

# Joint Programme Document

## A. COVER PAGE

**1. Fund Name:** Joint SDG Fund

**2. MPTFO Project Reference Number**

**3. Joint programme title:** Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda

**4. Short title:** Accelerate Integrated Social Protection

**5. Country and region:** Rwanda, East Africa

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**9. Short description:**

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.

- **Expected results at policy/strategic level:** there will be strengthened policy coordination and collaboration at strategic and programme planning level amongst different sectors contributing to integrated social protection, related to the different Sustainable Development Goals (SDGs) and their interrelations. Furthermore, it is expected that the programme will contribute to unlocking additional funding for the social protection sector partly through support from DFID and World Bank and partly through other funding opportunities including multi-lateral funding.
- **Expected results at system level:** there will be a stronger national social protection monitoring and evaluation (M&E) system covering more integrated indicators as well as strengthened capacity to use this system for improved targeting and better identifying people left behind or at risk to be left behind. Existing cash transfers and 'cash PLUS'<sup>1</sup> programmes will be better aligned and targeting and delivery will be enhanced through innovative interventions for shock-responsive and shock-adaptive social protection.
- **Expected results at community level:** the most vulnerable households in five districts<sup>2</sup> in Rwanda will benefit from a single-window approach with an innovative integrated case-management and proximity services referral model, improved access to social protection, basic social services and economic empowerment, while building

<sup>1</sup> Cash PLUS programmes are programmes where cash benefits are supplemented with non-cash benefits (e.g. asset transfers, social services, etc.).

<sup>2</sup> Preliminary proposed Districts are, but can be changed during inception phase: Kirehe, Karongi, Burera, Nyamagabe and Rutsiro. These Districts are selected due to their high poverty and malnutrition rates and proneness to natural disasters. They are also amongst the 17 Districts of the Multi-Sectoral Joint Action Plan. Finally, PUNO's are already implementing social protection activities, which can be leveraged on by the programme

their resilience to climatic shocks and improving their access to agriculture inputs and nutrition support. These results will be achieved through a tripartite collaboration between the PUNO's, local government and NGO's. NGO's will play a crucial role in implementing the new social protection models through close collaboration with local government and communities, and capture best practices for scaling up.

**10. Keywords:**

Social protection; integrated; multisectoral; shock-responsive; child-sensitive; nutrition; resilience

**11. Overview of budget**

<b>Joint SDG Fund contribution</b>	<b>USD 2,000,000.00</b>
Co-funding 1 UNICEF	USD 500,000.00
Co-funding 2 WFP	USD 350,000.00
Co-funding 3 FAO	USD 190,00.00
<b>TOTAL</b>	<b>USD 3,040,000.00</b>

**12. Timeframe:**

Start date	End date	Duration (in months)
31/12/2019	30/12/2021	24

**13. Gender Marker: 2**

**14. Target groups** (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	x	
Children	x	
Girls	x	
Youth		x
Persons with disabilities	x	
Older persons		x

**15. Human Rights Mechanisms related to the Joint Programme**

- o Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)
- o Convention on the Rights of the Child (CRC)
- o Convention on the Rights of Persons with Disabilities (CRPD)

**16. Participating UN Organizations (PUNOs) and Partners:**

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## List of acronyms

CCD	Consultative committees for development
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CFSVA	Comprehensive Food Security and Vulnerability Assessment Report
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSOs	Civil society organizations
DFID	UK Department for International Development
DHS	Demographic and Health Survey
EICV	Integrated Household Living Survey
ECD	Early Childhood Development
EU	European Union
FAO	Food and Agriculture Organisation
FARG	Genocide Survivor's Assistance Fund
FBOs	Faith-Based Organizations
GDP	Gross Domestic Product
HDI	Human Development Index
INGOs	International non-governmental organizations
LNOB	Leaving No One Behind
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and evaluation
MEIS	Monitoring & Evaluation Information System
MIFOTRA	Ministry of Public Services and Labor
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINAGRI	Ministry of Agriculture and Animal Resources
MINEMA	Ministry in charge of Emergency Management
MINECOFIN	Ministry of Economic Planning and Finance
MINEDUC	Ministry of Education
MININFRA	Ministry of Infrastructure
MoH	Ministry of Health
MPTF	UN Multi-Partner Trust Fund
NCC	National Child Council
NCPD	National Council for People Living with Disabilities
NECDP	National Early Childhood Development Programme
NGOs	Non-governmental organizations
NRS	National Rehabilitation Service
NST	National Strategy for Transformation
PUNOs	Participating UN Organizations
RAB	Rwanda Agriculture board
RBC	Rwanda Bio-medical Center
RCO	Resident Coordinator Officer
RDRC	Rwanda Demobilisation And Reintegration Commission
REB	Rwanda Education Board
RSSB	Rwanda Social Security Board
SDGs	Sustainable Development Goals
SPSWG	Social Protection Sector Working Group
ToC	Theory of Change
UNDAP	United Nations Development Assistance Plan
UNICEF	United Nations Children's Fund
UNSDG	United Nations Sustainable Development Group
VUP	Vision2020 Umurenge Programme
WFP	World Food Programme

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## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

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

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

- **Long-term outcome:** Increased resilience to man-made and environmental shocks of the poor and vulnerable (UNDAP outcome 4)
- **Intermediate 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 enhance their livelihoods and access to social services
- **Intermediate outcome 2:** National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks

#### 3.2 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
- **Output 1.2:** Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups
- **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

### 4. SDG Targets directly addressed by the Joint Programme

#### 4.1 List of targets

- **SDG 1.1** *By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day*
- **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*
- **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*
- **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*



Additionally, the programme contributes to SDGs 5, 8, 10 and 13 through mainstreaming and cross-cutting.

#### 4.2 Expected SDG impact

It is expected that the programme will help to accelerate the reduction of poverty and malnutrition. The current trends show a waning in reduction rates in both poverty and malnutrition. The programme will accelerate and inform ongoing and planned government efforts to speed up reduction of both poverty and malnutrition through innovations and increased effectiveness and integration. However, as both poverty and malnutrition are complex and multidimensional issues, sustainable reduction of both are lengthy processes. It is expected that the results of the programme will set the foundation to accelerate the reduction process. Given the complexity and multidimensionality, the results will not be fully observed during the 24-month implementation of the programme but will contribute to the national achievement of the SDG agenda after the finalization and beyond the project cycle of the programme. However, the end evaluation will help to shed light on the impact of the programme at the end of its implementation.

#### 5. Relevant objective/s from the national SDG framework

The Government of Rwanda has domesticated the SDGs into their medium-term development strategy, the National Strategy for Transformation (NST 1) (2017-2024). Relevant priorities of the social transformation pillar of NST 1 are:

- *Promote resilience to shocks and enhance graduation from poverty and extreme poverty through improving and scaling up core and complementary social protection programs* – related to SDG1, SDG 10, SDG2
- *Eradicate malnutrition through enhanced prevention and management of all forms of malnutrition* – related to SDG2, SDG1

#### 6. Brief overview of the Theory of Change of the Joint programme

##### 6.1 Summary:

The Theory of Change (ToC) depicts that:

**if** an effective integrated social protection policy framework is in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services (output 1), and

**if** a strengthened delivery system in terms of targeting, M&E and case management is in place (output 2) and

**if** innovative community mechanisms are in place to strengthen in a gender-sensitive way the delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, in climate-shock prone areas (output 3)

**then** child, gender and nutrition-sensitive safety nets are delivered through an effective national social protection system (intermediate outcome 1) and

**then** there will be improved technical and institutional capacities and increased resilience at community level (intermediate outcome 2),

**leading to** increased resilience of the key poor and vulnerable (long-term outcome),

**leading to** decreased poverty and hunger of the key poor and vulnerable (impact).

**6.2 List of main ToC assumptions to be monitored:**

- Relevant national stakeholders are willing to support the policy integration and perceive planned activities as a contribution to improvement and acceleration of the existing national approach to eradication of extreme poverty
- The existing social protection delivery system is flexible for amendments and integration and provides a sound base for further strengthening in the proposed intervention areas
- Communities and local government are adequately informed and supportive of existing social protection programmes and have the required staffing capacity to deliver on integrated social protection.

**7. Trans-boundary and/or regional issues**

It was found there are no current trans-boundary and/or regional issues relevant to the programme.

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

##### Overview of social protection in Rwanda

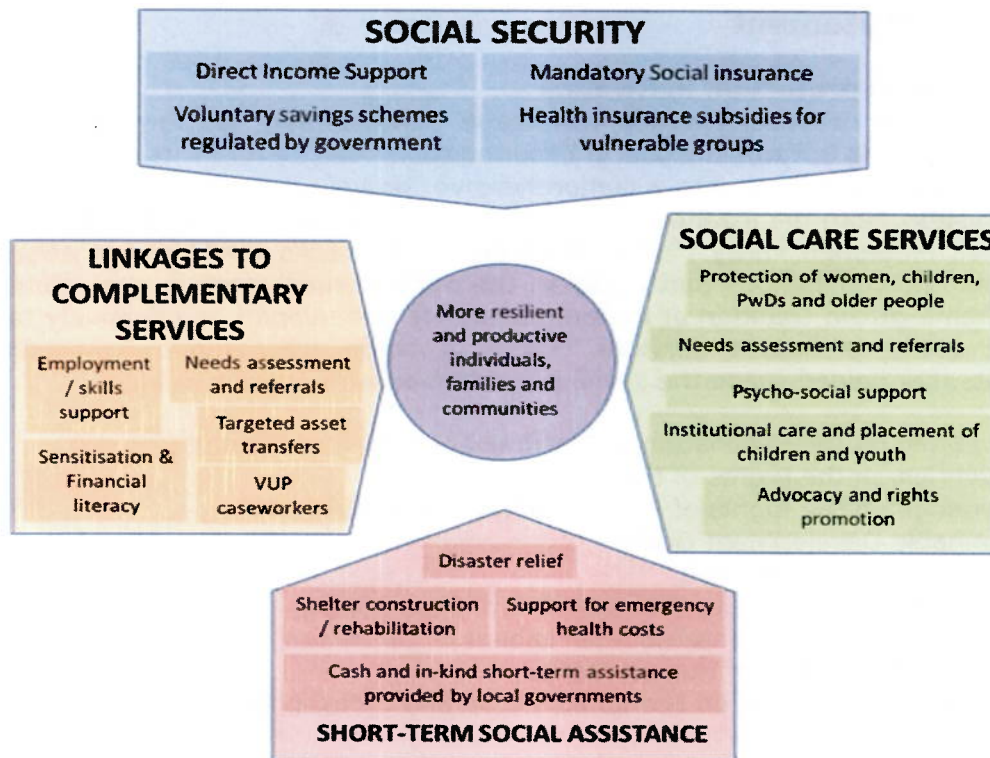
Over the past two decades, Rwanda has made a remarkable journey towards poverty reduction and working towards the goal of ensuring social welfare for all its citizens. The social protection sector has evolved into a comprehensive, preventative, life-cycle oriented social protection system. Both the Rwanda's Social Protection Strategic Plan 2018/19 – 2023/24 as well as Social Protection Policy (2005) build on the country's ratified international policy commitments and conventions that establish the right to social security and protection, as well as on home-grown tradition of mutual assistance and support to effectively target and deliver the social protection services. Some of these international conventions and commitments that helped shape the social protection current policies include:

- Convention on the Elimination of Discrimination against Women (CEDAW)
- Convention on the Rights of the Child (CRC)
- Convention on the Rights of Persons with Disabilities (CRPD)
- Sustainable Development Goals
- African Union Agenda 2063
- African Union Social Policy Framework for Africa (2008)
- Convention 102 of the International Labour Organisation
- Universal Declaration of Human Rights
- International Covenant on Economic, Social and Cultural Rights (ICESCR)

The Social Protection sector in Rwanda aims to ensure that all citizens have a dignified standard of living, are protected from social exclusion, neglect and abuse, and are supported to access employment and livelihood opportunities. This aligns with the Agenda 2030/SDG and UN principle of Leaving No One Behind. Rwanda's updated Social Policy (2017) and strategy defines social protection as: *"All public and private insurance and income transfers schemes as well as Social Care Services that, together, ensure that all citizens, especially the most vulnerable and marginalised, have income security, a dignified standard of living, are protected against life-cycle and livelihood risks and that the rights of all citizens are upheld."*

Following on from the definition provided in the updated National Social Protection Policy (2018) and Strategic Plan (2018-2024), Rwanda's social protection sector is built on four main pillars as illustrated in Figure 1.

Figure 1. The four pillars of the Social Protection sector in Rwanda



Source: Social Protection Strategic Plan, 2018-2024

The Social Protection Strategic Plan 2018-2024 also highlights seven key priorities that the government and its stakeholders intend to focus on, in order to achieve sector targets and the NST 1 targets. These priorities include:

- Increasing access to social security, particularly among vulnerable older people, people with disabilities, households with low labour capacity and other poor families
- Increasing the contribution of social protection to reducing malnutrition
- Strengthening support for households and communities affected by disasters and shocks
- Strengthening the provision of Social Care Services for the most vulnerable
- Strengthening linkages with complementary services for economic empowerment
- Strengthening values of self-reliance, respect for rights and community-based support for the vulnerable
- Strengthening institutional capacity for evidence-based policy development and delivery in the social protection sector

### Key social protection programmes and stakeholders

Social protection in Rwanda is characterized by social safety nets and complementary programmes that are designed to address social and economic vulnerabilities of beneficiaries and provide a range of social and livelihood services that respond to their needs as outlined in Table 1.

*Table 1. Overview of key cash and asset transfer programmes and social services*

<b>Programmes</b>	<b>Coverage in 2017/18</b>
VUP <sup>3</sup> Direct Support	95,004 households
VUP Classic Public Works	134,703 households
VUP Expanded Public Works	13,142 households
VUP Expanded Direct Support	130,000 households (in 2019)
VUP Nutrition Sensitive Direct Support	50,000 individuals (in 2019)
VUP Financial Services	39,971 individuals
VUP Asset Grants	5,044 households
Fortified blended food support	48,966 children and 10,132 women
Early childhood development interventions	256,677 children in ECD facilities
Pension	8per cent of salaried workforce
Community based health insurance	83.4per cent of the population
One Cow per Poor Family ( <i>Girinka</i> )	32,973 Households
Agricultural Inputs Subsidy schemes	1,200,000 Households (registered for 2019)

Source: National Social Protection Learning Event Booklet, February 2019

The estimated costs for the implementation of the Social Protection Strategic Plan (2018-2024) encompassing all planned interventions is of US\$ 828 million, for the total six years of the plan. For the financial year 2019/20, the funding needs are estimated at US\$ 143.5 million as per the Strategic Plan while the allocated budget for Social Protection is of US\$ 135.7 million<sup>4</sup> (source: Forward-looking Joint Sector Review, June 2019). We therefore estimate that there is a funding gap of US\$ 7.8 million for the current financial year.

The social protection sector is led by the Ministry of Local Government (MINALOC) and collaborates closely with other social sector ministries to ensure coordination and delivery of specific objectives and priorities under Social Protection Strategy. The MINALOC implementing agencies are: Local Administrative Entities Development Agency (LODA), Genocide Survivor's Assistance Fund (FARG), Rwanda Demobilisation And Reintegration Commission (RDRC), National Council for People Living with Disabilities (NCPD) and National Rehabilitation Services (NRS), the implementing agencies under other social sectors (Rwanda Agriculture board (RAB), High Education Council (HEC), National Early Childhood Development Programme (NECDP), National Child Council (NCC), Rwanda Social Security Board (RSSB). In collaboration with Districts, they are responsible for delivery, management and M&E of core and complementary social protection services.

The national Social Protection Sector Working Group (SPSWG) is the main coordinating body and is chaired by MINALOC and co-chaired by the UK Department for International Development (DFID). The SPSWG coordinates social protection actors, including government, development partners and civil society organisations and oversees policy and strategy development and implementation. It deliberates on the sector's four pillars through its Sub-Committees which are also co-chaired by both government and development partners or civil society organisations. The delivery of national social protection core and complementary programmes is mainly funded by the government, with support from key development

<sup>3</sup> VUP stands for "Vision2020 *Umurenge* Programme" and refers to the government's flagship social protection programme, implemented under the Ministry of Local Government through its affiliated institution "Local Administrative Entities Development Agency"

<sup>4</sup> The exchange rate applied to convert these figures is of October 2019 (RWF 915 to the US\$).

partners, including DFID, the World Bank, and UN agencies, and national and international civil society organizations.

