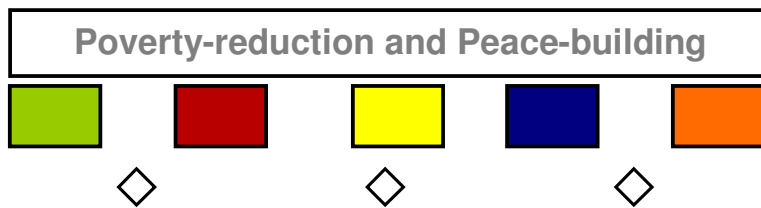


Rwanda

United Nations Development Assistance Framework
2002-2006



We aspire to a United Nations that is focused on its priorities, and can act with greater unity of purpose, coherence of efforts and responsiveness; a United Nations that empowers both governments and people to realize goals through collaboration that might otherwise elude them; a United Nations that will express the highest moral aspirations of human kind even as it delivers practical benefits to men, women and children in cities and villages around the world.

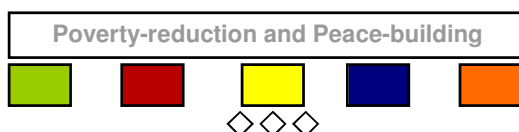
-- Address of the UN Secretary-General to the General Assembly on the opening of the fifty-second session, New York, 1997.

... [D]evelopment entities in the United Nations system should view humanitarian and development work through a “conflict prevention lens” and make long-term prevention a key focus of their work, adapting current tools, such as the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF), to that end.

-- Report of the Panel on United Nations Peace Operations (Brahimi Report), A/55/305 - S/2000/809, 17 August 2000.

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Rwanda UNDAF Mission Statement

We, the United Nations Country Team and staff in Rwanda, pledge to work together towards poverty-reduction and peace-building, placing the human being at the centre of our development assistance framework. We believe in the vision of the United Nations Charter and aim to bring to life its mandate and principles through the policies we develop and the programmes we implement. We will work together to achieve positive systemic change in the context of UN reform, thereby creating a more efficient, streamlined, and co-ordinated UN system for Rwanda. Likewise, we will uphold the resolutions and objectives set forth by the United Nations' world conferences and promote the implementation of their plans of action through our own activities and programmes in Rwanda.

We support the national priorities and programmes of Rwanda and will provide assistance in those areas identified by its people. We are dedicated to collaborating and co-operating with our national and international counterparts in response to the government's endeavour to bring peace, stability, and prosperity to Rwanda.

We recognize the complexity of the unique problems facing Rwanda in its post-genocide context and respect the necessity for sensitivity and efficiency in responding comprehensively to the numerous priorities. We will act, both individually and collectively, to support Rwanda in its effort to reduce poverty and strengthen peace, to combat HIV/AIDS and its socio-economic impact, to enhance governance and the decentralisation process, to promote regional stability and integration, and, in the immediate term, to facilitate settlement and reintegration activities. We are committed to the policies and objectives set forth in the UN Millennium Declaration, and will seek to pursue them effectively in Rwanda through the United Nations Development Assistance Framework (UNDAF).

Based on the UNDAF for Rwanda, we will formulate development assistance programmes grounded in the principles of human rights and of unified social, economic and political development. We will also strive to strengthen the capacities of civil society to participate fully in local and national affairs. We will seek to achieve these aims through responsible and appropriate policymaking, strategic and collaborative programming, and effective advocacy.

We will be active and responsive partners with the people and Government of Rwanda.

Theophane Nikyema
UNICEF Representative

Dirk Jena
UNFPA Representative

Mustapha Darboe
WFP Representative

Laurent Walpen
OIC ICTR

Tore Rose
FAO Representative (acting)

Christopher Liundi
UNESCO Representative

Oluseyi Bajulaiye
UNHCR Representative

Mbaye Diouf
ECA Representative

Edward Brown
WB Representative

Ousmane Diouf
WHO Representative

Diana Opar
UNIFEM Representative

Ivan Hermans
UNAIDS Representative

Tore Rose
Resident Co-ordinator
& UNDP Representative

Foreword

The 2002-2006 United Nations Development Framework (UNDAF) for Rwanda seeks to streamline the strengths and diverse capabilities of the UN system to better support the Government and people of Rwanda in their quest to reduce poverty, solidify peace and realize their long-term national development goals.

The UNDAF recognizes that the Rwandan Government of National Unity has achieved significant milestones since it embarked on an ambitious journey of reconstruction, economic recovery, national unity and reconciliation after the 1994 genocide. The achievements are many. Formidable challenges, however, remain. Of primary concern is the 60% of the population who live below the poverty line, a stark reflection of the fact that the vast majority of Rwandans are rurally-based and engaged in subsistence agriculture. Equally compelling are the complex legacies of the all-too recent conflict, which are complicated by on-going regional instabilities.

Concerted national efforts are being made to pursue the most pressing development objectives, while laying a solid foundation for future prosperity and opportunity for all. Core priorities, as outlined in the Poverty Reduction Strategy Paper, include:

- **Rural development and agricultural transformation**, emphasizing poor peoples' abilities to raise their incomes through improved agricultural productivity and off-farm employment opportunities, and a focus on environment, land, credit, rural energy and infrastructure, and labour intensive public works;
- **Human resource development**, emphasizing improved quality of life of the poor, via improvement in health, education, family planning, water and habitat;
- **Economic infrastructure**, emphasizing development of roads, energy and communications to support economic development in urban and rural areas;
- **Private sector development**, including the promotion of investment and exports, and reduced costs and risks of doing business;
- **Good governance**, including macroeconomic stability, security, constitutional reform, the justice system and gacaca, decentralisation, accountability and transparency and the civil service reform; **Institutional capacity-building** across all sectors, public and private.

