduction and Management Policy is at Cabinet for approval, strategy is being developed.  A comprehensive package of seven sector preparedness plans has been validated, pending publishing.
<b>Output 1.1.3 indicator</b> # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the social protection working group.	1	1	1	Measurement options recommended by BRAC were included in the National Graduation Strategy M&E Plan (pending PM/Cabinet approval).

Result / indicators	Baseline	Expected final target	Final result	Comments or reasons for variance from planned target (if any)
<b>Output 1.2.</b> Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups				
<b>Output 1.2.1 indicator:</b> # social protection M&E systems that have indicators that are gender-, child- and shock-responsive	0	1	1	Household profiling system was adapted with M&E framework (including revision of indicators) and tools.
<b>Output 1.2.2. indicator:</b> # of initiatives supporting improved targeting, including households affected by shocks	0	3	3	<ol style="list-style-type: none"> <li>1. <i>Ubudehe</i> review</li> <li>2. Review of household profiling indicators + development of M&amp;E framework</li> <li>3. Shock-responsive targeting protocols (MINALOC-LODA, WFP) to be completed before the end of 2022</li> </ol>
<b>Output 1.2.3 indicator:</b> # of government staff have strengthened capacity to effectively support households in natural disaster-prone areas	0	20	158	The district DRM trainings and emergency simulation exercise had initially been planned for district Disaster Management officers from the 5 JP districts. But the scope of the activity changed and it was oriented to target all District Disaster Management Committee (DIDIMAC) members and interagency officers (Police, army, security officers et al.) engaged in emergency response at district level. This led to increased numbers as shown.
<b>Output 1.2.4. indicator:</b> # Guidelines and tools developed to support building of the social development	0	2	2	<ol style="list-style-type: none"> <li>1. Integrated case management &amp; referral</li> </ol>



Result / indicators	Baseline	Expected final target	Final result	Comments or reasons for variance from planned target (if any)
advisors system (including consultative committees for development of cells, CCDCs)				(ICMR) guidelines were tested in the JP districts (1 cell), finalized and handed over to LODA. 2. CCDC guidelines and training manual were developed; training will be further scaled up in the remaining cells of the JP Districts in July–August 2022 (using UNICEF core funds).
<b>Outcome 2:</b> National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks				
<b>Outcome 2.1 indicator:</b> # of social protection interventions that are modelled to include nutrition, child-, gender- and shock-sensitive measures and targeting criteria (UNDAP)	0	2	3	1. Intervention piloting nutrition-sensitive social protection through ICMR, VSLAs, kitchen gardens and community sensitization 2. Intervention to support seed funding for innovative solutions for economic resilience (including business development advisor support) 3. Assets planning and implementation
<b>Output 2.1.</b> 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				
<b>Output 2.1.1 indicator:</b> # of community-identified innovative initiatives for poverty reduction and environmental issues are provided with seed funding and productive assets	0	50	108	45 are individual projects/businesses; 53 are group projects/businesses

Result / indicators	Baseline	Expected final target	Final result	Comments or reasons for variance from planned target (if any)
<b>Output 2.1.2 indicator:</b> # of districts that have operational integrated case-management and referral mechanism that links proximity workforces	0	5	5	In addition to integrated support provided to the 5 target districts, the JP supported the training of trainers to roll out the para-social worker system in all 30 districts of Rwanda.
<b>Output 2.1.3 indicator:</b> # of local government staff with enhanced skills in livelihood enhancement, financial inclusion, and shock-responsiveness and adaptation	0	100	99 staff trained on SLP and 123 staff trained on operationalization of CCDCs	SLP = seasonal livelihoods programming CCDC = consultative committee for the development of the cell
<b>Output 2.1.4 indicator:</b> # of community workforces trained to enhance their capacity in the delivery of integrated social protection services	0	800	814	Additional workforces were targeted in early 2022 through the refresher training provided by World Relief
<b>Output 2.1.5 indicator:</b> # of households 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 mindset to self-reliance and resilience.	0	600	611	