### Critical gaps and challenges

Despite the tremendous developments in the social protection sector in Rwanda since 2011, when the first Social Protection Sector Strategic Plan was elaborated, a number of challenges were identified as needing to be addressed. The most critical ones include:

1. The institutional capacity to deliver on social protection services has gaps, even though much has been done in regard to public sector restructuring at national and local government levels, aiming at addressing this particular issue. Capacity gaps are particularly apparent at sub-district levels (Sector and Cell level). This is mainly illustrated by the social protection programmes that are increasingly fragmented thereby further increasing the burden on local governments.
2. Coverage of social protection remains low compared to needs, irrespective of a significant scale-up of the Vision 2020 *Umurenge* Programme (VUP) interventions both in scope and scale. Only approximately 57 per cent of households who are eligible for the direct income support schemes in *Ubudehe* 1<sup>5</sup>, which are the extreme poor households, are actually covered. The Comprehensive Food Security and Vulnerability Assessment Report (CFSVA, 2018) shows that 18.7 per cent of households are food insecure and mainly survive on social assistance.
3. Beneficiaries of social protection schemes and other subsidies are by principle targeted through their *Ubudehe* classification. Examples include: the VUP Direct Income Support scheme; community-based health insurance premium subsidies; education scholarships; subsidies for solar-based domestic electricity systems; and incentives for long-term savings for informal sector workers. This approach is becoming increasingly problematic as there are targeting errors, mainly because income-poverty and *Ubudehe* classification are not always closely related.
4. The alignment of programme-specific M&E systems with the sector-wide M&E framework is a challenge and related to this, the mechanisms in place to collect high quality and robust information on the performance and impact of the sector on poverty reduction are still weak and require strengthening.
5. Irrespective of many environmental protection projects implemented under the public works component of VUP (which includes among others tree planting, radical terraces and anti-erosive ditches), climate-related shocks remain high in Rwanda. According to the CFSVA (2018), approximately 40 per cent of households were affected by shocks (mainly climate related shocks). The Integrated Household Living Survey (EICV4 and EICV5 Poverty Trends Reports) highlights the existence of considerable transitions into and out of poverty in Rwanda. Between 2014 and 2017, an estimated 13.4 per cent of the population moved out of poverty, while 11.7 per cent fell into poverty. The high level of natural hazards in Rwanda is expected to be one of the main drivers pushing households back into poverty.
6. In spite of the gender considerations in the Social Protection Strategic Plan and their inclusion in different VUP implementation guidelines as well as the introduction of a specific gender and child-sensitive public works scheme in 2015/16, poverty levels among female-headed households remain high compared to male-headed households. This is emphasized by EICV5 (2018) report, which indicates that 39.5 per cent of

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<sup>5</sup> *Ubudehe* categorization is a national socio-economic ranking system. The poorest households are placed in category 1 and the well-off households are placed in category 4. *Ubudehe* category 1 is the primary target for poverty-related programmes; households in the first category are eligible for participation in the flagship social protection programme, Vision 2020 *Umurenge* Programme (VUP) and are also eligible for free community-based health insurance commonly known as “Mutuelle de Santé”.

female-headed households are more likely to be poor compared to 37.6 per cent of male-headed households.

Context analysis also reveals some challenges for the social protection sector in Rwanda. The recent EICV5, 2018<sup>6</sup> report shows that the poverty incidence is higher in rural areas than in urban areas (32.1% and 13.4% respectively). In addition, the rate of poverty reduction from 2014 to 2017 of 0.9 per cent is not significant despite a steady GDP growth rate of 8 per cent over the last decade. Inequalities are still high, with a Gini coefficient of 0.429<sup>7</sup>. Climate change is also posing a threat to national poverty eradication efforts, with an economic cost amounting to 1 per cent of the national GDP according to the 2018 Climate Change Vulnerability Assessment. The inclusion of people with disabilities has to be sped up and strengthened in the roll-out of strategies.

The UNDAF II (2018-2023) also emphasizes that rural areas continue to have the highest poverty rate, but also indicates significant variations across regions. Even though the Human Development Index (HDI)<sup>8</sup> improved to 0.524 in 2017 from a low of 0.250 in 1990, ranking the country 158th out of 189 countries globally, it is still lower than the average HDI scores amongst Sub-Saharan African countries.

### **Joint programme niche**

The capacity to cope with these challenges needs to be further strengthened both at central government and district and community levels, so that innovative and scalable integrated social protection approaches can be successfully implemented to keep pace with the country's strong economic results. This links directly with the need to bridge the growing inequality divide requiring that specific efforts be made to ensure that no one is left behind, and everyone benefits from economic results. Innovative national social protection programmes, delivery systems and more inclusive growth are key in both tackling poverty and inequalities, increasing resilience and contributing to achieving the SDGs.

The joint programme will therefore address existing challenges at policy level by promoting increased policy coherence; at the system level reinforcing M&E systems; and at the community level supporting the most vulnerable households in the five targeted districts and piloting integrated social protection models. With this approach, the programme will strengthen the existing links between social protection, local empowerment, nutrition and response to environmental shocks.

## **1.2 Target groups**

Within Rwanda's Social Protection Strategic Plan 2018/19 – 2023/24, 'a vulnerable person/household' is defined as "*an individual or household who is less able to withstand socio-economic shocks and therefore at an elevated risk of experiencing declines in welfare and or other forms of social deprivation.*" According to the strategic plan, key vulnerable groups in Rwanda include: low income and/or labour-constrained individuals or households such as older people, people with disabilities, female-headed households (17.8 per cent of female-headed households are extremely poor compared to 15 per cent of male-headed

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<sup>6</sup> EICV 5 stands for "The Fifth Integrated Household Living Conditions Survey". See for EICV 5 publications, the website from the National Institute of Statistics Rwanda: <http://www.statistics.gov.rw/datasource/integrated-household-living-conditions-survey-5-eicv-5>

<sup>7</sup> EICV5 (2016-2017)

<sup>8</sup> See: <http://hdr.undp.org/en/content/human-development-index-hdi>

households)<sup>9</sup>. This joint programme will be implemented to complement the current subsidiary services provided by the government to vulnerable communities at risk of being left behind.

The targeting strategy of this joint proposal is informed by the overarching SDG principle of the UNDAF II (2018-2023), 'Leaving No One Behind,' and underpinned by other programming principles: human rights; gender equality and women's empowerment; sustainability and resilience; and accountability. The proposed target groups are also in line with the UNDAF's commitment on interventions which emphasize the importance of targeting and prioritizing the most vulnerable populations, reaching first the furthest left behind.

### **Joint programme key target groups**

The key target groups of this joint programme are the communities identified as the most vulnerable to economic and climatic shocks, primarily women-headed households, households with many children, and households with disabilities. The most vulnerable households across five districts<sup>10</sup> in Rwanda will benefit from an integrated case-management and proximity services referral model, which are both innovations for Rwanda. This model will focus on building households' economic empowerment and resilience to climatic shocks while improving access to social protection basic social services, agricultural inputs, and nutrition support.

Guided by the United Nations Sustainable Development Group (UNSDG) programming tools and based on national surveys and studies (EICV 5 and its thematic reports, 2018), the population groups most vulnerable to poverty in Rwanda are those with high dependency ratios (a high number of children), households with disabled members and women-headed households. In general, the programme's target groups are poor households living in rural areas and characterized by dependence on subsistence farming.

Most commonly, these households own or rent small plots of land and are headed by adults with low education levels and few livelihoods skills. These households usually have limited access to basic services, resulting in poorer health, and lower childhood health and development outcomes for children, who are more likely to be stunted, and who are less likely to complete primary school or enroll in secondary school. Within this target group, the programme will particularly target individuals who have limited access to income and employment. Most often, this contributes to their sustained vulnerability to external shocks (primarily climate and health) and a high risk of losing assets or savings as an effect of having to apply negative coping strategies, resulting in exclusion from economic and social opportunities.

Rehabilitation and reintegration services are essential for vulnerable populations, especially people with disabilities, children and youth. These groups are especially vulnerable to violence, abuse and exploitation. Furthermore, extreme poverty most often leads to high levels of food insecurity and malnutrition. Although the groups targeted by this joint programme share some common needs, specific needs of respective groups make them more exposed to vulnerability.

### **Cross-cutting Leaving No One Behind principle**

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<sup>9</sup> Social Protection Sector Strategic Plan 2018/19 – 2023/24

<sup>10</sup> Preliminary proposed Districts are, but can be changed during inception phase: Kirehe, Karongi, Burera, Nyamagabe and Rutsiro. These Districts are selected due to their high poverty and malnutrition rates and proneness to natural disasters. They are also amongst the 17 Districts of the Multi-Sectoral Joint Action Plan. Finally, PUNO's are already implementing social protection activities, which can be leveraged on by the programme.



In alignment with the Committee on the Rights of the Child's report recommendation CRC/C/RWA/CO/3-4 (CRC, 2013) and the UN pledge to Leaving No One Behind (UN LNOB), this programme will have a strong emphasis on meaningful and empowered participation of all children within the family, community and schools who are living in rural and impoverished areas.

Women and children in Rwanda often face sexual and gender-based violence and abuse<sup>11</sup>. Children from poor families are also more likely to engage in some form of labour, which can even be hazardous, resulting in lower attendance at school and poorer educational achievements due to absenteeism. This raises the need to address the root-causes of poverty and vulnerability at the community and household levels to ensure families have the resources to meet their basic needs while also having the capacity to prioritize time for parenting responsibilities. In parallel to the CEDAW, this programme will provide necessary supporting social services to enable parents to combine family obligations with work responsibilities and their participation in public life. The inclusion of women in the programme's target groups, also aligns with the UN human rights mechanisms, which emphasize that a woman should benefit directly from social security programmes and participate in all community activities.

In line with the UN LNOB's principles, this programme targets people with disabilities. The Review on Inclusion of People with Disabilities in VUP conducted in November 2017 shows a strong correlation between disability and poverty with poverty leading to higher rates of disability and disability increasing the risk of poverty. Poverty is also correlated with disability since people with disabilities often lack access to education, health services and income-generating activities<sup>12</sup>. In addition to these various barriers, persons living with disabilities often have long-term physical, mental, intellectual or sensory impairments, which hinder their full and effective participation in society. In Rwanda, the concentration of persons living with disabilities is higher in rural areas in comparison to urban areas<sup>13</sup>. According to the National Union of Disabilities Organizations in Rwanda, in comparison to people living without a disability, those who are disabled are less educated, less likely to be employed and more likely to be living in poverty. They also struggle to make a high enough income to meet their daily basic needs.

In summary, this joint programme's targeting aligns with the recommendations of UNDAF II thus with UNDG programming and agenda 2030 principle, mainly the LNOB, and relevant human rights conventions, CRC, CEDAW and CRPD,<sup>14</sup> which highlight the importance of addressing the needs of the most vulnerable groups in programmatic planning, implementation and reporting, including the use of disaggregated data.

### 1.3 SDG targets

The selected SDG targets which are the focus of the this joint programme are:

- SDG 1.1. *By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day*
- 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*
- 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*

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<sup>11</sup> Rwanda Ministry of Health (2017): Violence Against Children and Youth Survey

<sup>12</sup> Development Pathways Limited (2019): Social Protection and Disability in Rwanda

<sup>13</sup> EICV5 survey

<sup>14</sup> Convention on the Rights of Persons with Disabilities

- 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*
- 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*

Additionally, the joint programme contributes to SDGs 5, 8, 10 and 13 through addressing and mainstreaming of gender, inclusive economic growth, reduction of inequalities and addressing climate change.

Table 2 presents an overview of the most current available data at baseline level (2019) for the most relevant SDG indicator for each identified SDG target. It also captures the source, which provides the baseline data and the intended method that will contribute to measure the progress against these targets at the end of the joint programme in 2022. As can be seen in Table 2 below, the information sources are national survey data, developed by the National Institute of Statistics Rwanda (NISR) with its partners through the national surveys such as the EICV, DHS and CFSVA. For two indicators, the most recent calculations from UNSTATS using national data and the NISR SDG portal are provided. Information is disaggregated by sex as much as possible, where data are available.

It is expected that the methods that will be used for measuring progress are the next versions of the mentioned national household surveys, with cross-checking of online platforms of UNSTATS (using national survey data) and NISR SDG portal<sup>15</sup>. However, it is important to understand that the data that will be released by EICV 6 (2021) and DHS 6 (2020) will be in the process of being collected during the inception phase of the this programme. Therefore, another method that will help measure proxies<sup>16</sup> of the below indicators in reference to the joint programme, is a light baseline and end line survey amongst the household beneficiaries of the pilot project in 5 districts, that will be implemented as part of the activities of the joint programme.

*Table 2. Key SDG indicators for the joint programme*

<b>SDG target</b>	<b>Most relevant SDG indicator</b>	<b>Baseline at national level</b>	<b>Source</b>	<b>Method to be used to measure progress</b>
1.1	1.1.1 Proportion of population below the international	International poverty line: 55.5 per cent (2016) <sup>17</sup>	UNSTATS	UNSTATS

<sup>15</sup> The National Institute of Statistics of Rwanda (NISR) has launched an online SDGs portal containing latest data available on Rwanda SDG indicators: <https://sustainabledevelopment-rwanda.github.io/sdg-indicators/>

<sup>16</sup> The term 'proxies' is being used here as the joint programme will not collect nation-wide data that can be regarded as national data for measuring SDG's.

<sup>17</sup> Source: <https://country-profiles.unstatshub.org/rwa#goal-1> The proportion of the population living below the international poverty line declined from 77.2% in 2000 to 55.5% in 2016. The international poverty line is set at US\$ 1.90 per day.

	poverty line, by sex, age, employment status and geographical location (urban/rural)	National poverty line <sup>18</sup> : 38.2 per cent (2018) <ul style="list-style-type: none"> <li>• Male adults: 31 per cent</li> <li>• Female adults: 34.8 per cent</li> <li>• Single female-headed households: 39.5 per cent</li> </ul>	EICV <sup>19</sup> 5 2016/2017 Main indicator report (2018)  EICV 5 Gender thematic report	EICV 6 (2021) and EICV 7 (2024)
1.2	1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	26 per cent of adults (2018)	EICV 5 2016/2017 Multidimensional Poverty Report (2018)	EICV 6 (2021) and EICV 7 (2024)
		25.3 per cent of children 5-14 (2018) <sup>20</sup>	EICV 5 2016/2017 Multidimensional Child Poverty Report (2018)	
		40.0 per cent of children 15-17 (2018)		
1.3	1.3.1 Proportion of population covered by social protection floors/systems	4.4 per cent (2018)	EICV 5 2016/2017 Poverty Profile Report (2018)	EICV 6 (2021) and EICV 7 (2024)
1.5	1.5.1 Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population	27 per cent (2018)	EICV 5 2016/2017 Main indicator report (2018)	EICV 6 (2021) and EICV 7 (2024)
2.1	2.1.2	18.7 per cent (2018)	CFSVA <sup>21</sup> (2018)	DHS (2020) CFSVA (2021)

<sup>18</sup> The national poverty line is set at RWF 159,375 per year, which is the equivalent of US\$ 0.50 per day (according to the exchange rate of December 2018 when the EICV5 was published)

<sup>19</sup> EICV is a nation-wide household survey carried out every three years by the National Institute of Statistics Rwanda, producing national data on main livelihood indicators and measuring domesticated SDG indicators.

<sup>20</sup> EICV5 further shows that Multidimensional child poverty for children aged 0-14 as well as 15-17 years is more prominent in female-headed households and less prominent in male-headed households. This implies that, female-headed households are associated with higher multidimensional child poverty."

<sup>21</sup> CFSVA stands for "Comprehensive Food Security & Vulnerability Analysis" which is a nation-wide survey, carried out every 3 years. It is a joint collaboration between Ministry of Agriculture, National Institute of Statistics Rwanda, WFP and UNICEF.

	Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)			
2.2	2.2.1	35 per cent	CFSVA (2018)	DHS (2020)
	Prevalence of stunting among children under 5 years of age	36.1 per cent (2016)	UNSTATS <sup>22</sup>	CFSVA (2021) UNSTATS

### Poverty and malnutrition

During the national Annual Leadership Retreat held in February 2019, elimination of both poverty and malnutrition were identified amongst the urgent key priorities for the government to focus on for the next year. The Leadership Retreat is led by the Head of State and includes all ministers and highest-level decision-makers, and it provides key guidance for the strategic course of the country. The urgent focus on efforts to reduce poverty are part of a response to the national poverty figures in EICV5, which shows that poverty has reduced by only 0.9 per cent from 39.1 per cent in 2015 to 38.2 per cent in 2018 and extreme poverty from 16.3 per cent to 16.0 per cent over the same time-span. This is almost a stagnation, depicted also in the trend shown on the UNSTAT website in poverty reduction according to the international poverty line.

In 2018 the government drafted a national Joint Multisectoral Action Plan to Eradicate Extreme Poverty, which will be implemented in the poorest 17 districts, with the aim of committing all agencies that contribute to the social sectors to work together to ensure an integrated and effective foundation for promoting graduation out of poverty and resilience of households in the lowest socio-economic category. In this multisectoral action plan, each governmental agency has a role to play, which forms part of their annual performance contracts evaluated and engages social sector ministries and agencies more in the social protection initiatives undertaken by the sector.

2018 also saw the establishment of the new government coordinating body, namely the National Early Childhood Development Programme (NECDP), in recognition of the fact that effective nutrition and early childhood development programming require the integration and harmonization of policies and programmes across sectors. The establishment of the NECDP was reinforced by the development of the Early Childhood Development Single Action Plan, and an annual action plan for the six-year National ECD Programme Strategic Plan (2018-2024). The latter calls for the development of an integrated approach that addresses cross-cutting issues of childcare, education, growth and development, safety, health and nutrition, and security.