The United Nations Development Assistance Framework (UNDAF) that is elaborated here closely responds to Rwanda's key development challenges and priorities. Its overarching goals of poverty-reduction and peace-building are interwoven throughout the five UNDAF Themes -- governance and justice, HIV/AIDS and reproductive health, raising the productive capacities of the poor, regional co-operation and integration, and transitional issues – and are further upheld by cross-cutting attention to issues of human rights, gender, and information and communications technology. The UNDAF for Rwanda represents a 5-year UN system collaborative framework that was elaborated and negotiated amongst all resident UN Agencies, in close consultation with Government and with input from other national development partners.

Dr. Donald Kaberuka
Minister, Ministry of Finance
and Economic Planning

Tore Rose
Resident Co-ordinator &
UNDP Representative

Executive Summary

The United Nations Development Assistance Framework (UNDAF)-- a key tool for UN Reform-- seeks to enhance the coherence and effectiveness of UN assistance at country level. The UNDAF represents a common programme-planning framework elaborated at field level by all UN Agencies, and in close consultation with government and other development partners. In Rwanda, the United Nations System has elaborated a five-year UNDAF (2002-2006) based on the analytical work conducted in the Common Country Assessment (CCA), and closely linked to the Poverty Reduction Strategy Paper (PRSP). This UNDAF commits the UN System to support Rwanda's national development priorities within an overall framework of poverty-reduction and peace-building.

Rwanda stands at a critical stage of its development, having emerged from a war and genocide that exacerbated long-standing development challenges while incurring monumental "new" problems of massive population movements and uprooting, national trauma and fear, the devastation of institutional memory and human capital, deeply aggravated levels of poverty and of HIV/AIDs, and the creation of especially vulnerable groups. The multi-dimensional linkages between poverty and conflict in Rwanda are both complex and dynamic. It is not possible to develop an all-encompassing cause-effect analysis that definitively predicts what types of interventions will eradicate the basis of both. What is clear, however, is that equitable and inclusive advances in the reduction of poverty will likely have a positive impact on the longer-term process of deep-rooted national reconciliation. Concomitantly, the success of poverty reduction is predicated upon the continued internal stability and security of Rwanda, which itself is linked to good governance, national reconciliation and the stability of the wider regional environment.

Against this backdrop, and in light of national priorities and UN capabilities, the UNDAF for Rwanda encompasses five theme areas: Governance & Justice; HIV/AIDS and Reproductive Health; Raising the Productive Capacities of the Poor; Regional Integration and Co-operation; and Transitional Issues. These five themes are listed throughout the UNDAF document in alphabetical order, to signal their parallel and inter-locking importance.

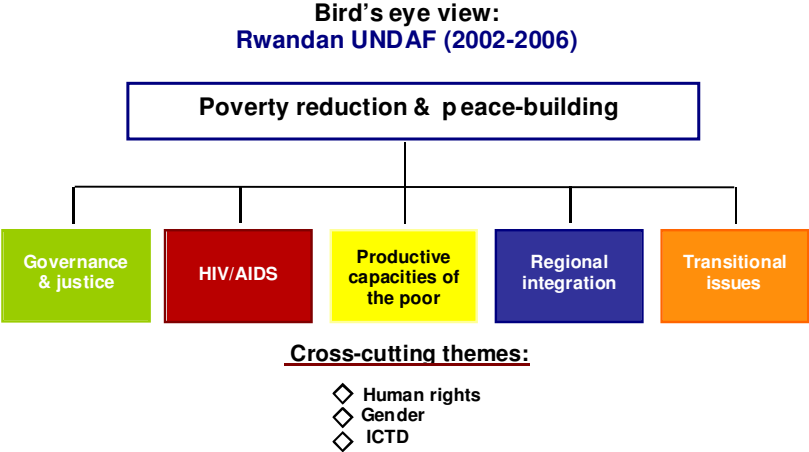
The thematic area of Governance and Justice focuses on public institutional reform; democracy; decentralization and community development; macro-economic capacity development; strengthening the rule of law and protection of human rights; enhancing national capacities to expedite and duly process the genocide-related caseload of prisoners; facilitating the equal participation of men and women in governance; disaster mitigation; and peace and reconciliation. The HIV/AIDS and Reproductive Health theme emphasizes the need for enhanced policy formulation and implementation capacity; improved information dissemination; strengthened and expanded service delivery; and critical attention to the gender dimensions of HIV/AIDS. The theme of Raising the Productive Capacities of the Poor, addresses the issue of poverty in its widest sense, from improving basic well-being (via access to health, education, and basic amenities) and food security, through to enhancing and diversifying the poor's productive potential and opportunities. The Regional Integration and Co-operation theme seeks to exploit the comparative advantage of the UN system to develop national capacity in regional markets; improve co-operation on cross-border issues and resources; and reinforce regional peace and stability. Finally,

the theme of Transitional Issues recognizes Rwanda’s continued post-conflict status, and seeks to find sustainable solutions to outstanding resettlement and reintegration issues, including those related to families living without adequate shelter, to the new settlement sites that are not yet sustainable, and to demobilized military personnel who require special reintegration efforts.

Cutting across these five themes is a focus on human rights, on gender, and on Information Communication Technology (ICT). Knowledge of and respect for human rights are cornerstones of sustainable development globally, and are of particular importance in Rwanda given its historical context. The promotion and protection of human rights in Rwanda – including the right to development – is a key strategy for national reconciliation. ICTs also appear across all UNDAF themes in recognition of their potential to facilitate and accelerate all aspects of development in Rwanda, including economic growth. Likewise, gender equality is a pervasive concern, given that it is a basic principle of social justice and equitable development. Finally, an essential concern within all themes is that of community development and participation: long-term stability and poverty-reduction in Rwanda will be dependent upon cultivating the mechanisms and space for real grassroots participation and self-help.

The UNDAF document is structured around the five themes, with goals, objectives, strategies, indicators, and partners identified in thematic matrices. Mechanisms and strategies for co-operation, monitoring, evaluation and resource mobilization are also proposed. The complexity of many of the programme areas will require creative approaches to UN system collaborative and co-operative mechanisms, some of which are outlined here.