## Annex 2: Strategic documents

### 2.1. Contribution to social protection strategies, policies and legal frameworks

#### Strategic documents developed or adapted by JP

Document	Date finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
Assessment of the sensitivity of the social protection sector in Rwanda to climate-related shocks	April 2020	Yes	Yes	Yes	Yes	Yes	<a href="https://www.wfp.org/publications/assessment-sensitivity-social-protection-sector-rwanda-climate-related-shocks-wfp-2020">https://www.wfp.org/publications/assessment-sensitivity-social-protection-sector-rwanda-climate-related-shocks-wfp-2020</a>
Budget briefs on the social protection budget and nutrition budget allocations in FY 2020/21	Dec 2020	Yes	Yes	No	Yes	Yes	<ul style="list-style-type: none"> <li>• <a href="#">Health Budget Briefs</a></li> <li>• <a href="#">Education Budget Briefs</a></li> <li>• <a href="#">WASH Budget Briefs</a></li> <li>• <a href="#">Nutrition Budget Briefs</a></li> <li>• <a href="#">Social Protection Budget Briefs</a></li> <li>• <a href="#">National Budget Briefs</a></li> </ul>
Budget briefs on the social protection budget and nutrition budget allocations in FY 2021/22	Nov 2021	Yes	Yes	No	Yes	Yes	
Paper on graduation measurement recommendations (BRAC USA)	Nov 2021	No	Yes	Yes	Yes	No	-
Disaster Risk Management and Reduction Policy (2021)	August 2021	yes	No	No	No	Yes	-

National Disaster Management Plan for Food Security and Nutrition in Rwanda.	June 2022	No	No	No	No	Yes	-
National Disaster Management Plan for Assistance to Vulnerable Groups in Rwanda.	June 2022	Yes	Yes	Yes	No	Yes	-
National Disaster Management Plan for Search, Rescue and Evacuation Sector in Rwanda.	June 2022	No	No	No	No	Yes	-
National Disaster Management Plan for Water, Sanitation and Hygiene Sector in Rwanda.	June 2022	No	No	No	No	Yes	-
National Disaster Management Plan for Assistance to Vulnerable Groups in Rwanda.	June 2022	Yes	Yes	Yes	Yes	Yes	-
National Disaster Management Plan for Damage Control and Initial Rehabilitation. Sector in Rwanda	June 2022	No	No	No	No	No	-
National Disaster Management Plan for Shelter in Rwanda.	June 2022	No	No	No	No	Yes	-
National Disaster Management Plan on Mass Fatality Management in Rwanda	June 2022	No	No	No	No	No	-

**Strategic documents to which JP contributed (but did not produce or lead in producing)**

<b>Document</b>	<b>Date finalized (MM/YY)</b>	<b>Focus on extending social protection coverage (Yes/No)</b>	<b>Focus on improved comprehensiveness of social protection benefits (Yes/No)</b>	<b>Focus on enhancing adequacy of social protection benefits (Yes/No)</b>	<b>Focus on improving governance, administration and/or implementation of social protection system (Yes/No)</b>	<b>Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)</b>	<i>If published, provide the hyperlink</i>
Economic Recovery Plan and Social Protection Response Plan (Government of Rwanda)	April 2020	Yes	Yes	Yes	Yes	Yes	-
Revised VUP programme document	Approved by MINALOC September 2021 but awaiting Cabinet approval	Yes	Yes	Yes	Yes	Yes	-
National Strategy for Sustainable Graduation	Finalized by MINALOC in December 2021 and awaiting Cabinet approval	Yes	Yes	Yes	Yes	Yes	-
District and Sector level Capacity Assessment on Implementation of Social Protection Programmes	To be finalized in September 2022	Yes	Yes	Yes	Yes	Yes (for DRM)	-