In terms of indicator 1.3.1, the percentage of the population covered by social protection systems is anticipated to show a slight increase in coverage for the next few years under the Social Protection Strategic Plan, but the trend shows a shift from targeting households as a whole to targeting vulnerable individuals (the elderly and disabled).

<sup>22</sup> Source: <https://country-profiles.unstatshub.org/rwa#goal-2>

All these developments are expected to contribute to the above SDG target related to poverty, zero hunger, resilience and malnutrition. As seen in the data-trends figures above, there has been a slower pace in the reduction of both poverty and malnutrition. The joint programme will support ongoing government efforts to address these challenges through innovations and increased effectiveness and integration. However, as poverty and malnutrition are complex and multidimensional issues, sustainable reduction of both are lengthy processes which includes behavior change, and which require continuous commitment and coordination. It is expected that the results of the programme will set the foundation to accelerate the reduction process. However, given the complexity and multidimensionality, the results will not be fully observed during the 24-month implementation of the programme but will contribute to the national fulfillment of the SDG agenda after the finalization of the programme.

### **Interlinkages**

As shown in Section 1.2, poverty has multiple dimensions and multiple underlying causes, which is why an integrated and multi-sectoral approach to poverty reduction is necessary. The same multi-dimensionality is true for malnutrition and food insecurity. Additionally, malnutrition and poverty are related. It is therefore key to tackle these multi-dimensionality with the LNOB principle, which the joint programme will contribute to.

This approach relates directly to the UNDAF III, which states that “*There is a common focus across the six Outcomes on contributing to Rwanda’s national development efforts to address inequalities and vulnerabilities and ensuring the rights of the most vulnerable people in the country are met, predominantly through joint programming across UN agencies, in partnership with Government, civil society, NGOs, private sector, development partners and other actors.*”<sup>23</sup>

### **Opportunities and bottle-necks**

The trends as described above are opportunities that will help accelerate progress against the identified SDG targets. Additional opportunities include the committed involvement of a large number of development partners and CSO’s who are active in the social protection sector. These stakeholders are well-coordinated by the government coordinating structure of the SPSWG.

Potential bottlenecks include the stagnation observed in the share of the national budget allocated to social sectors (26.8 per cent)<sup>24</sup> whereas Section 1.1 of this document shows there is already a funding gap to implement the Social Protection Strategic Plan. Another bottleneck hindering progress against the identified SDG targets is that the increasing national multi-sectoral approach to poverty reduction and nutrition is happening mostly in a horizontal way at central level. But there are still significant gaps in applying this approach in a vertical way, with at times a disconnect between strategy, systems and community levels. This is something the joint programme will fit into. Finally, a potential bottleneck in showing progress in the identified SDG targets means having the national capacities to measure all SDG indicators. It is key that nation-wide surveys such as the EICV and DHS continue to be carried out at regular intervals and with sufficient national capacity to do so.

## **1.4 Stakeholder mapping**

Under the overall aim to eradicate poverty, the Government of Rwanda places a strong emphasis on working with multiple stakeholders at all levels. These include key ministries and

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<sup>23</sup> Source: UNITED NATIONS DEVELOPMENT ASSISTANCE PLAN (UNDAF) July 2018 to June 2023 FOR RWANDA, page 28.

<sup>24</sup> Source: UNICEF National Budget Brief Investing in children in Rwanda 2018/2019

government bodies, the United Nations, multi-lateral and bi-lateral development partners, civil society organizations (CSOs), NGOs and the private sector.

### **Government stakeholders**

MINALOC is in charge of the social protection sector in Rwanda. The ministry's mandate includes the promotion of effective intergovernmental relationships and partnerships for joint development efforts by relevant stakeholders at the local level. Fostering shared ownership among central government ministries and affiliated agencies is a key pillar for the social protection sector. Each stakeholder's role within the social protection sector is outlined below:

- MINALOC is the government ministry responsible for the social protection sector. MINALOC leads the design and execution of social protection programmes, overseeing the dissemination of sector policies, strategies and programmes, developing legal frameworks and building the capacities of decentralized entities. MINALOC coordinates the implementation of the sector strategy and leads the multi-stakeholder SPSWG. The ministry also oversees operational programmes implemented by affiliated bodies (FARG, LODA, RDRC and NCPD) and ensures that national and decentralized levels have the capacities required to deliver social protection strategy objectives.
- LODA, FARG and RDRC are MINALOC's implementing agencies. They are responsible for translating social protection sector policies and strategies into detailed operational guidelines for programme delivery while ensuring quality delivery of their respective programmes at the decentralized level. Their responsibilities cover core direct support and public works social protection programmes, as well as complementary financial services, community projects and skills development.
- The Ministry for Gender and Family Promotion (MIGEPROF) focuses on the development of social care services as part of its role in executing the Social Protection Strategic Plan. The NECDP is affiliated to MIGEPROF, providing technical support and coordination for all nutrition-related programmes within the country.
- The Ministry of Agriculture and Animal Resources (MINAGRI) operates several programmes that provide and subsidize assets to rural households. These programmes include Girinka (One Cow per Poor Family Scheme) in which poor and vulnerable families are provided with a cow; another programme provides small livestock such as goats and rabbits to poor households owning small plots of land; and fertilizer and seed subsidies.
- The Ministry of Economic Planning and Finance (MINECOFIN) allocates resources towards the implementation of the Social Protection Strategic Plan. MINECOFIN also ensures that the sector's financial management systems allow for detailed tracking of social protection expenditures, to enable accountability of resources used and the evaluation of value-for-money in social protection sector investments.
- Other Government Ministries and affiliated institutions have been assigned specific responsibilities in the execution of the Social Protection Strategic Plan, respective to their mandates. These include the Ministry of Emergency Management (MINEMA), the Ministry of Health (MoH), the Rwanda Bio-medical Center (RBC), the Ministry of Public Services and Labour (MIFOTRA), the Rwanda Social Security Board (RSSB), among others.

### **UN stakeholders**

In addition to the government ministries and affiliated bodies mentioned above, UN agencies under the One UN umbrella, collaborate with the government both at the central and decentralized levels, to design and execute programmes targeting the country's most vulnerable populations.

- UNICEF Rwanda has supported the government for many years on the initiation, testing and scaling up of different child and gender-sensitive social protection

programmes and provided support for the M&E systems and *Ubudehe* scheme. UNICEF is co-chairing the SPSWG sub-committee on social care services.

- WFP’s focus on adaptive social protection was developed from the organization’s expertise in implementing different programmes focused on Food Assistance for Assets, home-grown school feeding, nutrition and capacity building of small holder farmers. WFP is co-chairing the SPSWG sub-committee on social security and short-term assistance
- FAO has engaged in the social protection sector at the strategic level by drawing attention to increased coherence between social protection, agriculture and nutrition, as well as supporting a government pilot programme of this linkage at the decentralized level.

Other UN agencies in Rwanda are also key stakeholders with a strong interest in the social protection sector. UN Women has launched various programmes focused on women’s empowerment while UNDP provides technical and advisory support on poverty reduction policy and programme design. UNFPA has a strong stake in the nexus on social protection and family planning and reproductive health. The joint programme will leverage on their activities and experience in the districts which overlap with the identified programme districts.

### **Multi-lateral and bilateral development partners**

The SPSWG and its sub-committees bring together development partners to provide extensive technical support to the sector. The sector works to sustain and further build on current partnerships with DFID, the World Bank and the One UN umbrella, as well as to encourage new development partners to increase their engagement in the sector.

As the main development partner in the social protection sector, in early 2018, the World Bank and the government signed an agreement for an approximately US\$ 100 million funding in the social protection sector for five years. The WB’s main interest lies in supporting integrated social protection and strengthening existing delivery systems including digitization and registration. Furthermore, DFID’s new strategic business case includes specific plans to continue their long track-record of contributing to the social protection sector. DFID’s interest lies in shock-responsiveness and adaptation in addition to the revision of the current public works scheme. Based on their strong partnership and engagement in the sector, DFID co-chairs the SPSWG and the World Bank co-chairs the SPSWG sub-committee on linkages to complementary livelihood support services.

### **Civil Society Organisations (CSOs) and Non-Governmental Organisations (NGOs)**

CSOs and International (INGOs) and National NGOs also play key roles in the social protection sector in Rwanda, including in service delivery, sensitization and participation in policy and programme development (see section 2.5 for a list of INGOs active in the sector). They implement social care services and complementary programmes related to livelihood development, nutrition and sensitization on social protection rights and responsibilities. Furthermore, they are developing and piloting new approaches, often drawing on lessons from international experience. Finally, given their extensive experience in delivering services at the community level, the government encourages CSOs and NGOs to participate in policy formulation, programme development and evaluation processes. They are also a vital part of the SPSWG, as shown in Table 3 below.

### **Private Sector**

The importance of the private sector is emphasized in the Social Protection Strategic Plan as well in the NST. The private sector is urged to ensure compliance with mandatory social security obligations. Private companies and enterprises can contribute to increased social protection within the country by creating jobs for the poor with respect to labour standards.

Additionally, the private sector can offer a range of services and innovations in different areas including financial services, while also providing the technical skills and skilled labour required for the design and implementation of complex public works projects implemented by unskilled beneficiaries. The expertise and interests of the private sector can also provide technological solutions to social protection delivery challenges and create revenue-generating investment opportunities for pension and other formal social security funds.

Table 3 shows the stakeholders who are active within the SPSWG <sup>25</sup>, divided into the three sub-committees, depending on their areas of expertise.

*Table 3. Members of the Social Protection Sector Working Group*

<b>Government institutions</b>	<b>Development Partners</b>	<b>NGOs</b>	<b>CSOs and Faith-Based Organizations</b>
<b>Sub-committee social security and short-term assistance</b>			
MINALOC	WFP	Caritas Rwanda	
MINEMA	UNHCR	Catholic Relief Services	
	DFID	Rwanda Red Cross	
MINECOFIN	ILO	NUDOR	
FARG		RALGA	
RSSB			
<b>Sub-committee Social Care Services</b>			
MIGEPROF	UNICEF	Save the Children	Pro-Femmes Twese Hamwe
MoH	UNWOMEN	YCWA Rwanda	Nsindagiza
MINEDUC		VSO	COPORWA
MINIYOUTH		World Vision Rwanda	RWAMREC
National Rehabilitation Service		Global Communities	Hope International
NCC		Plan International	
NCPD		Care International	
NWC		Humanity and inclusion	
NECDP		(ADRA)- Rwanda	
RCA		GNI	
		Compassion International	
		Corps Africa	
		RDO	
<b>Sub-committee linkages to complementary livelihood support services for graduation</b>			
MIFOTRA	World Bank	Concern World Wide	Survivors fund
MINICT	European Union	Send cow	
MINICOM	FAO	Heifer international	
LODA		Action Aid	
BDF		One Acre/ Tubura fund	
MININFRA		Food for the hungry	

<sup>25</sup> Document on restructuring SPSWG by MINALOC, submitted in June 2019



<b>Government institutions</b>	<b>Development Partners</b>	<b>NGOs</b>	<b>CSOs and Faith-Based Organizations</b>
RAB		Tear Fund	
RGB		Fondazione Mercegaglia	
		Give directly	
		Spark microgrant	
		Kinder und jugendhife Ruanda	
		My Right	

## 2. Programme Strategy

### 2.1. Overall strategy

The joint programme on “Accelerating Integrated Policy interventions to Promote Social Protection in Rwanda” will deliver transformative results to the nation’s existing social protection framework through the programme’s integrated strategy to fill the existing gaps at the policy, system and community levels.

#### **Transformational strategy**

At the policy level, the programme will strengthen innovative governance by reinforcing policy coherence and coordination among key stakeholders accountable for social inclusion and poverty eradication so that the existing policy frameworks effectively respond to the needs of key target groups. Currently, there are other government actors that have a potential role to play in the social protection sector, but are not yet fully involved. Additionally, some are implementing programmes in parallel to the social protection framework, hence the need for more coherence. At the system level, the programme focuses on consolidating the existing transfers and subsidies schemes for more effective delivery of social protection. This will be achieved through capacity development and improvement of monitoring and evaluation and the national Monitoring & Evaluation Information System (MEIS) system, in addition to improved targeting mechanisms for key target groups. Additionally, measures to improve the targeting of households affected by environmental shocks will be developed. At the community level, this strategy of having an integrated approach will be accelerated through innovative initiatives, to be identified by local communities through a participatory process. The initiatives will promote citizen engagement and home-grown solutions in developing and implementing solutions for poverty reduction. There will also be improvements in delivering integrated social protection through improved case management and referral systems. Finally, the programme will develop the capacities of proximity social development advisors through training, and of the districts’ consultative committees for development (CCDs), which are already in place but not always operational.

This transformational strategy will contribute to the selected SDG targets, by ultimately improving key target groups’ access to social services, livelihood enhancement and economic empowerment, and improving their nutritional status while building resilience to shocks and natural disasters.

The joint programme’s transformational strategy stands out from other strategies because it creates ‘vertical’ linkages, integrating awareness and capacity strengthening at different

levels, from the community to the local and central government. In comparison, other previous strategies developed in Rwanda, have mostly focused on integrating social protection in a 'horizontal' way. Another innovative component in the programme's strategy is the inclusion of shock-responsive and adaptive social protection, integrated into mainstream social protection rather than through parallel emergency response mechanisms.

### **Government's lead**

The joint programme has been developed by UNICEF, WFP, FAO and MINALOC under the leadership of the Resident Coordinator and with the support from the RCO. MINALOC has taken the lead during the development of the joint programme, ensuring the programme contributes to the government's current needs and vision for the social protection sector. MINALOC will continue as the government lead of the joint programme, and as a main actor engaging other relevant central government partners, such as MINAGRI, MINEMA, and MIGEPROF. Activity implementation at the decentralized level will be carried out through existing government structures with the dual aim of strengthening them in a sustainable manner. To ensure the joint programme's sustainability beyond the life of the programme, outputs were designed to contribute directly to government national priorities for poverty eradication, and the joint programme aims to be integrated into national and district-level plans and budgets. In addition, the programme is linked to the UNDP (2018-2023).

### **UN added value**

Based on strong government involvement, the three PUNOs and the RCO will play complementary roles in implementing this joint programme. Under the RC's leadership, the RCO will provide coordination and oversight during the programme. UNICEF will leverage its technical expertise in child- and gender-sensitive social protection to strengthen the social protection framework. FAO will contribute its technical expertise in "cash PLUS" models<sup>26</sup> and the nexus of social protection and agriculture. Finally, WFP will provide technical expertise in shock-responsive and shock-resilient social protection. The UN is already involved in the social protection sector and is playing an important role in the SPSWG. The UN will also leverage its role in the development coordination mechanisms to foster synergies and support policy changes in the sector. More about this in section 2.5.

### **Expected situation**

Ultimately, the joint programme aims to provide innovative solutions to address the gaps identified at the strategic/policy, system and community levels, accelerating the results as envisaged in the national social protection strategy, UNDP and the SDGs. At the policy level, coordination and collaboration in strategic planning will increase. At the systems level, the national social protection M&E system will be expanded to have better integrated indicators, together with improved targeting. At the community level, the most vulnerable households in five target districts will benefit from an innovative integrated social protection model with improved access to social services and economic empowerment.

### **Key target groups**

As outlined previously, the joint programme's key target groups include the communities and individuals at risk of being left behind or already left behind and, which are most vulnerable to economic and climatic shocks. These include women-headed households, households with a large number of children and households with disabilities. The joint programme will focus specifically on delivering social services to these target groups. The well-organized local government registration system of *Ubudehe* categories will be used for programme activities at the community level during the programme's inception, in addition to specific outreach

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<sup>26</sup>Cash PLUS programmes are programmes where cash benefits are supplemented with non-cash benefits (e.g. asset transfers, social services, etc.).

methods to the key target groups, in order to ensure that no one is left behind. The Social Protection Strategic Plan defines these groups as making up for a large share of the nation's vulnerable population. This joint programme will help the country to comply with the relevant human rights framework, CEDAW, CRC and CRPD.

### **Alignment with UNDAF and other initiatives**

The strategic framework and implementation plan adopted for this joint programme are relevant to the selected SDG targets, UNDAF outcome and relevant national strategies and programmes. The joint programme is aligned with Rwanda's NST1 (2017-2024), Social Protection Strategic Plan (2018-2024) and the Joint Multisectoral Action Plan to Eradicate Extreme Poverty. The joint programme contributes to the UNDAF<sup>27</sup> (2018-2023) by addressing child, gender and nutrition-sensitive safety nets with improved delivery systems while targeting socially vulnerable groups under natural and man-made situations. The joint programme will add value to the existing social protection arena by introducing an integrated model in coordinating policy coherence while strengthening social protection systems to deliver results at the community level.