This UNDAF document has been reviewed and endorsed by the Government of Rwanda, members of whom were on the UNDAF Steering Committee from the start of the process.



Acronyms and Abbreviations

ACBF	: African Capacity Building Foundation
ADB	: African Development Bank
AFER	: Association des Femmes Entrepreneurs au Rwanda (Association of Women Entrepreneurs in Rwanda)
AHA	: Africa Humanitarian Action
AIDS	: Acquired Immuno-Deficiency Syndrome
ARBEF	: Association Rwandaise pour le Bien-Etre Familial (Rwanda Association for Family Well-Being)
CAPMER	: Centre for Support to Small and Medium Enterprises in Rwanda
CB0	: Community Based Organizations
CCA	: Common Country Assessment
CCM (NUR)	: Centre for Conflict Management (National University of Rwanda)
CDC	: Community Development Committee
CEDAW	: Convention on the Elimination of All Forms of Discrimination Against Women
CEPEX	: Central Projects and External Finance Bureau
CEPGL	: Communauté Economique des Pays des Grands Lacs (Economic Community of Great Lake Countries)
CIDA	: Canadian International Development Agency
CLADHO	: Collectif des Ligues et Associations de Defense de Droit de l'Homme au Rwanda (Collective of Leages & Associations for the Defense of Human Rights in Rwanda)
CNLS	: Commission Nationale de Lutte Contre le VIH/SIDA (National Commission for the Fight Against HIV/AIDS)
COMESA	: Common Market for East and Central Africa
CRC	: Convention on the Rights of the Child
CSO	: Civil Society Organization
CSW	: Commercial Sex Workers
DFID	: Department for International Development UK
ECCAS	: Economic Community of Central African States
ECOSOC	: Economic and Social Council
EU	: European Union
FAO	: Food and Agricultural Organization
FAWE	: Forum for African Women Educationalists
FDI	: Foreign Direct Investment
GDP	: Gross Domestic Product
GLIA	: Great Lakes Initiative against AIDS
GoR	: Government of Rwanda
GTZ-TOR	: German Technical Cooperation
HIPC	: Highly Indebted Poor Countries
HRDA	: Human Resource Development Agency
ICT	: Information and Communication Technology
ICTR	: International Criminal Tribunal for Rwanda
IDP	: Internally Displaced Person
IEC	: Information, Education & Communication
IFAD	: International Fund for Agricultural Development
ILO	: International Labour Organization
IMF	: International Monetary Fund
I-PRSP	: Interim Poverty Reduction Strategy Paper
ITU	: International Telecommunications Union
JRPU	: Joint Reintegration Programming Unit
KBO	: Kagera Basin Organization
KIST	: Kigali Institute of Science, Technology and Management
LIPRODHOR	: Ligue Rwandaise pour la Promotion et la Defense de Droit de l'Homme

MIFOTRA	: Ministry of Public Service and Labor
MIGEPROFE	: Ministry of Gender and Women in Development
MIJESPOC	: Ministry of Youth, Culture and Sports
MINADEF	: Ministry for Defense and National Security
MINAFFET	: Ministry of Foreign Affairs and Regional Co-operation
MINAGRI	: Ministry of Agriculture, Animal Resources and Forestry
MINALOC	: Ministry of Local Government and Social Affairs
MINECOFIN	: Ministry of Finance and Economic Planning
MINEDUC	: Ministry of Education
MINERENA	: Ministry of Energy, Water and Natural Resources
MINICOM	: Ministry of Commerce, Industry and Tourism
MINIJUST	: Ministry of Justice and Institutional Relations
MININTER	: Ministry of Internal Affairs
MINISANTE	: Ministry of Health
MINITERE	: Ministry of Land, Human Resettlement and Environmental Protection
MINITRACO	: Ministry of Public Works, Transport and Communications
MIS	: Management Information Systems
MTCT	: Mother to Child Transmission
NBR	: National Bank of Rwanda
NGO	: Non-Governmental Organizations
NHRC	: National Human Rights Commission
NUR	: National University of Rwanda
NURC	: National Unity and Reconciliation Commission
NYC	: National Youth Council
ODA	: Official Development Assistance
ONAPO	: Office National pour la Population
ORINFOR	: Ministry of Information
ORTPN	: Office Rwandais du Tourisme et des Parcs Nationaux
PET	: Post Exposure Treatment
PLWA	: People Living With AIDS
PMTCT	: Protection from Mother To Child Transmission
PRESIREP	: Office of the President
PRIMATURE	: Prime Minister's Office
PRSP	: Poverty Reduction Strategy Paper
PSF	: Private Sector Federation
PSI	: Population Services International
RDRC	: Rwanda Demobilization and Reintegration Commission
RH	: Reproductive Health
RIAM	: Rwanda Institution for Administration and Management
RITA	: Rwanda Information Technology Authority
RPF	: Rwandan Patriotic Front
RRA	: Rwanda Revenue Authority
RWARRI	: Rwanda Rural Rehabilitation Initiative
RWI	: Rwandan Women Initiative
STDs	: Sexually Transmitted Diseases
TRAC	: Treatment and Research Aid Centre
UNAIDS	: Joint United Nations Programme on HIV/AIDS
UNCHS	: United Nations Commission for Human Settlements
UNCT	: United Nations Country Team
UNCTAD	: United Nations Conference on Trade and Development
UNDAF	: United Nations Development Assistance Framework

UNDP	: United Nations Development Programme
UNECA	: United Nations Economic Commission for Africa
UNEP	: United Nations Environment Programme
UNESCO	: United Nations Educational, Scientific and Cultural Organization
UNFPA	: United Nations Population Fund
UNHCR	: United Nations High Commissioner for Refugees
UNICEF	: United Nations Children’s Fund
UNIDO	: United Nations Industrial Development Organization
UNIFEM	: United Nations Development Fund for Women
UNOPS	: United Nations Office for Project Services
UNRC	: United Nations Resident Coordinator
UNSID	: United Nations Special Initiative for Africa
UNV	: United Nations Volunteers
USAID	: United States Agency for International Development
VCT	: Voluntary Counseling and Testing
WB	: World Bank
WFP	: World Food Programme
WHO	: World Health Organization
WOPPA	: Women as Partners of Peace in Africa

Part 1. Introduction and Overview

1.1 UN Reform and the UNDAF vision

In 1997, the UN Secretary-General proposed a series of wide-ranging reforms that touched all areas of the UN system’s work, including its activities in development co-operation. His report – *Renewing the United Nations: A Programme for Reform* – underlined the need to better coordinate the efforts of the different UN agencies at country level, to improve the coherence and effectiveness of their assistance and to further rationalize UN operational activities in the face of diminishing resources. To implement this vision, the UN Secretary-General proposed a number of initiatives, one of which was the United Nations Development Assistance Framework (UNDAF) – a common programme planning framework for all UN agencies operating at the country level.