## 2.2. Focus on vulnerable populations

### Strategic documents developed or adapted by JP

Document	Date finalized (MM/YY)	Focus on gender equality and women's empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwD (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)
AISPR project baseline report (World Relief Rwanda)	January 2021	Yes	Yes	Yes	No	No	Yes	Yes
AISPR project endline report (World Relief Rwanda)	June 2022	Yes	Yes	Yes	No	No	Yes	Yes
Guidelines for the provision of seed funding to VUP beneficiaries	September 2021	Yes	Yes	Yes	No	No	Yes	Yes

### Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Document	Date when finalized (MM/YY)	Focus on gender equality and women's empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwD (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)
New <i>Ubudehe</i> categorization report	Finalized by MINALOC in October 2021 but still awaiting Cabinet approval	Yes	Yes	Yes	Yes	No	Yes	

### Annex 3: Results questionnaire

- Complete online using the following link: <https://forms.office.com/r/DfvPvaGfsg>.

### Annex 4: Final report on JP evaluation

- Provide separately.

### Annex 5: List of strategic communications products

Document	Date finalized (MM/YY)	Brief description and hyperlink (if available)
Summary of JP programme document	December 2019	A booklet with key information on the JP on social protection was published and shared with partners on various occasions
Communiqué	December 2019	UN Resident Coordinator shared a communiqué on the JP. It was published on the UN Rwanda website <a href="https://rwanda.un.org/en/31430-2-million-usd-joint-sustainable-development-fund-strengthen-social-protection-work-rwanda">https://rwanda.un.org/en/31430-2-million-usd-joint-sustainable-development-fund-strengthen-social-protection-work-rwanda</a>
Banners	January 2020	Programme banners were produced during the launch and have been used at several events
Field photos	September 2020	WFP conducted a field visit to capture photos of beneficiaries in Karongi District, Western Province
Launch of JP on Twitter	January 2020	The JP will accelerate graduation of poor households, create opportunities for local communities & individual households to live a decent life, & build resilience. #LeaveNoOneBehind is embedded in #Rwanda's policies and programmes <a href="https://twitter.com/UNRwanda/status/1222504218122170368">https://twitter.com/UNRwanda/status/1222504218122170368</a>
Launch of JP on Twitter	January 2020	The <a href="#">@UN</a> <a href="#">#Rwanda</a> <a href="#">@JointSDGFund</a> <a href="#">@unicefrw</a> <a href="#">@FAORwanda</a> <a href="#">@WFP</a> with <a href="#">@RwandaGov</a> Joint Program to Promote Social Protection in Rwanda will target the most vulnerable households in <a href="#">@KireheDistrict</a> <a href="#">@KireheDistrict</a> <a href="#">@KarongiDistr</a> <a href="#">@BureraDistrict</a> <a href="#">@Nyamagabe</a> and <a href="#">@RutsiroDistrict</a> <a href="https://twitter.com/UNRwanda/status/1222528837092814848">https://twitter.com/UNRwanda/status/1222528837092814848</a>