## **2.2 Theory of Change**

### **Summary of Theory of Change<sup>28</sup>**

The Theory of Change (ToC) of the joint programme depicts that:

**if** at an effective integrated social protection policy framework is in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services (output 1), and

**if** a strengthened delivery system in terms of targeting, M&E and case management are in place (output 2) and

**if** innovative community mechanisms are in place to strengthen in a gender-sensitive way the delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, in climate-shock prone areas (output 3)

**then** child, gender and nutrition-sensitive safety nets are delivered through an effective national social protection system (intermediate outcome 1) and

**then** there will be improved technical and institutional capacities and increased resilience at community level (intermediate outcome 2),

**leading to** increased resilience of the key poor and vulnerable (long-term outcome),

**leading to** decreased poverty and hunger of the key poor and vulnerable (impact).

### **Detailed explanation**

For the development of the ToC, the focus has been mainly on the sphere of control and sphere of influence. Within the sphere of influence in the joint programme, three outputs have been identified, reflecting elements of integrated social protection on three levels, which are within the control of the joint programme. These levels are: strategic, system and community/implementation. Within the sphere of control of the programme, the ToC contains two intermediate outcomes and one long-term outcome, contributing to the overall envisaged

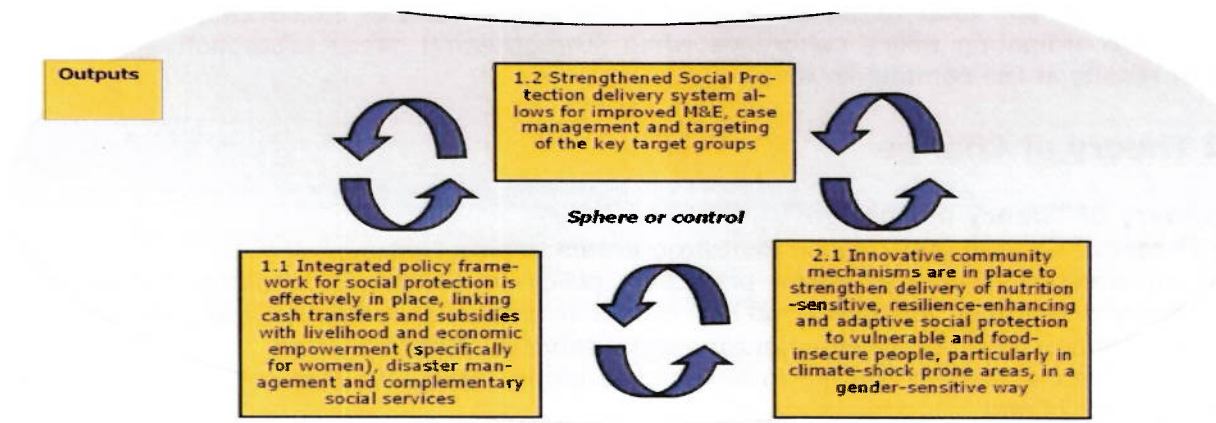
<sup>27</sup> According to the UNDAF 2018-2023 for Rwanda, Outcome 4: By 2023 people in Rwanda, particularly the most vulnerable have increased resilience to both natural and man-made and enjoy a life free from all forms of violence and discrimination. Output 4.1: The national social protection system effectively delivers child, gender and nutrition-sensitive safety nets for vulnerable families in target areas and ensures socioeconomic inclusion and shelter for vulnerable groups. Output 4.2: National and sub-national institutions and communities have enhanced resilience and increased technical and institutional capacities to prepare and respond to manmade shocks and health emergencies.

<sup>28</sup> This ToC has been developed by UNICEF, WFP, FAO and the RCO. The ToC has been reviewed and approved at the concept note stage by MINALOC, and adjusted during the proposal development stage, together with the Advisor the Minister.

impact the programme contributes to (sphere of interest). See Annex 3 for a graphic depiction of the ToC.

The pathways of change in the ToC are intertwined and reinforce each other. Starting at the outputs, covering the three different levels of strategy, system and implementation, which strengthen and complement each other.

Figure 2. ToC of the joint programme (output level)



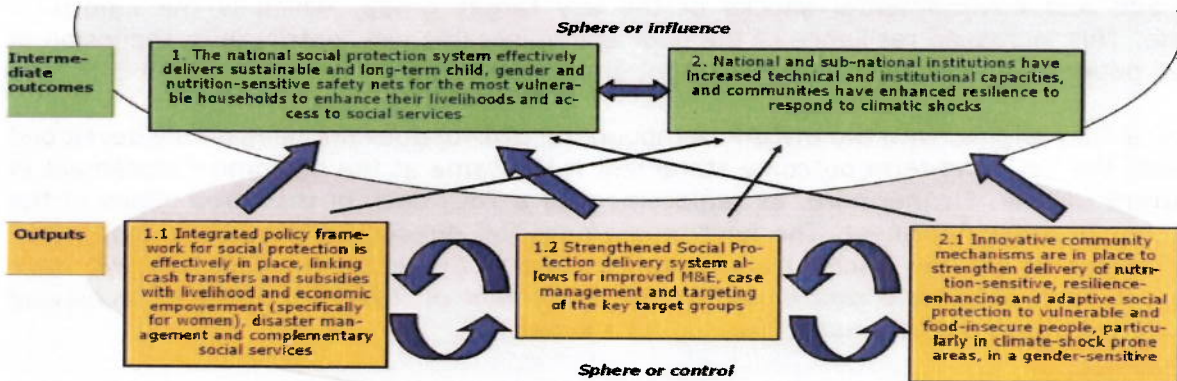
The ToC output 1.1, at the strategic level, uses as an entry point the existing social protection strategy which promotes a multi-sectoral approach to social protection and “cash PLUS” models. The output reflects the joint programme interventions that support the government to put in place the multi-sectoral linkages and complementary social services in an effective way. Within the scope of influence of the joint programme is the forging and strengthening of links between on the one hand existing cash transfers and subsidies and on the other hand services to enhance peoples’ livelihoods at a strategic level. As the joint programme target groups are identified in a gender sensitive way, the output contains a specific focus on economic empowerment of women, which is a livelihood area where most gender-differences are found.

The strengthening of effective integrated social protection at the strategic and policy level needs to coincide with a strengthening of the existing social protection system. This implies that the social protection targeting, M&E and delivery system must be equipped to support the implementation of this integration at strategic level. Therefore, the ToC output 1.2, at system level, is using as entry point the existing social protection systems around targeting, M&E and case management. A specific contribution of the joint programme will be made to support the improvement of targeting so that the programme’s key target groups benefit from social services. Having a strengthened social delivery system can in turn inform further integration at strategic level and lead to the identification of stakeholders that need to be included at in order to ensure the strengthened social protection system can function as envisaged.

The actual delivery of integrated social protection services is reflected in output 2.1. Programme activities under output 2.1 aiming to support innovative poverty-reduction mechanisms developed by communities themselves as well as the delivery or integrated nutrition-sensitive, resilience-enhancing and adaptive social protection for the key target groups. Specific attention is being given to ensure that the key target groups at risk of being left behind because of existing gender disparities in access to information and services are

reached. This integrated delivery will include a modelling-pilot in 5 districts. The pilot will leverage on both ongoing efforts of the government to integrate delivery of services at decentralized level, as well as on previous and ongoing interventions of the PUNOs around integrated social protection. The delivery of integrated social protection services can only be successful if it operates in an enabling strategic and systemic environment, namely output 1.1 and output 1.2. Likewise, innovative poverty-reduction mechanisms tested at local level can inform and strengthen strategic multi-sectoral linkages, and recommend improvements for the system that is supporting the integrated implementation.

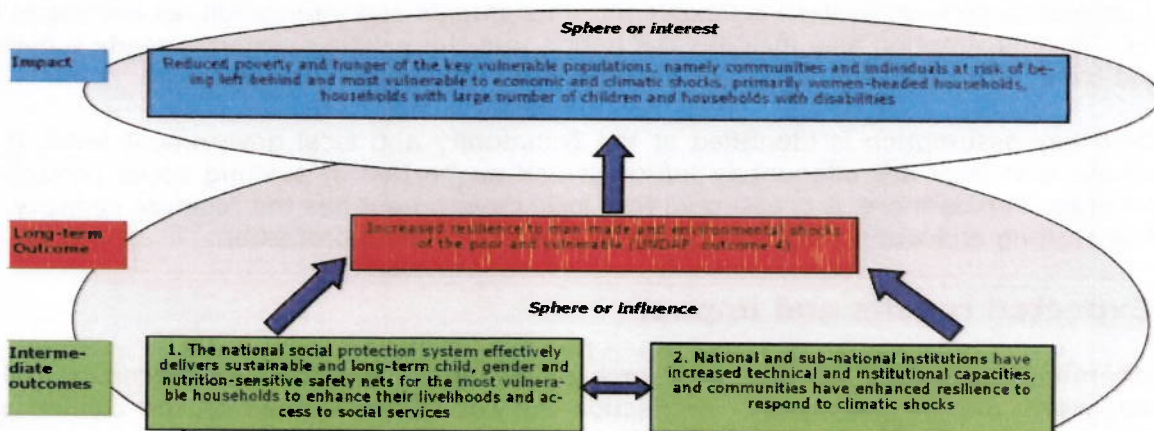
Figure 3. ToC of the joint programme linking outputs with intermediate outcomes



Moving out of the sphere of control and into the sphere of influence, the pathways of change continue, reinforcing each other. Having an effective integrated social protection policy framework in place and a strengthened delivery system in terms of targeting, M&E and case management (output 1.1 and 1.2) contribute to effective delivery of a national social protection system which has sustainable and long-term positive effects on livelihoods of the most vulnerable households, which is intermediate outcome 1. The specific contribution of the programme is to make the national social protection system more child, gender and nutrition-sensitive, as part of the integrated approach.

Having innovative, local poverty-reduction mechanisms tested for the delivery of integrated social protection (output 2.1), will enhance the technical and institutional capacities at national and sub-national institutions. The adaptive component on the integrated social protection pilot also contributes to an increased resilience of communities to respond to climatic shocks, reflected in intermediate outcome 2.

Figure 4. ToC of the joint programme linking outcomes with impact



Moving further up in the sphere of influence, having child, gender and nutrition-sensitive safety nets delivered through an effective national social protection system (intermediate outcome 1) and having improved technical and institutional capacities and increased resilience at community level (intermediate outcome 2), will contribute to the increased resilience to man-made and environmental shocks of the key target group, which is the long-term outcome. This increased resilience of the poor and vulnerable will contribute to the vision of reduced poverty and hunger of the key target groups as impact.

The ToC is fully aligned with the UNDAF. Although the UNDAF does not have a fully developed ToC itself, the ToC long-term outcome statement is the same as the outcome 4 statement in the current UNDAF. Furthermore, as replacement of a ToC, each of the three pillars of the UNDAF has a vision statement. The joint programme ToC directly contributes to the UNDAF vision statement for the social transformation pillar: *"By 2030 the ONE UN will have strategically and effectively contributed to the attainment of Rwanda's vision for achieving social and economic transformation leaving no one behind"*.

As the ToC combines the visions of the government, the UNDAF, and covers the mandates of the involved UN agencies, the programme document will be used to iteratively monitor progress and change at output and intermediate outcome levels, and check the relevance of the assumptions. Based on the monitoring and periodic reviews, interventions can be adjusted if necessary.

### **ToC assumptions**

Three main assumptions underlie the key linkages in the ToC. If one or more of these assumptions are not, or no longer, valid, the pathways of change in the ToC are jeopardized and expected results may not materialize, or in the worst case, may have adverse effects on the key target group.

The first key assumption is identified at the strategic level, where there should be willingness by all relevant (central) stakeholders to support policy integration. This assumption also includes that the stakeholders share the perception that the joint programme will contribute and accelerate the existing national approach to eradication of extreme poverty.

The second key assumption is identified around system level. It is expected that the existing social protection delivery system is flexible for amendments and integration, as envisaged by the ToC. This assumption also includes the notion that the existing system already provides a sound base (targeting, M&E and case management) for further strengthening.

The third key assumption is identified at the community and local government level. It is anticipated that they are adequately informed and supportive of existing social protection programmes. Furthermore, it is assumed that local government has the required capacity, in terms of staffing and workforces, to deliver on integrated social protection.

## **2.3 Expected results and impact**

As elaborated in Section 2.2, the joint programme has 2 intermediate outcomes and 3 outputs, which are all interrelated. As Section 2.2 already elaborated on the connections between outputs and outcomes, this Section will further explore what each of the outputs entail, in line with the Results Framework in Annex 2.2. As all PUNOs collaborate in an integral way and each contributes to each output, their specific roles will be elaborated after the description of the outputs. The three main outputs are:

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

This output entails the following activities: I) Facilitating strategic dialogues for programme integration of child/gender-sensitive social protection, nutrition, agriculture and disaster risk management, aiming to involve a wide range of stakeholders. II) Developing national and district-level contingency and preparedness plans with standard operational procedures for adaptive social protection clarifying roles and responsibilities of all stakeholders at national and decentralized level. III) Developing costed options to strengthen delivery of graduation from extreme poverty.

This will all be done as much as possible with the government in the driving-seat, taking ownership and providing content to the different elements. Therefore, this output focuses on creating a conducive and enabling environment in which multiple (mostly government) stakeholders contribute to the acceleration of the national graduation agenda. This output resonates very well with outcome 1 of the Joint SDG Fund results framework, in Annex 2.1, specifically indicator 1.1 on acceleration in terms of scope.

A possible bottle-neck in this approach is the fact that the pace of activities is dependent on broader government planning and priorities. Even though the activities are designed to be aligned with the social protection strategy, mandates amongst different ministries contributing to the strategy and timelines are not always well defined and aligned. The joint programme itself will be used as a mitigating measure with a clear timeframe for planned activities. The planned studies and strategic documents to be developed within the programme will foster buy-in from different stakeholders into the social protection sector. The increased buy-in will in turn accelerate the implementation of the national social protection strategy and hence the attainment of identified SDG targets.

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

This output entails the following activities: I) Facilitating innovative inclusions of gender-sensitive and shock-responsive indicators into the social protection M&E systems that are currently in place and ensuring government's capacity to measure and use them for future evidence-based planning and budgeting. For example, currently post-shock assistance monitoring is not yet included in the existing indicators. II) Analyzing the existing systems of cash transfers and benefits to streamline and improve targeting, specifically by catering for the gender-specific needs of the joint programme target groups. III) Developing an operational framework for adaptive and shock-responsive social protection, with improved capacity and coordination across all national stakeholders at central and local level as well as strengthened assessment, targeting and delivery systems to assist households affected by environmental shocks. IV) Providing guidelines, tools and capacity development to improve the existing social service delivery system. These social services are provided by social development advisors, which form an important part of the social services proximity workers' system that is in place in all communities across Rwanda.

An identified potential bottle-neck for all these activities is the fact that the systems that they are addressing are either new and still being improved or are currently being revised. Existing capacity within the government to use the systems to their full potential can be improved. Mitigation measures for this bottle-neck include increased collaboration with other development partners who are working on improving the same systems (in the case of M&E

systems), ensuring close involvement and follow-up of the systems under revision (in the case of targeting), and ensuring that new additions to systems are addressing the actual needs of the future users (in the case of shock-responsive social protection). By putting in place these mitigating measures, the programme ensures that resources will be targeted to where they are needed the most and that there is more efficient social protection programme delivery; which in turn allows for increased coverage, therefore contributing to the acceleration of the SDG agenda.

**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**

This output entails the following activities: I) Identifying and formulating innovative solutions for poverty reduction in communities within the 5 targeted districts<sup>29</sup> using a community-based participatory planning approach and informed by a district-level seasonal livelihood planning analysis. Guidelines for this will be elaborated in close collaboration with the government and will ensure that proposed solutions will contribute to the realization of the programme's SDG targets. II) Supporting the key target groups of the joint programme within those communities with productive assets, skills and seed funds to implement the identified solutions through existing local government structures in the five selected districts, building their capacity on the integrated social protection approach. III) Facilitating the operationalization in five districts of the case management and referral system, linking existing proximity services to better address the needs of the joint programme key target groups. IV) Capacitating five districts to use livelihood enhancement, financial inclusion and shock-responsiveness and adaptation tools in their social protection programmes.

This output relates directly to output 3 in the Joint SDG Funds results framework, specifically contributing to indicators 3.1 and 3.2 on the testing of innovative solutions, with leading government partners.

A potential bottle-neck is a possible lack of man-power at the decentralized government level, where often different sectoral portfolios are combined in one position. Another bottle-neck is that the activities may not align with the annual performance contracts (*Imihigo*) setting the priorities for each specific district. A mitigating measure for the latter bottle-neck is to work closely during the inception of the programme with each of the districts' Joint Action Development Forum to ensure activities are regarded as high-level priorities and fit within these performance contracts. Concerning the first bottle-neck, new tools and approaches will be as user-friendly as possible. Also, during the piloting of the new models within the programme, CSOs will perform the role of facilitators for the models, therefore relieving pressure from local government staff.

Although the programme is to be implemented in an integrated and joint fashion under the joint workplan, the PUNOs, based on their comparative advantages and past experience in the social protection sector will take the lead on specific elements where they have existing experience and networks, also to ensure cost-effectiveness. The division of expertise is as follows:

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<sup>29</sup> Districts will be selected as local government entity, where decision-making power rests and planning and budgeting processes take place. Implementation of several activities will however not be able to take place district-wide, due to the nature of the modeling-pilot and the limited available budget. Activities will be implemented at lower level, e.g. selected Sectors or Cells within the identified districts.