Each UNDAF is elaborated at the field level by all UN agencies, in close consultation with government and with the involvement of other development actors. The UNDAF seeks to define specific areas where the UN system could make a significant, strategic difference for the country in question. As such, it sets out a selected number of thematic areas and common programme objectives for UN System collaboration within a defined timeframe and resource framework. The UNDAF’s areas and objectives are selected on the basis of a shared understanding of the country’s key development challenges and priorities, and an analysis of the UN’s comparative advantages and past performance (of both individual agencies, and as a system).

The analysis that underpins the UNDAF is found in the Common Country Assessment (CCA) -- another key instrument of UN reform. The CCA, which is guided by the national development vision and major policy statements, embodies a process whereby development partners at the country level meet together to reflect upon, debate and strive towards a more shared understanding of national development challenges, opportunities and priorities. The product of this process is a common position paper, which the UN system then uses as the starting point for UNDAF elaboration.

Box 1.1**UN Country Team in Rwanda: Recognized specializations****United Nations Development Group**

- UNDP - Governance, poverty, sustainable
- UNFPA - development Population, reproductive health
- UNICEF - Women & Child Rights, child protection,
- primary & non-formal education, WES,
- nutrition, maternal & child health, HIV/AIDS
- WFP - Food for assets, primary education, food for training, nutrition.

-
-

Specialized Agencies

- FAO - Food security, agricultural development
- UNESCO - Education, culture of peace
- WHO - Health policy, quality and access

-
-

Although the UNDAF delineates the common response of the UN system at country-level, it does not replace each agency's individual programme. Rather, it serves as a common frame of reference that guides the elaboration of individual agency programmes, while facilitating closer inter-agency collaboration and joint programming efforts. By better clarifying the focus and scope of UN activities, the UNDAF also lays the foundation for

improved partnerships with the Government and other development actors.

1.2 UN co-ordination and UNDAF in Rwanda

Background

In Rwanda, the UN Country Team is formed by the Representatives of all resident UN organizations, representing a broad mix of humanitarian, development and specialized mandates (see Box 1.1). This mix duly reflects Rwanda's recent experience as a "complex emergency" country, still recovering from the devastation of the 1990-1994 war and genocide.

In the immediate aftermath of 1994, two things were clear: the scale of needs was massive, urgent, and pervasive; and, the newly formed Government had little capacity and no time to articulate national strategies to co-ordinate a response. The UN Agencies – along with many other actors – responded in a flexible and efficacious manner, although this sometimes required engagement in new and unfamiliar issues. In the absence of effective co-ordination mechanisms, many actors – including UN Agencies – undertook activities that stretched their mandates, resulting in certain inefficiencies and duplication of efforts (see: *UN-Rwanda Issues Paper*, 1999).

In the years following 1994, the UN System in Rwanda enacted various mechanisms to rationalize and improve the co-ordination of UN activities, including: regular UN Country Team meetings, Thematic Groups, the Northwest Co-ordination Committee, and the highly innovative Joint Reintegration Planning Unit (JRPU).¹ In addition, the Government began to articulate various national strategies and sectoral frameworks, which served as important reference points for UN Agency support.

¹ The two latter mechanisms are no longer operational. The activity of the Theme Groups tapered off in 1999 (with the exception of HIV/AIDS, Gender and Child Rights) but is likely to be reinvigorated via UNDAF implementation (see Part 5).

UNDAF scope and focus

In 1999, conditions became appropriate for the UN Country Team to launch the Common Country Assessment (CCA) process, with a view to preparing an UNDAF for Rwanda. The CCA process, which covered 11 development/transitional themes² and spanned some 8 months, attracted the sustained participation of senior staff and Heads of all UN Agencies, as well as extended participation from a wide-range of government representatives and decision-makers, NGOs, CBOs and bilateral donors. In total, the dialogue process involved some 500 participants. At the request of Government, the CCA process was paralleled by a purely UN exercise, which involved a “mapping” and analysis of all UN Agency programmes in Rwanda, as captured in the *UN Issues Paper* (1999).

In mid-2000, Rwanda’s Minister of Finance and Economic Planning officially launched the *CCA Working Paper Series*. A two-day follow-up retreat – involving 77 participants, with high level representation from all UN Agencies, Government, NGOs and bilateral donors³ -- established consensus concerning the scope and focus of Rwanda’s UNDAF, namely:

- The overall strategic “chapeau” would reflect Rwanda’s overarching development challenges: **“poverty reduction and peace-building”**;
- The UNDAF would have five mutually reinforcing themes: Governance and justice; HIV/AIDS; Raising the productive capacities of the poor; Regional integration; and “Transitional” issues. Each of these themes embodies a clear national priority, has strong links to the twin imperatives of poverty-reduction and peace-building, and is an area of recognized UN System expertise;
- The UNDAF would also have three cross-cutting themes: Human Rights; Gender; and, Information Communications Technologies for Development (ICTD);
- For its first iteration, the UNDAF would span from 2002-2006, with the start date reflecting the harmonization of programming cycles for a number of UN Agencies.