Launch of JP on Twitter (Reply)	January 2020	<p>Congrats <a href="#">@UNRWanda</a> for your leadership amongst the 36 countries funded by <a href="#">@JointSDGFund</a> to <a href="#">#LeaveNoOneBehind</a> !</p> <p><a href="https://twitter.com/LisaKurbiel/status/1222715607923200002">https://twitter.com/LisaKurbiel/status/1222715607923200002</a></p>
Launch of JP on Twitter (Reply)	January 2020	<p>@UNRWanda we are excited to be working on Joint Programmes highlighting the importance of Social Protection <a href="#">#LeaveNoOneBehind</a>. This is just the beginning and we are anticipating an exciting journey ahead!!</p> <p><a href="https://twitter.com/JointSDGFund/status/1222707210603704321">https://twitter.com/JointSDGFund/status/1222707210603704321</a></p>
Field mission to gather photos of the community-based planning process at district level in which all PUNOs participated	July 2022	<p>Selection of photos from the field visit:</p> <p><a href="https://drive.google.com/drive/folders/1AlzXdSEZ6wcng6ogk9p8KzEhHwiQksJ8?usp=sharing">https://drive.google.com/drive/folders/1AlzXdSEZ6wcng6ogk9p8KzEhHwiQksJ8?usp=sharing</a></p>
A story on community training on the Seasonal Livelihoods Programme was posted on the UN Rwanda website	June 2021	<p><a href="https://rwanda.un.org/en/130629-un-joint-programme-enables-community-leaders-manage-response-climate-related-shocks-and">https://rwanda.un.org/en/130629-un-joint-programme-enables-community-leaders-manage-response-climate-related-shocks-and</a></p>
Launch of agricultural terraces in Nyamagabe and Rutsiro districts	September 2021	<p><a href="https://twitter.com/UNRWanda/status/1436244739075022848">https://twitter.com/UNRWanda/status/1436244739075022848</a></p>
Media coverage of the policy forum on shock-responsive social protection	December 2021	<ol style="list-style-type: none"> <li>1. MINALOC ifatanyije na PAM/WFP basanga hakenewe ubufatanye mu guhangana n'ingaruka z'imihindagurikire y'ibihe <a href="http://www.rebero.co.rw/2021/12/09/minaloc-ifatanyije-na-pam-wfp-basanga-hakenewe-ubufatanye-mu-guhangana-ningaruka-zimihindagurikire-yibihe/">http://www.rebero.co.rw/2021/12/09/minaloc-ifatanyije-na-pam-wfp-basanga-hakenewe-ubufatanye-mu-guhangana-ningaruka-zimihindagurikire-yibihe/</a></li> <li>2. MINALOC isanga hakenewe ubufatanye mu guhangana n'ingaruka z'imihindagurikire y'ibihe: <a href="https://www.rba.co.rw/post/MINALOC-isanga-hakenewe-ubufatanye-mu-guhangana-ningaruka-zimihindagurikire-yibihe">https://www.rba.co.rw/post/MINALOC-isanga-hakenewe-ubufatanye-mu-guhangana-ningaruka-zimihindagurikire-yibihe</a></li> <li>3. Leta yijeje gutabara abahuye n'ikibazo cy'amapfa: <a href="http://thesourcepost.com/index.php/2021/12/09/leta-yijeje-gutabara-abahuye-nikibazo-cyamapfa/">http://thesourcepost.com/index.php/2021/12/09/leta-yijeje-gutabara-abahuye-nikibazo-cyamapfa/</a></li> <li>4. Radio Rwanda-Evening news (In three languages: Kinyarwanda, French and English)</li> <li>5. Radio 10 (Kinyarwanda news)</li> <li>6. RTV: (In three languages: Kinyarwanda, French and English)</li> <li>7. TV10: (Kinyarwanda news)</li> </ol>

Story of VSLA & seed funding in Nyamagabe District	March 2022	<a href="https://www.unicef.org/rwanda/stories/village-savings-and-loans-associations-approach-transforming-lives">https://www.unicef.org/rwanda/stories/village-savings-and-loans-associations-approach-transforming-lives</a>
High-level field visit to Burera District (UN RCO, PUNOs & LODA)	June 2022	<a href="https://twitter.com/unicefrw/status/1532380585116815363">https://twitter.com/unicefrw/status/1532380585116815363</a>
Documentary on positive change made by the JP at community level	June 2022	<a href="https://www.youtube.com/watch?v=IgdBgP8Ab7Y">https://www.youtube.com/watch?v=IgdBgP8Ab7Y</a>
Video highlights of the policy forum on shock-responsive social protection	June 2022	<a href="https://youtu.be/qHGtessz_tM">https://youtu.be/qHGtessz_tM</a>