- For output 1.1, FAO's comparative advantage stands out in their experience in technical assistance towards policy coherence support to better link agriculture, nutrition and social protection and coordination between the sectors.
- For output 1.2, UNICEF's strong experience and track-record in providing support towards strengthening the national social protection system, makes it a good lead on this output. UNICEF is furthermore the longest standing and most active member of the SPSWG and has formed solid relationships with all relevant stakeholders in the sector.
- For output 2.1, WFP shall lead the implementation, with its strong technical background in disaster risk management and linking this to social protection. WFP will ensure that, at community level, integrated implementation is accelerated through innovative community initiatives that promote citizen's engagement and home-grown solutions in developing and implementing solutions to address poverty with the support the two other PUNOs.

### **Expected results**

There are three main expectations as to how the social protection system will look like in 2022 following the investments made by the Joint SDG Fund. Firstly, the delivery of social protection at community level will have become more effective, coordinated, integrated and better targeted in a gender-sensitive way. The improved gender-sensitive targeting and monitoring and evaluation will have improved the social protection delivery system nationwide and make it more cost-effective. Secondly, social protection will be more adaptive and shock responsive. Through the strengthening of shock-responsive social protection systems, the joint programme will support the extension of social protection programmes to households affected by shocks to prevent those households from falling back into situations of vulnerability. Small seed funding for innovative and localized poverty reduction and shock-resilient initiatives will be provided as a catalyst to leverage further investment in adaptive social protection models. Thirdly, the SDG fund's return on investment will be seen in a clarification of roles and responsibilities in a new integrated approach, both at central and decentralized levels.

All these elements will lead to greater cost-effectiveness, efficiency and effectiveness of the social protection system. Social protection will be furthermore more rooted on community development. The stronger institutions at central and decentralized levels will increase the possibility of scaling up the joint programme's efforts and take its lessons learnt from the experience in the five diverse districts. We will actively share lessons learned and promote the scale-up of models and initiatives into design of social protection programmes supported by other development partners such as DFID and the World Bank, which will enhance the sustainability of results achieved through the joint programme.

### **Impact on target groups**

At the community level, integrated SDG implementation will be accelerated through the delivery of an innovative integrated governance system to promote national case management and referral mechanisms that will allow the identification of households left behind and improve their access to social protection and other basic social services while creating conditions to rehabilitate climate-sensitive and resilience-building assets, improved access to agriculture and nutrition. It will ensure effective delivery of cash transfers combined with livelihood services such as assets, financial literacy and access to economic empowerment and opportunities within local economic development. It will also improve access to basic services (including nutrition interventions, education and WASH) to the extremely poor and to the most vulnerable groups: namely the disabled, households with children and female-headed households.

## 2.4 Financing

The joint programme has an overall cost of US\$ 3.040.000 for which US\$ 2.000.000 is from SDG Fund to be allocated to participating agencies in line with the detailed description of activities and detailed budget. As mentioned in Section 2.3, the SDG Fund's return on investment will be seen in several ways, amongst which a clarification of roles and responsibilities in a new integrated approach to social protection, both at central and decentralized levels. The programme will support this process through strategic dialogue, development of standard operational procedures, and analytical work that provides costed options for the delivery of graduation from extreme poverty interventions. It is also expected that the joint programme will leverage more financing for social protection by the government and other donors. This is envisaged as the interventions are implemented to strengthen and complement the ongoing government and other existing development partners' investment in the sector.

Despite a nominal increase in government budget allocated to social protection, social protection expenditure as a share of GDP has remained constant (1.2 per cent). The public spending in the social protection sector shows an increase from Rwf 73.1 billion (approx. US\$ 79.5 million) in 2014/15 to Rwf 138.3 billion (approx. US\$150.3 million) in 2018/19, indicating an increase of 89.3 per cent in the past five years<sup>30</sup>. The social protection budget as a share of total government budget increased from 4.2 per cent to 5.7 per cent during the same period. But while the government investments in social protection continue to rise, the social protection coverage is only increasing slightly. As of 2017/18, the social protection coverage was estimated to be 57 per cent of the eligible population, as stated as one of the main challenges in Section 1.1. The additional challenge is the observation that the budget allocations to social protection in the Finance Law are not sufficient to cover the costs for the Social Protection Strategic Plan. The estimated costs for the implementation of the Social Protection Strategic Plan (2018-2024) are of US\$ 907 million, for a total of six years. Comparing the estimated budget needs for FY 2019/20 with the recently released national budget, we estimate there is a funding gap of US\$ 21.6 million for the FY 2019/20. As government resources will not be sufficient to invest in innovative integrated social protection approaches, additional funds are necessary. Because of the nature of this specific fund, the joint programme can contribute to the government's plans, while bringing in innovation and capacity building.

### **Budget allocation and gender**

The joint programme's investment in capacity development and acceleration of integrated delivery and development of innovative community solutions will amount to 80 per cent of the budget in line with the government's request. This will include institutional development, policy dialogue and coordination. The investment into the M&E system and MEIS will amount to 10 per cent of the budget with the understanding that matching/supporting funds are available from PUNOs. The costs of technical assistance are envisaged to amount to 10 per cent of the budget with the understanding that additional costs will be matched by PUNOs.

Gender will be mainstreamed into the activities throughout the joint programme's implementation process. The part of the budget contributing to gender equality and women's empowerment will amount to a minimum of 30 per cent of the total budget across the different outputs.

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<sup>30</sup> Source: National Budget embedded in the annual finance law (comprising both domestic and external funding recorded in the national budget)

Given that the joint programme will be a part of the ongoing investment by the PUNOs into integrated social protection, 50 per cent of the requested amount will be matched by existing PUNOs funds, with additional resources through staff expertise and time invested in the joint programme.

### **Financial leveraging**

PUNOs will leverage on World Bank and DFID's continued interest and investments in the social protection sector. The World Bank has been supporting the social protection sector in Rwanda since the inception of the Vision 2020 *Umurenge* Programme (VUP) in 2008 as a core social protection programme with the previous three series of Social Protection System Development policy operations supported by the WB amounting to approximately US\$ 260 million. Last year (2018), the WB approved a new budget of US\$ 103 million for a period of 4 years for strengthening and integrating social protection. The objectives, which relate directly to the joint programme, are to improve the coverage of the most vulnerable and the effective delivery of Rwanda's main social protection programmes with a primary focus on the VUP, as well as US\$ 55 million for stunting prevention and poverty reduction channeled through the Rwanda Biomedical Centre.

DFID has also been among the main donors of the social protection sector in Rwanda since 2009 with the recently concluded programme support of approximately £37 million and new processes are underway to develop and approve a new business case for social protection sector support. The joint programme can leverage on the same funding and enhance the area of shock-responsive social protection and adaptation since this is an area that DFID also has an interest in. Approval of this additional funding is however beyond the control of this joint programme and under influence of government decisions.

The joint programme targets to unlock approximately US\$ 10 million yearly to further support the financing of the improved social protection sector, in order to build on the innovations introduced through this programme and scale up its coverage. The efforts within the programmes to unlock this additional funding will have different approaches:

- The programme's communication and learning and sharing plans (Annexes 5 and 6) have activities around advocacy and sharing lessons learned from the programme, which will be used to raise awareness of new potential donors. These are particularly donors that are not yet involved in the social protection sector in Rwanda, but may have an interest in the new integrated approach promoted through the joint programme. This will happen by inviting selected stakeholders to participate in the mid-term field visit as well as sharing of articles and success stories produced by the programme. One example of a possibly interested donor in the country would be EU, who are currently considering re-investing in human capital development in Rwanda, which would include social sectors.
- The PUNOs within the programme will actively advocate to the government to increase its budget and expenditure on social protection. This will be done through the sharing of programme updates and lessons learned by the steering committee members in other high-level fora, such as the Social Cluster Ministries under the office of the Prime Minister or the bi-annual Joint Sector Review meetings. Another powerful advocacy tool is the annual budget brief produced by UNICEF that flags trends in expenditure on social protection and most importantly budget execution rates. Another approach to enhance government expenditure that will be promoted during the programme is to explore further complementarity between existing government programmes from other sectors that can contribute to social protection.
- Within the programme, the PUNOs will explore options to leverage additional funding from multi-lateral funds. Specifically, climate-related multilateral fund (such as Green Climate Fund and Adaptation Fund) are particularly relevant and well-timed to support

scale-up of shock-responsive and adaptive social protection efforts. However, note must be taken that given the timeframe required for development and approval of such proposals, they may not materialize during the duration of the programme.

It should be noted that the results of the above efforts may be difficult to attribute. The intention is to deliver on the targeted US\$ 10 million, and during the mid-term and final report of the joint programme, all efforts for leveraging this additional financing and progress against this target will be included.

It is also anticipated that the joint programme's innovations will lead to more efficiency, thereby allowing assistance to a larger number of beneficiaries with the same budget. It is also expected that within the programme, tools and guidelines will be developed that will continue to be used as well as scaled-up after the lifetime of the programme. Finally, the programme will be cost-effective as the PUNOs will streamline activities, such as joint monitoring.

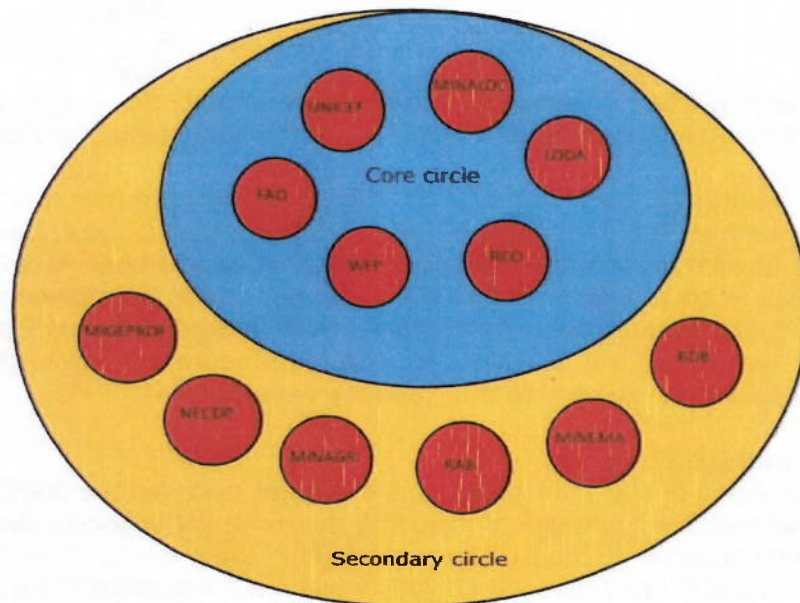
## **2.5 Partnerships and stakeholder engagement**

### **Stakeholder engagement**

The Rwandan government stands out as exemplary in its strong structure, clear goals, and effective commitment to reaching its goals and collaborating with development partners in the social protection framework. This provides a conducive political context for the UN to work. The government has set a division labour among development partners to streamline the implementation of activities and reduce the risk of duplication. This provides a particularly beneficial environment where government support and ownership of jointly developed programmes can reap lasting impact. The government has a specific partnership mechanism with the UN and the development partners in-country. The Resident Coordinator is currently co-chair of this mechanism.

The joint programme will convene the core stakeholders in a steering committee. The six core members of the steering committee are: RCO, UNICEF, WFP, FAO, MINALOC and LODA. Furthermore, the joint programme steering committee will also have a 'secondary stakeholder circle', made up of the key government stakeholders central government ministries and institutions that are closely involved in the implementation of specific activities of the joint programme. They have leadership of the interventions aligned with their mandate in agriculture, nutrition, gender and emergency response: MINAGRI, RAB, MINEMA, MIGEPROF and NECDP. Representatives of the five target districts, as well as NGO's involved in implementation, will also be included in this circle. These secondary stakeholders will convene on an ad hoc basis based on strategic priorities, and the steering committee members will be expanded by engaging them on specific elements of the joint programme design and implementation.

Figure 5. Stakeholder engagement in the joint programme



**Partnership in the future and the relevant platform**

The joint programme will leverage recent commitments from MINALOC towards mobilizing increased involvement of national and international NGOs in the social protection sector. These (I)NGOs include specifically BRAC, Care International, Concern Worldwide, Inades Foundation, Rwanda Development Organization, and World Relief. These NGO’s have a track-record of working in the social protection sector in Rwanda and have had successful collaborations with PUNOs in the past. The joint programme will benefit not only from the expertise of these select NGOs, but also from their strong relations and trust already established at the community level. Their aggregate expertise in Rwanda includes financial inclusion, rural resilience building, gender equality, the provision of basic services and short-term assistance in disaster situations, and climate-change engagement and monitoring.

The SPSWG and its sub-committee meetings will serve as a platform for information and knowledge sharing and engagement with all relevant stakeholders within the sector, including government, NGOs and development partners. The PUNOs will liaise with the World Bank and DFID as key players in the social protection sector in Rwanda to ensure harmonization of the proposed intervention with ongoing programmes and projects implemented by both WB and DFID and strengthen synergies, under the leadership of the government.

**Target group participation**

The joint programme’s key target groups will actively participate in the joint programme and take a leadership role in the design and delivery of the programme at the community level. This objective is also identified as an output within the programme’s results framework, which articulates the role of the community in identifying problems and rolling-out innovative solutions for poverty reduction and environmental issues. The programme will then provide the community with relevant skills and seed funding. This community-driven initiative builds on the current government-led “*Ubudehe Programme*”, in which community members develop proposals and are given funding by the local government. The difference with the joint

programme approach is that community-interventions should be targeted specifically to extreme poverty reduction, and increased resilience of the programme key target groups.

Furthermore, an additional target group of the joint programme is the central and decentralized government. The joint programme intends to enhance capacities of both central and decentralised government entities through different modalities. At the central level, technical assistance will be provided so that the ministries and institutions involved carry out their proposed roles and interventions. Additionally, tools and guidelines will be developed for the decentralized level by the PUNOs, in close collaboration with the government counterparts, to ensure their ownership and capacity development.

### **Beyond-country mobilization**

Prior to the development of the joint programme concept note for the Joint SDG Fund, the UNCT consulted and took the approach of including the three UN agencies already involved in the social protection sector while the RCO took the lead in the process. The three PUNOs then consulted with their regional and global technical hubs on the proposed Theory of Change and the results framework. As the programme moves into the next stage of inception, followed by implementation and M&E, the PUNOs will continue to pool and mobilize experts from their (sub-)regional offices and headquarter offices, as well as ensuring close collaboration with other relevant UN agencies. Furthermore, the PUNO's global expert pool will be mobilized in a timely manner, whenever necessary. Knowledge from other UN agencies not directly involved will also be mobilized: ILO, UN Women, UNDP, UNECA, etc.

In addition, the RCO will explore possible collaboration with the SDG Center for Africa, which is based in Kigali, Rwanda. This collaboration will provide opportunities in sharing the joint programme's progress and best practices during its implementation in order to foster further learning across the African region through the SDG Center's network. This investment in Rwanda will also have a spillover effect, increasing the possibilities to leverage on the SDG Fund's investment. Lessons learned from Rwanda could be shared with other countries through South-South Cooperation given the leading role played by the country including through the newly established Development Cooperation Agency with which the UN (UNDP) has an MoU.

### **Donor engagement**

The RCO and PUNOs have strong in-country relations with several of the main global donors of the Joint SDG fund, namely: the EU, Germany, the Swiss Development Cooperation, the Netherlands and Sweden. The Netherlands is currently UNICEF Rwanda's biggest donor for an integrated early childhood and nutrition programme. Several joint UN programmes promoting rural women's economic empowerment have recently been successfully executed jointly by amongst others FAO and WFP, with funding from Sweden. The EU has been a strong partner of FAO in supporting the agricultural and nutrition sector, and Germany has been funding technical assistance for local economic development, closely linked to social protection. The PUNOs will leverage on these strong partnerships in-country and will invite the above-mentioned partners during the inception event of the programme and explore their possible involvement in the implementation of the joint programme. The UN has also set up an SDG Fund locally to mobilize resources for the implementation of the UNDP in support of the NST and discussions are ongoing with Sweden and other donors. The Netherlands have already contributed to the Fund, managed by the Multi-Partner Trust Fund (MPTF).

### 3. Programme implementation

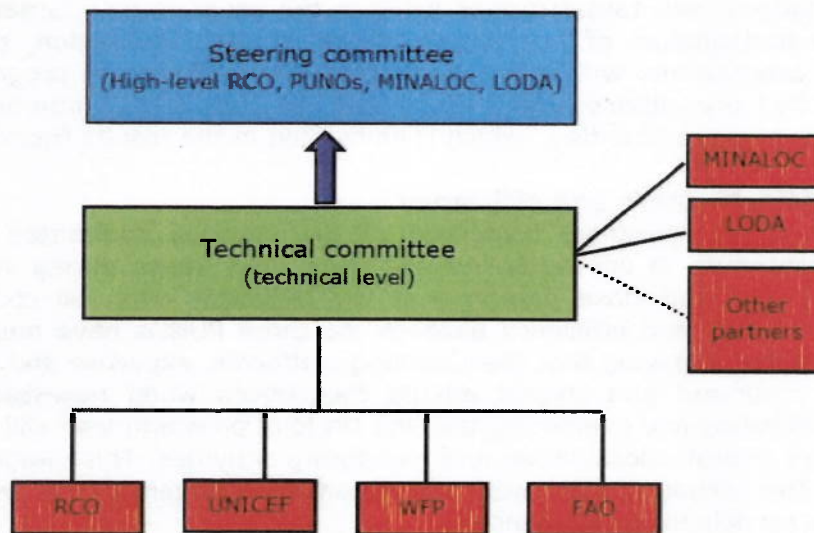
#### 3.1 Governance and implementation arrangements

##### Programme governance bodies and roles

As stated previously, the RCO will coordinate and oversee the joint programme while the three PUNOs will be responsible for its implementation. In order to ensure an integrated approach towards implementation and effective coordination, the PUNOs have developed a joint work plan, see Annex 7, and designated a lead agency and support agencies at the output indicator level, as shown in the results framework in Annex 2.2. Government ministries and institutions will play a key role in implementation and participate in decision-making. As described in Section 2.5, MINALOC and LODA will be the primary government leads on the programme, while the other ministries and institutions will participate on a needs-basis, depending on the agenda, or bilaterally when necessary.