From these broad guidelines, the UNDAF Technical Team, the five UNDAF Thematic Groups (composed of representatives of UN programme staff, Government, Parliament and NGOs), along with the UN Country Team and the Steering Committee (with high-level representation from Government, bilateral partners, NGOs, the private sector and all UN Agencies) worked intensively to elaborate, negotiate and agree on the specific UNDAF components, which are presented in this document as follows:⁴

Box 1.2

Post-1994 Operational Environment & Today

THEN	NOW
Urgent response - massive needs	Sustainability
Lots of \$\$\$; little co-ordination	Less \$\$\$; striving for improved co-ordination
No Government capacity	Improved Government capacity
No national strategies	National strategies (implementation focus)
Lack of info (stats)	More data available, but not robust
“False” economic recovery due to ODA influx (dependency)	Lower growth rates, but grounded in economic policies/reforms
Mistrust of UN	Improved relations with UN
Lots of staff (esp. Int’l)	Substantial staff cutbacks

Part 2 – Analysis:

² The CCA working papers are: 1. Poverty reduction & economic management; 2. Resettlement & reintegration; 3. Governance, justice, human rights & national reconciliation; 4. Education & training; 5. Food security; 6. Environment; 7. Population; 8. Health, nutrition, water & sanitation; 9. HIV/AIDS; 10. Gender; 11. Child protection.

³ UNDAF Workshop participants included 21 representatives from 14 Government ministries, 11 representatives from 7 bilateral agencies and donors and 5 NGO heads.

⁴ See Annex 3 for details on methodology, administrative structure and participants involved in the UNDAF process.

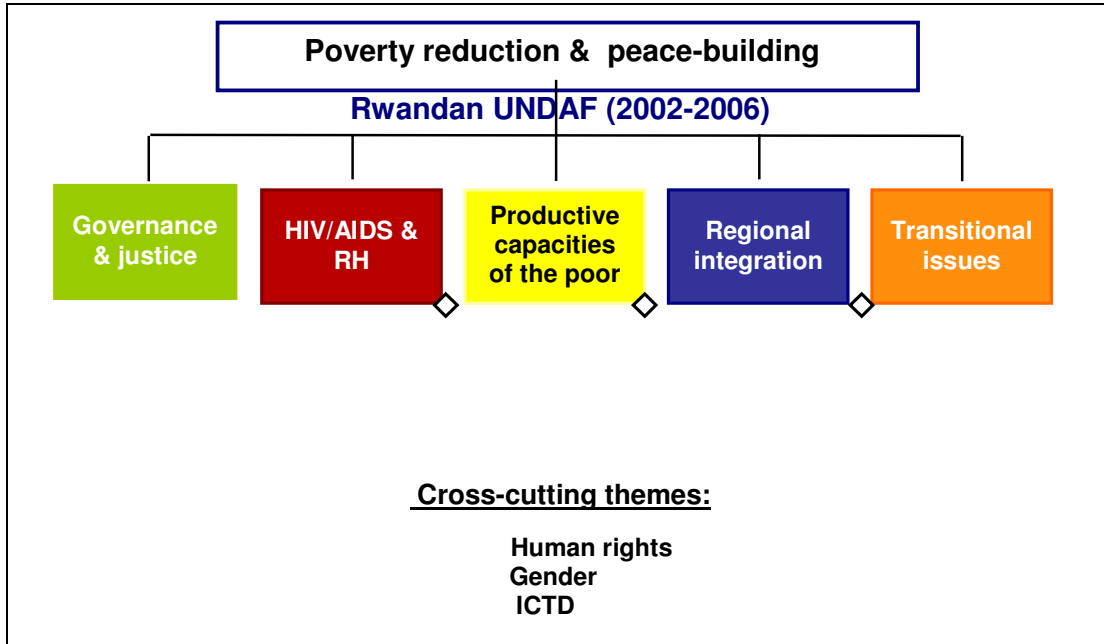
Rwanda's development context and national priorities

Part 3 – UN Common Response: UNDAF choices, goals and objectives

Part 4 – UNDAF cooperation strategies

Part 5 – Follow-up monitoring and review mechanisms

Part 6 – Resource framework and mobilization strategies



Part 2. Analysis: Rwanda's Development Context

The twin challenges of poverty **reduction and peace-building** are the cornerstone for the 2002-2006 UNDAF. Part 2 provides a summary analysis of poverty and conflict in Rwanda, as well as a more specific sectoral analysis and a snapshot of post-1994 national achievements and development priorities.

2.1 Poverty and Conflict: Overall Context

Just as poverty has contributed to conflict in Rwanda, so too has conflict greatly exacerbated poverty, as the following summary illuminates.

Poverty in Rwanda: overview

Rwanda is one of Africa's smallest, poorest, and most densely populated countries, with some 8.1 million inhabitants. Poverty is both persistent and widespread, with some 60% of Rwandans living below the national poverty line. While the war and genocide of 1994 greatly aggravated poverty levels, the phenomenon itself is rooted in long-standing, inter-connected structural challenges, including:

- high population density and growth rates;
- low levels of human resource development;
- low agricultural productivity, with some 90% of the active population engaged in subsistence agriculture;

- environmental degradation and the decreasing availability and quality of arable land (leading to increased competition for resources);
- a narrow export-base largely limited to coffee and tea, which has rendered the economy vulnerable to exogenous shocks due to the vagaries of climate and world markets;
- the country's land-locked position, which results in high transport costs.

These chronic economic weaknesses both contributed to,⁵ and were gravely exacerbated by, the genocide, with its attendant destruction of human, social and physical capital, and the tremendous weakening of the state apparatus and institutional capacity. These widespread losses, combined with vast movements of population within and across Rwanda's borders, both deepened and extended the levels of poverty, while creating a new class of "very poor."

Another "causal" factor of poverty in Rwanda, underlined in the PRSP, is the history of "bad governance," which refers particularly to the authoritarian, heavily centralized regime and culture of impunity, both of which also feature prominently in Rwanda's grim history of violence and genocide (see "peace-building" below).