To ensure consistent reporting, coordination and participatory decision-making, two governance structures will be established: a steering committee and a technical committee. The technical committee will support the Steering Committee and report to it. The steering committee, made up of high-level representation from the RCO, UNICEF, WFP, FAO, MINALOC and LODA, will meet on a bi-annual basis to discuss the workplan and budget, progress, and make decisions in response to unexpected changes and/or risks which may arise during the programme implementation. This steering committee is considered the governing body of the joint programme. For example, the steering committee will consider any changes that occurred in the time gap between when this proposal was developed and when actual implementation will begin with the first financial instalment. In addition to the steering committee, the technical experts of the three PUNOS as well as the RCO, MINALOC and LODA, will form the technical committee, with technical level representation. Each member organization will designate a focal point to participate in technical committee meetings to be held on a quarterly basis or ad-hoc when deemed necessary.

Figure 6. Governance arrangements for the joint programme



Although six agencies and institutions (MINALOC, LODA, RCO, UNICEF, WFP and FAO) make up the core membership of the joint programme's governing body, additional government ministries, institutions and other partners, such as NGOs, can be invited to join the technical committee meetings and in exceptional cases they may join the steering committee meetings, when needed to engage on relevant agenda items. The technical committee meetings will mainly focus on peer-monitoring through mutual reporting, coordination and information sharing, and joint planning. Specific meeting agendas will consider progress reports from each PUNO; any changes in budget allocation or in the work plan, including timeline and activity revisions; any plans regarding procurement, service and partnership contracts and expert mobilization; and any other operational issues. All issues which fall within these four categories should be pre-informed, discussed and decided (if necessary) with the core members present. Specifically, the technical committee will function as a preparatory body for the steering committee. It will report directly to the committee and review draft agendas to be proposed for the steering committee meetings. Procurement and contracting activities will be communicated beforehand between agencies, in order to identify similar needs and process the procurement work jointly, where possible. This will serve to reduce transaction time and costs.

As specified in more detail in section 3.2, annual, mid-term and final reports will be drafted based on the existing work plan and results framework. In addition to quarterly meetings, the PUNOs technical focal points will communicate and interact regularly in their daily operational work. Close collaboration between focal points will contribute to strengthening overall coordination and integration within the programme and reducing transaction costs.

### **Target groups involvement**

In addition to the technical committee, district and community level participation will be called upon when necessary based on relevant activity planning and agenda items. For example, at the programme's early stage, inception meetings will be conducted in all five target districts, to include consultations with target groups living in the programme's target communities. Furthermore, the participation of key target groups in the coordination, monitoring and evaluation of the programme, will be measured through the following programme output: 'community-identified innovative solutions for poverty reduction and environmental issues are provided with skills and seed funding,' which is embedded in the results framework.

### **Accountability, effectiveness and efficiency**

The overall governance structure, composed of the steering committee and technical committee, will contribute to accountability and quality assurance during implementation. Additionally, integrated and close operation at the technical level will contribute to the programme effectiveness and efficiency because the three PUNOs have built a solid track record in the SP sector, implying that their existing platforms, expertise and credibility built so far could be mobilized and shared among themselves when necessary. The RCO's experience in coordinating and overseeing the ONE UN joint programmes<sup>31</sup> will also be utilized in the programme's overall coordination and monitoring activities. This integrated approach to operations at the technical level will help maximize complementary and comparative advantages of the participating UN agencies.

### **Alignment with existing structures**

The joint programme will be integrated in the social protection sector through the quarterly SPSWG (see Section 1.4 for specific information on the SPSWG) forums and bi-annual Joint Sector Review meetings during which progress and results will be shared. Hosted by

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<sup>31</sup> Rwanda was amongst the first 5 countries globally to adopt and test the ONE UN framework, where UN agencies work in an integrated and coherent way in implementing joint programmes.



MINALOC, Joint Sector Review meetings serve as a platform for all relevant stakeholders working within the social protection sector to report, share and discuss topics related to budget allocation, progress against sector targets and results. Key representatives and technicians from government ministries, agencies, development partners and CSOs, attend the review. The progress and results of the joint programme will be captured in the Joint Sector Review, ensuring stakeholder awareness of the joint programme's interaction with and impact on the existing social protection policy and programmes.

### **Government ownership**

The involvement of the SPSWG will help to ensure the programme's integration into the national social protection system while also fostering ownership and potential sustainability of the programme by the government. The SPSWG was recently restructured under the following two main objectives: to align the stakeholders' interventions in the social protection sector to the sector's main pillars and to strengthen partnerships and coordination between government, NGOs, Faith-Based Organizations (FBOs) and the private sector in implementing poverty eradication programmes. Under these objectives, the SPSWG is composed of three sub-committees including: the Social Security and Short-term Assistance subcommittee which oversees disaster management; the Social Care Services subcommittee; and the Graduation sub-committee, which oversees complementary livelihood and support services. Every PUNO is well positioned within the SPSWG's three sub-committees, serving as co-chairs in two of the committees and a main member in the third. This should ensure that the joint programme's results and positive impacts will be advocated for and shared across the entire SPSWG.

In addition, results and progress will be shared through quarterly meetings held with development partners working within the social protection sector. These meetings are hosted by DFID and mostly revolved around the World Bank's incoming social protection mission. Through these channels, PUNOs will advocate for the joint programme's approach and systems to be sustained and scaled up at the national level.

Engagement in the government's existing channels, the Joint Sector Review and SPSWG, will foster increased interest from different ministries and agencies, in the programme's progress and results. It will also influence stakeholders' mindset to regard the joint programme as part of Rwanda's social protection framework, nurturing stronger ownership and sustainability. The recent restructuring of the SPSWG into three sub-committees presents an opportunity for members of the social protection sector to actively engage in the joint programmes activities and progress, thereby making the new structure more engaging and more likely to be sustained.

### **3.2 Monitoring, reporting, and evaluation**

Reporting on the Joint SDG Fund will be results-oriented and evidence-based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;

- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>32</sup> (December 2020) and
- *Final consolidated narrative report* (March 2022), after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The RCO and PUNOs will convene a workshop in the first quarter of 2020 to develop a detailed joint monitoring roadmap for the duration of the programme.

The Convening/Lead Agent for these particular tasks will be the RCO. The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator, after discussion within the steering committee, if relevant.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programmes will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved

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<sup>32</sup> This will be the basis for release of funding for the second year of implementation. However, it has been understood by the team in Rwanda that the annual report and mid-term report will be combined, as per a discussion on Yammer group.

in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7 per cent<sup>33</sup>. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on an annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### **3.4 Legal context**

Agency name: Food and Agriculture Organization of the United Nations (FAO)

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<sup>33</sup> As per Annex 7, the indirect costs for UNICEF and WFP are 7 per cent whereas indirect costs for WFP are 6.5 per cent.

Agreement title: Custody of Agreements for the Establishment of a Full FAO Representation in Rwanda

Agreement date: 13<sup>th</sup> May 1985

Agency name: United Nations Children's Fund (UNICEF)

Agreement title: Accord de Base entre le Gouvernement de la Republique Rwandais et le Fonds des Nations Unies pour l'Enfance (UNICEF)

Agreement date: 24<sup>th</sup> December 1993

Agency Name: United Nations World Food Programme (WFP)

Agreement Title: Basic Agreement Between the Government of Rwanda and the United Nations World Food Programme (WFP)

Agreement Date: 11<sup>th</sup> November 2004

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
Improving access to basic services and economic opportunities for refugees and host communities and support environmental management, in the six districts that host refugee camps	<ul style="list-style-type: none"> <li>Access to basic services and socio-economic investments including education, health and WASH infrastructures</li> <li>Economic opportunities (infrastructure development such as road, markets etc, with child care facilities to encourage women participation)</li> <li>Environmental management</li> </ul>	<ul style="list-style-type: none"> <li>It is an integrated project with components covering education, health and water &amp; sanitation sector</li> <li>It follows the leaving no one behind principle since it is will benefit both refugees and host community</li> <li>It is gender and child sensitive and environmental friendly</li> </ul>	MINEMA	MINEDUC, MoH, Ministry of Infrastructure (MININFRA) and Districts	Total funding: US\$ 60 million Grant: US\$ 25 million Concessional loan: US\$ 35 million World Bank	Silas Udahemuka sudahemuka@worldbank.org
Rwanda Stunting Prevention and Reduction Project	<ul style="list-style-type: none"> <li>Improve the visibility of stunting in Rwanda,</li> <li>Harmonized behavior change messages across various platforms</li> </ul>	It intends to promote social and behavior change communication of women on parenting and child care education	MoH and Rwanda Biomedical Center (RBC)	NECDP, USAID, EU, Districts	Total funding: US\$ 55 million Grant: US\$ 30 million Concessional loan: US\$ 25 million World Bank	Silas Udahemuka sudahemuka@worldbank.org

<p>Strengthening Social Protection Project</p>	<ul style="list-style-type: none"> <li>Improving coverage, adequacy and effectiveness of the (VUP) cash transfers</li> <li>Enhancing access to human capital and economic inclusion services</li> <li>Improve delivery systems, policy and program management</li> <li>Improved nutrition outcomes for pregnant women and children under 2yrs through cash transfers</li> </ul>	<ul style="list-style-type: none"> <li>It contributes to the social protection sector</li> <li>It is inclusive</li> <li>It is gender and child sensitive</li> <li>It is disability friendly</li> <li>It looks at the multidimensional aspects of poverty</li> <li>It focuses on systems strengthening e.g M&amp;E, MIS and policy</li> </ul>	<p>MINLAOC and LODA</p>	<p>MoH, NECDP, Districts</p>	<p>Total funding: US\$ 103 million          Grant: US\$ 23 million (GFF)          Loan: US\$ 80 million          World Bank</p>	<p>Silas Udahemuka  <a href="mailto:sudahemuk@worldbank.org">sudahemuk@worldbank.org</a></p>
<p>Integrated Human Capital Development Project</p>	<ul style="list-style-type: none"> <li>Scale up of comprehensive nutrition interventions</li> <li>Poorest households benefit from expanded public works &amp; skills building</li> <li>ECD service for young children &amp; families scale up</li> <li>Improved water supply &amp; sanitation services</li> <li>Household have increased assess to food</li> <li>Improved quality &amp; access to ante-natal care and post-natal care</li> </ul>	<ul style="list-style-type: none"> <li>It is an integrated project covering nutrition, ECD, social protection, WASH and education</li> <li>It is gender &amp; child sensitive</li> <li>It is contributing to systems building</li> <li>It is catalytic and innovative in nature</li> </ul>	<p>UNICEF</p>	<p>MoH, MINEDUC, MIGEPROF, MININFRA, MINALOC, LODA, RBC, NECDP          Water and Sanitation cooperation          CSO's Private Sector</p>	<p>Total Funding: US\$ 27.4 million          Embassy of the Kingdom of Netherlands</p>	<p>Youssef Koita  <a href="mailto:ykoita@unicef.org">ykoita@unicef.org</a></p>
<p>Support to the rehabilitation of the agricultural production for</p>	<ul style="list-style-type: none"> <li>Cropland rehabilitated, and irrigation infrastructure recovered and protected</li> </ul>	<p>It is supporting households to recover from climatic shocks</p>	<p>FAO</p>	<p>MINAGRI and Kirehe District</p>	<p>Total Funding: US\$ 300,000</p>	<p>Jeanne d'Arc Mutuje Mukamwiza</p>

farmers affected by floods in Kirehe District	<ul style="list-style-type: none"> <li>Enhanced capacities of farmers, farmer facilitators and technicians on coordination for increased agriculture production, and in preparedness and response to future shocks</li> </ul>			FAO	<a href="mailto:dArc.MutujeMukamwiza@fao.org">dArc.MutujeMukamwiza@fao.org</a>
ASPIRE (Adaptive Social Protection in Rwanda)	<ul style="list-style-type: none"> <li>Assessment report on the relationship between climate change and the national social protection programme of VUP</li> </ul>	WFP	It contributed to development of shock responsive social protection	MINEMA MINALOC	Damien Fontaine <a href="mailto:damien.fontaine@wfp.org">damien.fontaine@wfp.org</a>
Improving Early Childhood Development in Rwanda project	Building knowledge and skills of parents and caregivers, enabling better stimulation, learning, protection, nutrition and health and as a result better physical, social, cognitive and emotional development for children.	DFID	<ul style="list-style-type: none"> <li>Contributes to child cognitive development which addresses the problems of intergenerational poverty.</li> <li>Aims at reducing nutrition challenges among children</li> </ul>	MIGEPROF NECDP	Zaza Curran <a href="mailto:zcurran@dfid.gov.uk">zcurran@dfid.gov.uk</a>
Sexual Reproductive Health, Family Planning, Maternal and Neonatal health	The programme focuses on three areas: i) Sexual & Reproductive Health with policy support, support to 3 districts covering the whole spectrum of SRH services, and support to emergency obstetric & neonatal care, capacity building of midwives, maternal death surveys & response, and fistula programs in 5 districts, and finally at national level	UNFPA	<ul style="list-style-type: none"> <li>Links family planning services to vulnerable households</li> <li>There is an overlap in Districts where the UNFPA is active and the preliminary selected districts for the joint programme</li> <li>Support to generating national data to measure relevant SDG</li> </ul>	MoH, RBC, NISR	Ms Mercy Mungai <a href="mailto:mungai@unfpa.org">mungai@unfpa.org</a>

	<p>support to the purchase and supply of family planning commodities;</p> <p>ii) Adolescent &amp; Youth, including access to services, creating demand for services, youth leadership and empowerment;</p> <p>iii) Evidence and data with building on the work of the Demographic Dividend report and support to the next Demographic &amp; Health Survey and the next Census</p>	<p>indicators for the joint programme</p>			
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## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

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

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>34</sup>	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>35</sup>	0	1

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

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>36</sup> (disaggregated by % successful-unsuccessful)	0	2
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	0	1

**Joint SDG Fund Outcome 2:** Additional financing leveraged to accelerate SDG achievement

Indicators	Targets	
	2020	2021
2.1: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scope <sup>37</sup> (disaggregated by source)	N/A	N/A
2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale <sup>38</sup> (disaggregated by source)	US\$ 10 million <sup>39</sup>	US\$ 10 million

**Joint SDG Fund Output 4:** Integrated financing strategies for accelerating SDG progress implemented

Indicators	Targets
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<sup>34</sup>Scope=substantive expansion; additional thematic areas/components added or mechanisms/systems replicated.

<sup>35</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>36</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>37</sup>Additional resources mobilized for other / additional sector/s

<sup>38</sup>Additional resources mobilized for the same multi-sectoral solution.

<sup>39</sup>For more information about the efforts to reach this target and the potential challenges, see Section "2.4 Financing", sub-section "Financial leveraging"

	2020	2021
4.1: # of integrated financing strategies that were tested (disaggregated by % successful / unsuccessful)	N/A	N/A
4.2: # of integrated financing strategies that have been implemented with partners in lead <sup>40</sup>	N/A	N/A
4.3: # of functioning partnership frameworks for integrated financing strategies to accelerate progress on SDGs made operational	N/A	N/A

#### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>41</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

<sup>40</sup> This will be disaggregated by (1) government/public partners (2) civil society partners and (3) private sector partners

<sup>41</sup> Annual survey will provide qualitative information towards this indicator.

## 2.2. Joint programme Results framework

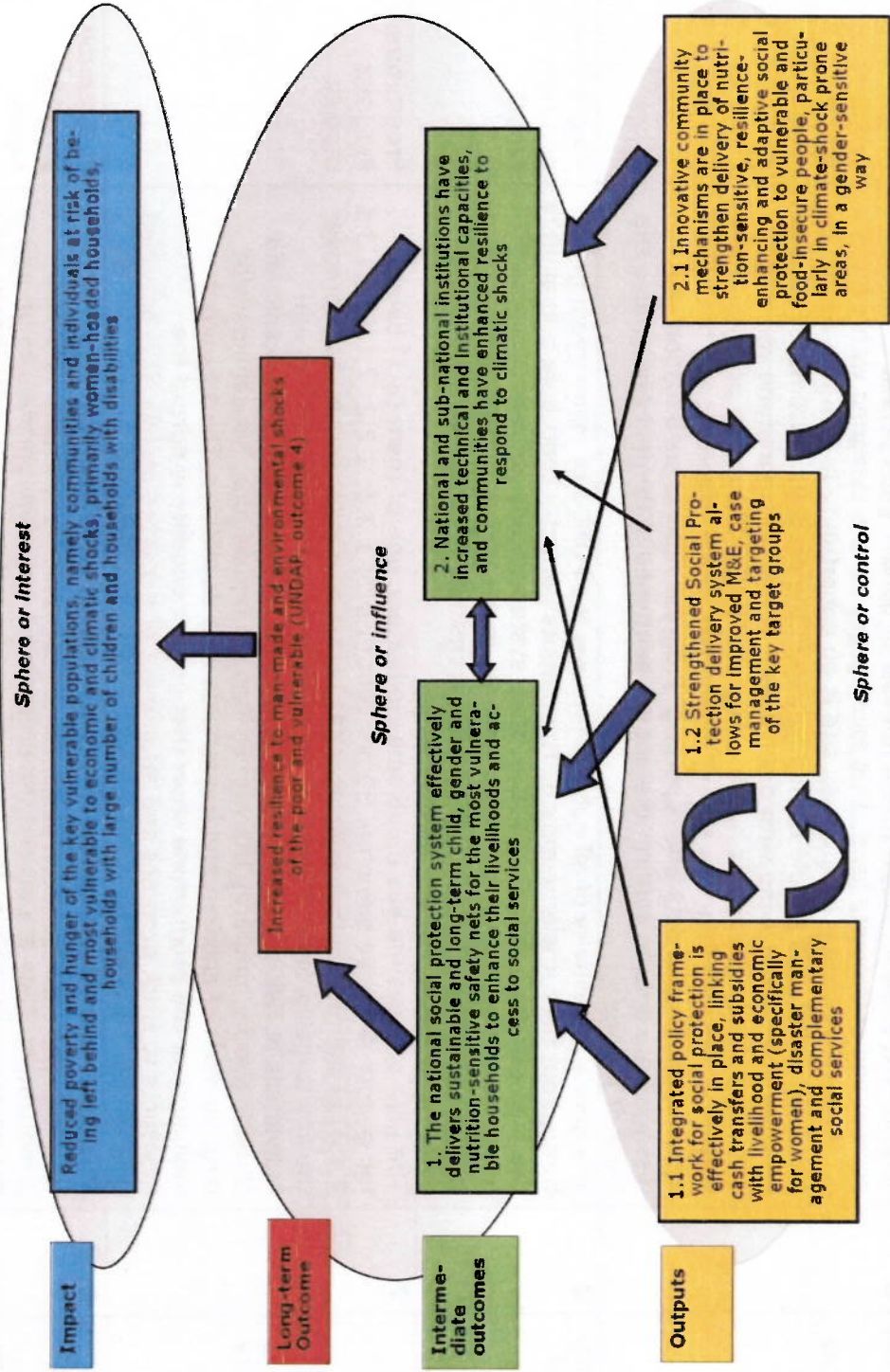
Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1 The national social protection system effectively delivers sustainable and long-term child, gender and nutrition-sensitive safety nets for the most vulnerable households to increase their livelihoods and access to social services					
<b>Outcome 1.1 indicator</b> <sup>42</sup> Number of extremely poor population benefitting from direct income support schemes (UNDAP 4.1)	271,258 (FY 2017/18)	346,470	365,864	Social Protection Joint Sector Review reports	FAO, UNICEF, WFP
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					
<b>Output 1.1.1 indicator</b> Disaster management, agriculture and child- and gender-sensitivity is incorporated into the "Multi-sectoral action plan to eliminate extreme poverty"	No	Yes	Yes	Strategic dialogue report with commitments of government stakeholders	FAO, UNICEF, WFP
<b>Output 1.1.2 indicator</b> # of procedures on adaptive social protection with clear roles at all levels are in place	0	1	1	Social Protection Joint Sector Review reports	WFP, UNICEF, FAO
<b>Output 1.1.3 indicator</b> # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the SP working group	0	1	0	Social Protection Joint Sector Review reports	UNICEF, FAO, WFP
Output 1.2 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 and shock-responsive	0	1	1	Social Protection MEIS system and Household Profiling Database	UNICEF, WFP, FAO
<b>Output 1.2.2 indicator</b> # of existing programmes <sup>43</sup> analyzed for improved targeting, including households affected by shocks	0	9	0	Social Protection Joint Sector Review reports	UNICEF, FAO, WFP

<sup>42</sup> Baseline and targets are compiled from the Social Protection Strategic plan, 2018-2024

<sup>43</sup> 9 programmes will be included: Vision2020 Umurenge Programme (VUP) Direct Support; VUP Expanded Public Works; VUP Classic Public Works; VUP Financial Services; VUP Asset Grants; Subsidy for enrolment in Community-Based Health Insurance (Mutuelle de Santé); Agricultural Inputs Subsidy schemes.

<b>Output 1.2.3 indicator</b> # of central government staff have strengthened capacity to effectively support households in natural disaster-prone areas	0	0	20	Pre- and post- capacity tests included in workshop reports	WFP, FAO, UNICEF
<b>Output 1.2.4 indicator</b> # Guidelines and tools developed to support building of the Social Development Advisors system	0	0	2	Guidelines document	UNICEF, WFP, FAO
Outcome 2 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	0	2	UNDAP annual report	FAO, UNICEF, WFP
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					
<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	10	10	Programme progress report	FAO, UNICEF, WFP
<b>Output 2.1.2 indicator</b> # of Districts that have operational integrated case-management and referral mechanism that links proximity workforces	0	0	5	Programme progress report	UNICEF, FAO, WFP
<b>Output 2.1.3 indicator</b> # of Districts with staff with enhanced skills in livelihood enhancement, financial inclusion, and shock-responsiveness and adaptation	0	0	5	Programme progress report	WFP, UNICEF, FAO,

### Annex 3. Theory of Change graphic



**Assumptions:**

1. Relevant national stakeholders are willing to support the policy integration and perceive planned activities as a contribution to improvement and acceleration of the existing national approach to eradication of extreme poverty
2. The existing social protection delivery system is flexible for amendments and integration and provides a sound base for further strengthening in the proposed intervention areas
3. Communities and local Government are adequately informed and supportive of existing social protection programmes and have the required staffing capacity to deliver on integrated social protection

## Annex 4. Gender marker matrix

Indicator N°	Formulation	Score	Findings and Explanation	Evidence or Means of Verification
1.1	Context analysis integrate gender analysis	2	The context analysis shows that a number of gender gaps persist in policies, system and community level. This joint programme is designed with a focus on addressing gender inequalities and is an opportunity to bring on board the most disadvantaged people as highlighted in the problem statement (women, children and people living with disabilities). The joint programme will target women-headed households by the integrated social protection policy delivery, as well as through focus on strengthening the gender dimension of the M&E system, analysis of data and reporting. Progress reports shall exhibit sex disaggregate data to confirm the above-mentioned statement and enable the track of progress.	Programme progress report
1.2	Gender Equality mainstreamed in proposed outputs	2	The gender sensitivity of all outputs ensures the PUNOs to mainstream gender throughout their 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.	Programme progress report
1.3	Programme output indicators measure changes on gender equality	2	The joint programme 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 sensitives. Moreover the key target groups of the joint programme are the communities and individuals at risk of being left behind and most vulnerable to economic and climatic shocks, primarily the women-headed households, households with large number of children and households with disabilities. The 11 output indicators of the programme 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.	Programme Progress reports
2.1	PUNO collaborate and engage with Government on gender equality	1	MIGEPROF and other line ministries (MINALOC, MINAGRI) have been consulted during the joint programme design, country analysis, strategic prioritization. They are among the programme cycle key partners to be part of the programme implementation process while tackling the gender inequalities and shall actively participate to the programme M&E.	Programme progress report

2.2	and the empowerment of women	<p><b>1</b></p> <p>PUNO collaborate and engages with women's/gender equality CSOs</p>	<p>Programme progress report</p>
		<p>The partnership analysis shows an enabling environment characterised by a good collaboration and partnership with CSOs in gender equality, mainstreaming and GEWE in the social protection area. So far, they have not yet been involved in the joint programme development. The implementation of this joint programme however requires their presence and the PUNOs will collaborate with them for a better service delivery particularly with regards to social care services and complementary programmes related to livelihood development and nutrition with a special focus on gender equality. Their role in sensitization of citizens on social protection rights and responsibilities and supporting citizens to hold service providers to account; Innovation by piloting new approaches drawing on lessons from international experience, their experience of delivering services at community level, civil society organisations they are also encouraged to participate in policy formulation and programme development and evaluation processes.</p> <p>Among the CSOs mentioned in this document, 70 per cent are already working in the gender equality and GEWE agenda. PUNOs have a gender clause in place as part of the agreement signed with any partner CSO to ensure gender equality and protection of accountability to the GEWE agenda.</p> <p>The programme approach has been discussed with one NGO (World Relief) and women's empowerment elements within the approach have been identified.</p>	
3.1	Program proposes a gender-responsive budget	<p><b>2</b></p>	<p>Project progress report</p>
<b>Total scoring</b>		<b>2</b>	

## Annex 5. Communication plan

### 1) Overall narrative of the joint programme

The joint programme supports and accelerates the Government of Rwanda's efforts for integrated social protection to end poverty in all its forms and reduce malnutrition. This programme is funded through the Joint SDG Fund, with the objective of accelerating the realization of the SDGs by 2030. The programme is implemented over a two-year period from 2020-2021, through a partnership of the Government of Rwanda, mainly MINALOC/ LODA, MINAGRI/RAB and MINEMA and the selected UN agencies of WFP, UNICEF and FAO.

The programme will ensure that the delivery of social protection to the poorest households is more effective. Specifically, the programme focuses on the following vulnerable households: female-headed households, households with a large number of children, households exposed to climate-related shocks and households with disabled persons.

To achieve this, the programme will bring together stakeholders at a strategic level to increase their collaboration and build their capacity on shock-responsive social protection. The programme will also work on the systems level, where it will support the Government in enhancing the existing social protection systems so to ensure they better target vulnerable households and captures the impact of its programmes. Also, on the systems level, the programme will strengthen the capacity of the government to use the existing systems in a more effective manner. All these efforts on strategic and systems levels are put in place to support the effective delivery of integrated social protection to vulnerable households at the community level. More specifically at the community level, the programme will pilot several models to effectively eradicate poverty. Amongst others, a case management and referral framework will be introduced. Also, a participatory community approach will be used to identify local poverty reduction innovations within their own community. These innovations will be supported by the programme through seed-funding and provision of productive assets, as well as assistance in the implementation of the innovative poverty reduction solutions that the communities will have identified.

### 2) Strategic approach to key audiences

Key identified audiences include:

- The Government of Rwanda
- Development Partners
- SDG Center for Africa
- CSOs
- Private Sector
- Districts authorities
- Media
- Key target groups
- General Public



Strategic approach or channels to be used to reach key audiences include formal and informal approaches;

- Field visits for Donors and Media
- Social media / Online communications
- Emails
- Steering committee meetings
- SPSWG meetings
- Info packs and visibility materials
- Media coverage
- Websites, UNINFO

The table below elaborates into further details.

**3) Objectives of strategic communication plan**

PUNOs will maximize opportunities that facilitate recognition of SDG fund's contribution on the project through documentation of human stories, project videos, beneficiary photographs and external media coverage. For visibility purposes, different communication materials will be produced including joint program banners, backdrops, press releases with SDG Fund logos.

The objectives of this communications plan include; showcasing the impact of the joint program to the beneficiaries through documentation and dissemination of results, strengthen partnership with key stakeholders and the Donor. Below table with details.

**4) Main activities**

The overall reporting on the communications plan will be done by the RCO Communications and Advocacy Officer. The RCO will work closely with the Technical Focal points of UNICEF, FAO, WFP, and UNCG and be responsible for documentation of the joint programme results of communication activities indicated in the table below.

For each activity under the Communications plan, one participating agency has been identified to take the lead and will receive the corresponding budget allocation. All activities, however, will be conceived jointly and implemented through mutual collaboration among agencies and in consultation with government counterparts.

<b>Phase One: Launch of the Project</b>
<b>Objective: Visibility of the donor while launching the project and strengthen partnership between the UN participating Agencies and the Government of Rwanda through Ministry of Local Government</b>

Activities	Target Audience	Channel/ Mode	Frequency / Time Frame	Indicators	Budget required (USD)	Responsible Person (s)
1. Launch of the joint programme with participating agencies, relevant ministries and districts	<p>Central Government of Rwanda: MINALOC, MINECOFIN, MINEMA, MINAGRI, MIGEPROF, Office of the Prime Minister, NECDP, LODA, RAB</p> <p>Decentral Government: selected Districts</p> <p>UN Agencies: RCO, UNICEF, WHO, FAO, UNWOMEN, UNFPA, UNDP</p> <p>Development partners active in the Social Protection sector</p> <p>Development partners not yet active in social protection sector with potential interest in the sector</p> <p>SGD center for Africa Media</p>	<p>- Social media: @UNRwanda, @unicefrw, @FAORwanda @EdithWFP Plus, the other UN agencies and SDG Fund</p> <p>- Radio and TV coverage, through journalists, if relevant</p> <p>- Web-story</p> <p>- Banners</p> <p>- Print media (Newtimes, Imvaho Nshya, The East African)</p>	Once at the start of the programme	#Videos produced #Media reporting #Web-stories published	3,000	RCO
2. Draft and share the joint press release with media with logos of participating	<p>Media / Journalists</p> <p>General public</p>	Email	Once at the start of the programme	Press release available and shared	0	RCO

agencies and lead Ministry									
3. Conduct a Press conference after the opening ceremony	Government Partners One UN agencies Media / Journalists General public	TV, Radio, Press release, print and online newspapers.	Once at the start of the programme	# of Journalists attended #Media coverage links	1,000	RCO			
4. Online communications through social media	Donors, Government, Media, General public	Twitter, FB, Email	Regular	Twitter analytics	1,000	UNICEF			
5. Produce communications and visibility materials	Government, Donors, Media, General public	# of pull up banners, Donor logos, brochures about the project.	Once at the start of the programme	#Comms materials available	3,000	WFP			
6. Briefing UNCG about the project	UNCG members	During UNCG meeting	Once	#Comms focal points available	0	RCO			
<b>Sub-Total</b>					<b>8,000</b>				

**Phase Two: Implementation of the program**

**Objective: Documentation of program success stories, achievements and visibility for the stakeholders**

Activities	Target Audience	Channel/ Mode	Frequency / Timeframe	Indicators	Budget required (USD)	Responsible Person (s)
1. Community level video on achievements of the program. Photography of project activities	Donors, Government of Rwanda and Stakeholders, CSOs, PS, District authorities	Social media, websites, newspapers	Once a quarter	#video available #photos available	5,000	FAO

and beneficiaries for social media and reports									
2. Documentation of written human-interest stories	Donors, Government of Rwanda and Stakeholders, CSOs, PS, District authorities	Social media, websites,	Once a year	# of human interest stories published	4,000	WFP			
3. Selected Media field visit and coverage	Stakeholders, Media	Radio, TV, Newspaper, websites, social media	Once a year	Field stories published and links available	2,000	RCO			
4. Generate booklets on stories and community behavior change and disseminate at the community level	Booklet dissemination	Number of communities reached by the dissemination	District reports and field visits	Once in a year	5,000	UNICEF			
5. Donor meetings including field visits	Joint SDG Fund contributing Member States represented at national level (Sweden, the Netherlands, Germany, EU)  Selected development partners not yet active in social protection sector with potential interest in the sector	Social media, national press	Once a year (two in total: one during Phase 2, one during Phase 3)	Pictures of field visit and social media coverage	5,000	UNICEF (1) and WFP (1)			
<b>Sub – Total</b>						<b>21,000</b>			
<b>Phase Three: End project results documentation and Dissemination</b>									

Objective: Dissemination of good practices from the programme to enhance scale-up and additional fund mobilization						
Activities	Target Audience	Channel/ Mode	Frequency / Timeframe	Indicators	Budget required (USD)	Responsible Person (s)
1. Booklet on stories of impact: data and success/ human interest stories	GoR, Donors, CSOs, Private sector, general public	Websites, publication, social media	Last Quarter	Booklet available # of booklets disseminated	3,000	RCO
2. Video: Testimonies of beneficiaries, district authorities	GoR, Donors, CSOs, Private sector, beneficiaries, District authorities, general public	Websites, publication, social media	Last Quarter	Video available and disseminated	5,000	UNICEF
3. Photo album	Photos from the field	Website, news media, publications	2020	# of photos published	5,000	WFP
4. End of project report: showcasing achievements, stories, numbers, photos of beneficiaries, and engagements with stakeholders	GoR, Stakeholders, CSOs, Private sector, District authorities	Websites, publications, social media	Last Quarter	End of project Report available	6,000	RCO
<b>Sub - Total</b>					<b>19,000</b>	
<b>Grand Total</b>					<b>48,000</b>	

## Annex 6. Learning and Sharing Plan

### 1) Strategic approach and objectives to learning and sharing

The learning and sharing strategy will take a three-layered approach, considering the centralized, decentralized and global levels.