A new poverty factor, but one that embodies a formidable threat to Rwanda's future social and economic development, is HIV/AIDS. As elaborated in Section 2.3 below, the impact of the high and rising prevalence rate is likely to be felt across all sectors of the economy, from agriculture and industry through to the public and private sectors, while also severely compromising the welfare of countless families.

Poverty's characteristics and variations

In Rwanda, poverty is characterized by: high morbidity and mortality; low levels of household food self-sufficiency and high levels of malnutrition; low income and expenditure; low levels of educational attainment; lack of access to basic services, agricultural inputs, appropriate technologies, markets and income-generating opportunities; and, in some cases, insufficient access to land, shelter and/or primary education. Poverty is mostly a rural phenomenon, although urban poverty is on the rise, as large numbers of people migrate to the city.

Poverty in Rwanda has important regional variations. 1985 data suggest that the South Central area was the poorest (and most vulnerable to drought), while the East, and the North-and-South West were better off than the national average. It is likely that this geographic distribution has altered in the aftermath of the war and genocide. For example, the welfare of the Northern areas has been badly affected by large population movements and resulting shortages in housing and/or basic facilities. Instability and insurgency have also exacerbated poverty levels, especially in the Northwest. Meanwhile, periodic drought in various prefectures continues to threaten food security, while prompting population movements both across and within Rwanda's borders.

There are important gender dimensions to poverty levels as well. Women have unequal access to productive assets, and have not been legally able to own or inherit land. The GoR has taken steps to correct this disparity through adoption of legislation to promote gender equality, including female access to property rights. However, women are disproportionately represented amongst the most vulnerable groups in Rwanda, which include: households headed by women (often widows or wives of prisoners) or by children or prisoners, as well as the elderly and disabled, and unemployed, unskilled youth. The new, post-genocide category of "very poor" households, are characterized by their lack of able-bodied labour (World Bank, 1997); another group in this category are those IDPs and returnees that still lack access to shelter and land (see Table 1).

⁵ A recent report by the National Unity and Reconciliation Commission states that its grassroots consultations yielded general agreement that "most of the killings during 1994 were done with a promise of getting the victim's property – a promise for better livelihood."

Table 1: Characteristics of Poverty in Rwanda

Who are the most poor?	Why are they poor?
<p>Rural households</p> <p>Female-headed & child-headed households and those with less than two adult members</p> <p>Recently resettled IDPs and returnees</p> <p>Urban poor</p>	<ul style="list-style-type: none"> • Low agricultural productivity, declining soil fertility and environmental degradation • Land fragmentation, insecurity of land tenure • Poor environmental conditions, including drought, disease • Lack of access to markets, absence of rural commercial activity and alternative income earning opportunities • Social and economic isolation due to high transport costs and insecurity • Loss of capital stock and productive assets in the genocide • Poor agricultural extension services, lack of access to improved inputs • Shortage of household labour, women who must take care of husbands and sons in prison (“prison wives/mothers”) • Disadvantaged and poor access to land, paid employment and credit • Disadvantaged and poor access to, and quality of, social services – water, healthcare & education • Lack of permanent housing and access to social services • Lack of land, loss of capital stock - livestock, coffee bushes and banana plantations, farm implements and supplies • Few employment opportunities, particularly among poorly educated young people, and restrictions on petty trade • Poor basic social services and infrastructure, lack of housing • High food prices

The imperative of peace-building

Within a period of 100 days in 1994, more than 800,000 Rwandans were killed, over 2 million fled into exile and hundreds of thousands were internally displaced. Such was the human scale of the genocide and its fallout. Likewise, Rwanda's productive and institutional capacities were decimated, and infrastructure damaged. Of much longer-term consequence, however, was the genocide's effect on the country's social fabric, and its shattering of the confidence of Rwandan citizens -- in themselves, in each other, in their state and governing institutions, and also in the international community.

While the 1994 genocide was categorically the most atrocious period of Rwanda's past, it should not be seen in isolation from the long history of tension, conflict and grievances that various segments of Rwandan society have experienced at different times. Belgian colonial rule politicised social hierarchies and categorisations already existing in pre-colonial Rwanda, effectively resulting in the redefinition and reconstruction of social identities in Rwanda. This structural entrenchment of "ethnic" favouritism became an important factor in the targeted violence that accompanied Rwanda's independence. Between 1959-1961, as Rwanda underwent a transformation from a monarchy to a republic, political struggles exploited the "ethnic" dimension, causing the country to be rocked by increasing levels of violent clashes, riots and identity-based pogroms. By the time independence was declared in 1962, many Rwandans had been killed, and many more had taken refuge in neighbouring countries, where they remained in exile for the next 3 decades. Throughout the 1960s and 1970s, Rwanda experienced periodic bouts of extreme inter-communal and "ethnic" violence, as well as "structural violence" in the form of poverty and institutionalised discrimination against certain sectors of the population. Other factors combined with this violent history resulted in the 1994 genocide. These factors include the rising tensions between certain regions of Rwanda, a growing complexity of inter- and intra-communal cleavages and power-rivalries, an economic slump – triggered by the falling prices of Rwanda's main exports, coffee and tea – that started in the late 1980s and which particularly affected Rwanda's peasant farmers, increasing scarcity of (and competition for) arable land, political instability fed by both endogenous and exogenous factors, and destabilizing regional influences including the cross-border flows of refugees, weapons and fears.

Another important dimension of this history began in October 1990, when the Rwanda Patriotic Front (RPF) – composed of exiled Rwandans – launched an offensive from Uganda, which was repulsed. This led to a protracted period (1990 to mid-1992) of simultaneous fighting and negotiating. Concerted peace negotiations began in June 1992, culminating in the August 1993 Arusha Peace Accords, which established the modalities for a transitional government.

However, in 1994, the then-Rwandan President's plane was shot down near Kigali's airport. The President's death was the cue for extremist elements in Government to execute a pre-meditated plan that plunged the country into a killing frenzy, stoked by extremist radio broadcasts, and resulting in the decimation of the Batutsi and moderate Bahutu population. Appalling atrocities were committed not only by the Interhamwe militia and the armed forces, but also by civilians against other civilians. It is critical to understand, however, that the genocide was orchestrated by an authoritarian and highly centralized state, and abetted by a culture of passive obedience, which, in a context of fear and insecurity, rendered people vulnerable to extreme political and "ethnic" manipulation.

After intensive fighting in 1994, the Rwanda Patriotic Front (RPF) stopped the genocide and emerged as the victorious political force, inviting all political parties that had not participated in the genocide and related crimes to form a new government of national unity and a transitional parliament.

In recounting these events, it is important to underline that Rwanda's citizens have also experienced periods of peaceful co-existence, and have long-standing traditions of community-

based support. And, even in the years when "ethnic"-based discrimination was cultivated and violently propagated, many Rwandans chose to cross that imagined "ethnic" divide in order to nurture genuine bonds of family, clan, community and society.

Finally, there is also an international dimension of reconciliation. Thus, according to the UN-commissioned Carlsson Report, the international community and the United Nations in particular failed by not preventing the genocide, nor stopping it once it had started. This failure has also left its mark on Rwandan society. The national reconciliation process also involves a process for international reconciliation.

2.2 Reducing poverty and building peace: the dual development/security challenge

The multi-dimensional linkages between poverty and conflict in Rwanda are both complex and dynamic. It is not possible to develop an all-encompassing cause-effect analysis that definitively predicts what types of interventions will eradicate the basis of both. What is clear, however, is that equitable and inclusive advances in the reduction of poverty will likely have a positive impact on the longer-term process of deep-rooted national reconciliation. So confirms Rwanda's National Unity and Reconciliation Commission, whose work with communities to date consistently points to the importance of poverty reduction, including in the context of regional integration. Concomitantly, the success of poverty reduction is predicated upon the continued internal stability and security of Rwanda, which itself is linked to good governance, national reconciliation and the stability of the wider regional environment.



When looking with hope to the future it is important to ponder three critical tensions that frame the context of Rwanda's continued stability and her future development, democratization and reconciliation efforts:

- **The tension between stability (control) and participation (dissent/non-violent conflict).** Rwanda's need for continued stability (which requires some measure of control) exists in tension with its concomitant need to encourage participation and democratization (which requires an environment conducive to expressing dissent and conflicting ideas). Participation and democratization are critical to overcoming the hierarchical structures and culture of obedience so prevalent in, and detrimental to, Rwanda's past. In the shorter term, however, these issues must be approached with great sensitivity and care. **Community development** and the cultivation of a culture of "real" participation are key long-term strategies in this regard, critical to both poverty-reduction and peace.
- **The tension between justice (remembering) and reconciliation (forgetting).** As Rwanda seeks to deal with its past while nurturing its future, it faces the inherent tension between pursuing justice (which often involves remembering and retribution) and facilitating reconciliation (which requires forgiving and forgetting). The challenges here are monumental. Rwanda has proposed a uniquely home-grown method for broaching this tension – Gacaca – which involves community participation in the trials of those accused of "lesser" genocide-related crimes (more details below). While this process will require careful monitoring to

ensure basic human rights are respected, it also merits careful study as a potential mechanism to bridge the justice-reconciliation challenge.

- **The tensions arising from the regional environment.** As noted, Rwanda's internal stability and development remains vulnerable to regional security and stability. As the PRSP states: *The interlocking violent conflict in the Great Lakes region slows down Rwanda's efforts to achieve national reconciliation and undermines efforts at economic development.* In addition to efforts to mitigate the conflicts in neighbouring countries (Congo and Burundi), regional regimes of trade and co-operation are critical strategies for cementing longer-term peace.

2.3 Sectoral Analysis

To better contextualize the focus of UNDAF actions, this section presents a summary sectoral analysis, based on the findings of the CCA and the more recent PRSP.

Economic Overview

Structure. GDP currently stands at some US\$ 1.8 billion. Agriculture dominates the real sector of the economy, accounting for 92% of the total labour force, 41% of GDP and 72% of exports. The major activity is subsistence food crop production; production for export (coffee and tea) is very modest. The service sector contributes about 39% of GDP and employs some 6.5% of the working population. Wholesale and retail trade as well as public administration account for about 50% of services. The industrial sector comprises 20% of GDP and employs slightly less than 2% of the working population. Within this, manufacturing accounts for almost 12% of GDP, while construction accounts for 8.1%. Apart from the yet unexploited natural gas in Lake Kivu, Rwanda is poorly endowed with natural or mineral resources.

Trends. In 1994, real GDP fell by 50%. Growth rebounded by 34% in 1995 (in part due to ODA infusions -- see below), and by an average of 13% between 1996-1998. By 1999, growth slowed to 5.9%, with lower estimates predicted for 2000. Inflation, which had risen to 64 % in 1995, was reduced to -- 2.4% in 1999, but rose to 2.1% in 2000 due to fuel and food price increases. In terms of revenues, both domestic collection and export earnings remain low. In 1999, domestic revenues comprised only 9.9% of GDP, and export earnings

only 3.2% (compared to imports worth 13% of GDP). To finance the budgetary deficit, Rwanda has continued to rely on external resource flows in the form of grants and loans, exacerbating an already unsustainable debt burden. Within public expenditure, the PRSP predicts a substantial reallocation -- raising social spending from 4.1% GDP in 2000 to 6.9% in 2004, using savings accrued from a decrease in military expenditures from 3.8% to 2.3%.