At the central level, the PUNOs and RCO will prioritize the development of an integrated monitoring plan and focus on the core circle's mutual learning, interaction and information-sharing. Lessons learned and success stories will also be disseminated with stakeholders outside the joint programme (see communication plan) with the aim to raise awareness and carry out advocacy for the joint programme.

In addition, decentralised-level approach to learning and sharing aims to include decentralized government officials, form District, Sector and Cell level. The strategy include cross-fertilization between Districts on lessons learned and best practices. It is expected that the decentralized learning and sharing can leverage on the community experiences with the piloted models (e.g. case management, seed funding).

Lastly, the programme will utilize the SDG Center for Africa's network to share the programme's progress and best practices learned during implementation, as further learning for the African region. Concrete action points for the programme's strategic approach to learning and sharing at the centralized, decentralized and global levels is outlined further in the table below. An independent evaluation conducted at the end of the project will contribute not only to building knowledge and to organizational learning, but also to assess and understand why, intended and unintended results are achieved, and their impact on stakeholders.

### 2) Main activities

For each activity under the Learning & Sharing plan, one participating agency has been identified to take the lead and will receive the corresponding budget allocation. All activities, however, will be conceived jointly and implemented through mutual collaboration among agencies and in consultation with government counterparts.

Phase One: Central and National Level						
Activities	Method	Indicators	Measure (How to measure progress)	Frequency / Timeframe	Budget required (USD)	Responsible Person (s)
<b>Objective: To raise awareness on the joint programme at the central level among the country's other social protection stakeholders not directly working with the programme.</b>						
<b>To raise mutual learning and to extract key takeaways during implementation of the joint programme.</b>						

					March 2020	1,000	RCO
1. Develop a monitoring roadmap for the duration of the joint programme, assigning roles and responsibilities of the RCO and PUNOs			Roadmap in place	Roadmap endorsed by PUNOs by end of workshop			
2. Joint field visits to monitor progress	Meetings with local government counterparts and beneficiaries	# of field visits	Back to office reports (joint IA agency report)	Twice a year	5,000 Cost of UN staff borne by each agency	4,000	RCO
3. Convene Technical Committee meetings	Joint reporting, meetings and discussions	# of meetings conducted	Meeting reports	Quarterly			RCO
4. Convene Steering Committee meetings	Joint reporting, meetings and discussions	# of meetings conducted	Meeting reports, especially focus on decisions and changes addressed	Twice a year	2,000		RCO
4. Present results and share progress and lessons learned to stakeholders in the social protection sector during the following opportunities: - SPSWG (quarterly basis) - JSR (biannual) Donor meetings (annual basis)	Advocacy by utilizing the existing platforms and presentation of the programme's progress, when necessary	# of meetings where the programme progress is presented	JSR reports and other minutes of meetings	Three per year	1,000		UNICEF
<b>Sub-Total</b>						<b>13,000</b>	

<b>Phase Two: Decentralized Level</b>						
<b>Objective: To share information and understanding about the joint programme during the programme inception stage. To share best practices at the decentralized level in a sustainable way</b>						
<b>Activities</b>	<b>Method</b>	<b>Indicators</b>	<b>Measure (How to measure progress)</b>	<b>Frequency / Timeframe</b>	<b>Budget required (USD)</b>	<b>Responsible Person (s)</b>
5. Host the joint programme's inception meetings in the five target districts	Consultations with district officials and community members	Number of participants consulted	Kick-off meeting reports	July 2020	4,000	RCO
6. Document best practices at the community level	Dissemination of leaflets with best practices through community level meetings	# of community meetings where the leaflet was distributed	# of leaflets distributed	Annually	2,000* <i>*the respective IPs will lead the activity, costs only include design and printing</i>	UNICEF**, WFP and FAO  <i>**UNICEF can lead on the design and printing</i>
<b>Sub – Total</b>					<b>6,000</b>	
<b>Phase Three: Global Level</b>						
<b>Objective: To amplify the results and experience learned across the region</b>						
<b>Activities</b>	<b>Method</b>	<b>Indicators</b>	<b>Measure (How to measure progress)</b>	<b>Frequency / Timeframe</b>	<b>Budget required (USD)</b>	<b>Responsible Person (s)</b>
7. Jointly work with the SDG Center for Africa and disseminate the Rwanda joint programme lessons learned and good practices	Publication and dissemination	# of publications disseminated through the SDG Center's channel and network in	Publications from the SDG Center of Africa	TBD after discussion with the SDG Center for Africa	3,000	RCO



8. External evaluation of the joint programme	Evaluation report by external research institution	# of evaluation reports produced and disseminated	Evaluation report finalised	End of programme (March 2022)	58,000	RCO			
9. Dissemination event of the results of the evaluation and other Comms material	Summary brief of evaluation results with recommendations for scale-up and sustainability	All stakeholders meeting	Minutes of the meeting	March 2022	2,000	RCO			
<b>Sub - Total</b>							<b>63,000</b>		
<b>Grand Total</b>							<b>82,000</b>		

## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

The largest share of the SDG fund budget (42 per cent) will be allocated towards transfers and grants (UNDG item 6) to government counterparts in the joint programme as all activities will be implemented in close collaboration with the central and decentralized governments supporting and strengthening their existing systems. These transfers also include the technical assistance that will be contracted by government entities for capacity building. Contractual services (UNDG item 4) represent the second largest budget line with a share of 20 per cent under the SDG fund allocation and include the establishment of technical partnerships with non-government entities such as NGOs to support the piloting of new models at decentralized level and technical expertise in areas where nor the UN agencies or the government have in-house expertise. The third largest budget line (UNDG item 2) covers supplies, commodities and materials representing 13 per cent of the SDG fund budget. These range from asset transfers at household level to collaboration with conference facilities for policy dialogue activities.

Budget revisions that includes changes of UNDG categories are allowed. In accordance with the proposed guidance of the SDG Fund Secretariat, no approval is required up to 25 per cent. However, budget revisions above 25 per cent need approval from the programme steering committee.

UNDG BUDGET CATEGORIES	UNICEF		WFP		FAO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	78,000		120,000		49,338		247,338	
2. Supplies, Commodities, Materials	89,000		35,000		100,000		224,000	
3. Equipment, Vehicles, and Furniture (including Depreciation)	0		10,000		11,492		21,492	
4. Contractual services	230,000	500,000	75,000	350,000	46,000	190,000	351,000	1,040,000
5. Travel	19,500		50,000		21,000		90,500	
6. Transfers and Grants to Counterparts	370,978		339,435		90,343		800,756	
7. General Operating and other Direct Costs	45,000		72,239		20,113		137,352	
<b>Direct costs per agency</b>	<b>832,478</b>	<b>500,000</b>	<b>701,674</b>	<b>350,000</b>	<b>338,286</b>	<b>190,000</b>	<b>1,872,438</b>	<b>1,040,000</b>
8. Indirect Support Costs (Max. 7%)	58,273		45,609		23,680		127,562	
<b>TOTAL Costs</b>	<b>890,751</b>	<b>500,000</b>	<b>747,283</b>	<b>350,000</b>	<b>361,966</b>	<b>190,000</b>	<b>2,000,000</b>	<b>1,040,000</b>
<b>1st year</b>	<b>593,826</b>	405,000	<b>334,345</b>	350,000	<b>198,843</b>	96,872	<b>1,127,014</b>	<b>851,872</b>
<b>2nd year</b>	<b>296,925</b>	95,000	<b>412,938</b>	0	<b>163,123</b>	93,128	<b>872,986</b>	<b>188,128</b>

## 7.2 Budget per SDG targets

As mentioned in the Strategic Framework section above, the programme will contribute to several targets under SDG 1 (targets 1.1, 1.2 and 1.5) and SDG 2 (targets 2.1 and 2.2).

The Table below illustrates that 69 per cent and 31 per cent of the budget is allocated to SDG1 and SDG2 respectively. This distribution reflects the main focus of the programme on poverty reduction, especially for the targeted vulnerable groups. Through multiple activities falling under three different targets of SDG 1, the programme will be able to address important bottlenecks in multidimensional poverty reduction.

Given the high level of malnutrition and the challenges in adequate access to safe, nutritious and sufficient food in Rwanda, the budget also allows for significant catalytic investments to strengthen the way social protection programmes contribute to food security and nutrition. The proposed activities for the development of an adaptive and shock-responsive social protection framework in Rwanda are budgeted under both SDG1 (target 1.5) and SDG2 (targets 2.1 and 2.2), as shocks have a negative impact on poverty, food security and nutrition.

SDG TARGETS			%	USD
1.1	By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day		13	401,136
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		21	651,000
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		16	500,000
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		18	542,801
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		27	827,319
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		4	117,744
<b>TOTAL</b>			<b>100</b>	<b>3,040,000</b>

## 7.3 Work plan

## 1) General explanations

Referring to the work plan table, the three outputs outlined in the first column are copied from the results framework (Annex 2.2.). The annual targets indicate the codes of the output indicators in the results framework where the targets are set for year 1 and year 2.

The list of activities presents interventions that combine a set of detailed activities implemented across different PUNOs and implementing partners. The formulation of activities was intentionally elaborate to reflect accurately the sub-set of activities that have been defined in a more detailed workplan between PUNOs.

In terms of the timeline, the strategic work at policy level (output 1.1) and ground work for the piloting of models (output 2.1.1) will be prioritized in year 1. For output 1.2., government consultations led to the prioritization of systems strengthening activities in year 1 that were deemed most urgent and fitting with the current political context. Year 2 will focus on the follow-up and consolidation of the strategic and systems strengthening activities as well as the documentation and dissemination of lessons learned from the piloting of models in the targeted districts.

The column referring to "PUNOs involved" indicates the agencies that will be implementing and financing activities (in bold) or contributing at the technical level (not in bold).

Implementing partners are mostly the government counterparts involved in the implementation of activities. Under output 2.1., NGOs will also play a role in leading certain activities.

## 2) Monitoring, reporting and communications

The basic functions of coordination and reporting to the SDG Fund Secretariat of the joint programme will be ensured by the RCO. A budget of US\$ 30,000 will be administrated by UNICEF to this effect.

The envelope of US\$ 130,000 allocated to "Communication, learning & sharing and external evaluation" has been translated into the detailed Communications and Learning & Sharing plans presented in Annexes 5 and 6 respectively. US\$ 48,000 have been budgeted for Communications while a total budget of US\$ 82,000 is foreseen for the Learning & Sharing plan, of which US\$58,000 is reserved for the external evaluation at the end of the joint programme (representing a share of 3 per cent of the SDG fund budget).

Coordination, Communications and Learning & Sharing activities without the external evaluation represent 5 per cent of the total SDG fund budget.

All PUNOs contribute to the budget for Coordination, Communications, Learning and Sharing as a proportion of their SDG Fund allocation. This budget is reflected in the last two lines of the table below. Each PUNO will implement allocated activities as

indicated in Annexes 5 and 6 and will thus receive the allocated funding from this envelope accordingly. Where the RCO is the lead implementer, the allocated budget will be administered by UNICEF on behalf of RCO.

### 3) Detailed work plan and budget

**Bold = UNOP which is contributing budget**

Outcome		*The annual targets refer to the Output indicators target for Y1 and Y2 in the Results Framework								PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved		
		Annual target/s*		Time frame						Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)				
Output	2020	2021	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4							
<b>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</b>	<b>1.1.1</b>	<b>1.1.1</b>										Transfer for expertise provision to government	46,810	41,602	<b>88,412</b>	<b>FAO, UNICEF, WFP</b>	MINALOC/LODA, MINAGRI/RAB, MINEMA
	<b>1.1.2</b>	<b>1.1.2</b>										Transfer for expertise provision to central government and Districts	100,000	40,000	<b>140,000</b>	<b>WFP, UNICEF</b>	MINEMA, MINALOC
	<b>1.1.3</b>	<b>1.1.3</b>										Transfer for expertise provision to government	63,000	44,086	<b>107,086</b>	<b>UNICEF, FAO</b>	MINALOC/LODA, MINAGRI/RAB

1.2 Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups	1.2.1	1.2.1	Development of a comprehensive financing strategy and fund mobilization plan for the Social Protection Strategy							25,000	10,000	35,000	UNICEF	MINALOC/LODA
			Strengthen the Household Profiling System and improve data collection indicators for the target groups, with a focus on climate-change adaptive social protection, gender, nutrition and food security									25,000	10,000	35,000
		1.2.1	Design M&E tools and guidelines on shock-responsive social protection							10,000	35,000	45,000	WFP	MINEMA, MINALOC/LODA
		1.2.2	Strengthen the M&E tools and guidelines for MINALOC/LODA for capturing indicators related to needs of key target groups and provide technical assistance to MINALOC/LODA to improve and effectively use the MEIS with the improved Household Profiling System							85,200	193,000	278,200	UNICEF	MINALOC/LODA
		1.2.2	Analyze the existing financial literacy programmes and access to financial services and the responsiveness to the needs of the target groups, particularly for women in rural areas and develop guidelines and tools for Districts to implement the new model of financial literacy and inclusion of target groups							90,000	30,000	120,000	UNICEF, FAO, WFP	MINALOC, MINECOFIN
		1.2.2	Map and analyze targeting of the existing system of cash transfers, subsidies, fee waivers and in-kind support across core and complementary social protection sector and related							83,000	31,293	114,293	UNICEF, FAO, WFP	MINAGRI/RAB, MINALOC/LODA





<p>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</p>										disaster-prone areas, including a workshop on the use of the proposed M&E, assessment, targeting and registration tools								
										1.2.4	1.2.4	Produce guidelines and tools to support building of the Social Development Advisory system	10,000	40,000	50,000	UNICEF, WFP	MINALOC/LODA	
												Training of central government and decentralized proximity advisors on quality data collection and poor planning and budgeting	12,000	8,000	20,000	UNICEF	MINALOC/LODA	
										2.1.1	2.1.1	Support local innovative solutions for rapid graduation through the provision of seed-funding	162,346	75,718	238,064	WFP, UNICEF, FAO	Districts, MINALOC/LODA	
												Roll-out existing local innovative solutions for rapid graduation at local government level	149,860	24,086	173,946	WFP, UNICEF, FAO	Districts, MINALOC/LODA	
										2.1.2	2.1.2	Model and further roll-out the integrated case management system and Social Development Advisors model, linking community workforces and build capacity of local government for the integrated models	174,000	102,000	276,000	UNICEF	NGO's, Districts	
												Support the operationalization of the Consultative Committees on Development at sector/district level to support community work on promoting integrated delivery of services	59,778	20,000	79,778	UNICEF	NGO's, Districts	

	2.1.3	2.1.3	Identify and support community poverty reduction and resilience-building initiatives								440,444	44,301	484,745	WFP, FAO, UNICEF	NGO's, Districts
<b>Communications</b>			See Annex 5 and 6								48,000	0	48,000	WFP, FAO, UNICEF	RCO
<b>learning &amp; sharing and external evaluation</b>			See Annex 5 and 6								82,000	0	82,000	WFP, FAO, UNICEF	RCO
<b>Coordination costs</b>											30,000	0	30,000	WFP, FAO, UNICEF	RCO

### Annex 8. Risk Management Plan

The risk management strategy is based on the risk assessment as shown in the table below. The risk assessment was carried out by the PUNO's to identify specific risks that can influence the planned timeline and interventions of the programme. The risk management strategy includes several mitigation measures, specifically developed against the risks identified. These mitigation measures are also captured in the table below.

Risks were structured as being contextual, programmatic, institutional or fiduciary. The mitigation measures are reliant on strong coordination and involvement of all relevant stakeholders at different levels of implementation. This links directly to section 2.5 and 3.1 where coordination mechanisms and involvement of different stakeholders is covered.

Risks	Risk Level:	Likelihood:	Impact:	Mitigating measures	Responsible Org./Person
<p><b>Contextual risks</b></p> <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"> <li>Rwanda is currently indicated as a high risk-country for an outbreak of Ebola.</li> <li>Rwanda is located 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.</li> <li>Climatic shocks and related natural disasters occur in Rwanda may occur because of its geography, specifically drought and land-slides.</li> </ul>	Low	2	2	<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>Also, the M&amp;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
<p><b>Programmatic risks</b></p> <p>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.</p>	Medium	2	4	<p>This risk was already considered during the consultation processes when further developing this proposal, and consultations were held as much as possible with the relevant stakeholder.</p>	UNICEF

				<p>Also, the programme builds as much as possible on synergies and complementarities with other ongoing programmes around the social protection sector to avoid overlaps and to ensure limited incentives of this particular programme may be obviated by other programmes.</p>	
<b>Institutional risks</b>					
<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
<b>Fiduciary risks</b>					
<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>	UNICEF, WFP, FAO

The limited fiscal space to expand Government's investment in social sectors may hinder the sustainability of the results	Medium	3	2	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. 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	UNICEF

The risk assessment will be revised during the Mid-term Review of the programme and earlier, based on evolved needs, changes and occurrence of identified risks. This will be documented in the Mid-term Review 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)<sup>44</sup>. 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.

<sup>44</sup> See: <https://www.unicef.org/sites/default/files/2019-05/UNICEF-Strategy-Prevent-Respond-Sexual-Exploitation-Abuse-Sexual-Harassment-January-2019.pdf>