Table 2. Selected Economic Performance Indicators

Indicators	1997	1998	1999	2000
Real GDP Growth Rate (%)	14.1	9.4	6.2	6.0
Inflation (% change CPI, annual av.)	11.7	6.8	-2.4	2.1
As% of GDP				
Government Revenues	10.3	10.4	9.9	9.9
Grants	6.7	5.2	6.0	8.9
Total Public Expenditures	19.5	18.6	20.0	20.3
Recurrent Expenditures	11.4	11.9	13.6	13.6
Security	4.1	4.3	4.2	3.4
Social Sectors	--	2.8	3.9	4.1
Development Expenditures	8.2	6.7	6.4	6.7
Current Account Balance	-17.3	-14.9	-16.9	-14.8
Exports of Goods	5.0	3.2	3.2	3.7
Imports of Goods	14.9	11.6	13.0	11.7
Official Reserves (months of imports)	5.0	4.7	4.7	5.9
External Debt (% of GDP)	61.0	57.4	68.1	75.7
Source: Rwandan Ministry of Finance & Economic Planning				

ODA & FDI. Between 1994-97, Rwanda received among the highest levels of per capita ODA in Africa (at some \$US 61 per capita). These substantial external inflows – grants and loans – provided a critical “breathing space” for the Government to reconstitute the country’s economic management and productive structures. However, they also served to temporarily mask Rwanda’s chronic economic problems, while creating the impression that the acute fallout of 1994 was rapidly rectified. In addition, these flows also incurred greater levels of debt servicing, while raising fears of dependency and the government’s inability to shoulder recurrent costs. In more recent years, the Government, through key structural reforms, has made impressive progress in restoring macroeconomic stability (see Section 2.4 below). These achievements have been concomitant with a sharp drop and on-going decline in ODA levels, reflecting Rwanda’s perceived re-stabilization. Still, ODA levels continue to remain well above the sub-Saharan average,⁶ and greatly outpace Foreign Direct Investment (FDI -- 1999 estimates show ODA to be some US\$ 356 million; net FDI flows were US\$ 1.7 million).

Debt. Rwanda's stock of external debt rose rapidly from US\$ 366 million in 1985 to US\$ 913 million in 1993, while the internal debt rose from US\$ 142 million to US\$ 367 million. By end 1999, external public debt stood at some US\$ 1.3 billion, representing 65% of GDP. Also in 1999, the debt service-to-exports ratio peaked at about 40%, while Net Present Value (NPV) of debt service-to-exports ratio reached some 520%, although this ratio is projected to decline to 460% by 2010 and 260% in 2019. Under the Highly Indebted Poor Countries’ (HIPC’s) definition of debt sustainability, the target NPV debt service-to-exports ratio is 150%. At the end of 2000, Rwanda qualified for debt relief under the enhanced HIPC initiative, which will reduce the stock of debt owed to multilaterals. The annual cash flow savings, estimated to be equivalent to 1% GDP, are to be applied to anti-poverty programme priorities (as laid out in the PRSP).

Regional aspects. Rwanda has a number of geopolitical obstacles to development associated with her size and location. The closest and most frequently used port is 1,700 km away by road (in Kenya), and transport infrastructure within the country is underdeveloped. The cost of transporting merchandise to and from foreign markets consumes some 40% of the import-export value. As a consequence, goods and services from neighbouring countries tend to be more competitive, constraining nationally-led growth. A second issue concerns the natural resources that straddle Rwanda’s borders, and which are shared with its neighbours. Although attempts are underway to develop management regimes, some of these have been hampered by conflicts in the region.⁷ These conflicts – especially those in Burundi and the Democratic Republic of Congo – have spill-over effects in Rwanda, which at times have seriously compromised the country’s efforts for stability and socio-economic development. Rwanda is committed to supporting regional stability and integration and is a member of a number of regional bodies.

Governance, Justice, National Reconciliation and Human Rights

The links amongst governance, justice, national reconciliation, poverty-reduction, lasting peace and sustainable development are strongly felt in Rwanda. The Government of National Unity has been faced with the monumental task of rebuilding, rehabilitating, reforming and re-instilling people’s faith in institutions of governance at all levels, with very few trained public servants or institutional memory to draw upon. Key inter-related challenges include⁸:

- **the establishment of political legitimacy**, undertaken by the present Government through: the decentralization of political and administrative powers; the successful holding of grass-roots and local-level elections; preparations to adopt a new Constitution in 2003 that clearly

⁶ In 1999, ODA in Rwanda was some US\$ 44.9 per capita, compared to the sub-Saharan average of US\$ 26 per capita.

⁷ Co-ordination with the DRC and Uganda to develop methane gas and tourism would significantly enhance the welfare of people living in the region.

⁸ Two additional challenges – resettlement and demobilization – are covered below under “transitional issues.”

articulates the relationship between citizen and state; and, planning for national Parliamentary and Presidential elections ..

- **re-building people’s confidence in, and allegiance to, the state and each other** by policies and reforms to: increase the effectiveness, efficiency, responsiveness and transparency of governing institutions at all levels, including through the strengthened separation of the executive, legislative and judicial branches of government; ensure equitable economic growth; revitalize communities and effectively empower all citizens to participate in the country’s political, social and economic life; and, promote and protect human security, rights and freedoms.
- **strengthening the justice system and rule of law to end the “culture of impunity” and nurturing the environment to promote and protect human rights**
- **pursuing just and equitable solutions to the remaining proximate post-genocide challenges**, including processing the 110,000 genocide suspects in a manner that renders a sense of justice to survivors, but also promotes national reconciliation. In a highly innovative move, the Government is launching a modified “traditional justice” system -- *gacaca*⁹--to expedite the huge backlog of cases pending.

The formidable, and long-term task of national reconciliation cuts across all of these challenges. In full knowledge of these linkages, the Government has grounded most of its reform efforts in highly participatory methods, from the election of Community Development Committees (CDCs), to popular consultations on the constitutional reform, to community involvement in the *gacaca* process, to grassroots consultations on national reconciliation and on the PRSP. Three commissions are helping to meet these challenges: the Commission on Legal and Constitutional Affairs (CLCA), the National Unity and Reconciliation Commission (NURC) and the National Human Rights Commission (NHRC). Given Rwanda’s history, promoting and protecting human rights is, in many ways, the backbone of national reconciliation and future stability.

Productive Capacities of the Poor

Health, Water and Sanitation. Access to basic health, potable water and environmental sanitation are globally recognized as basic human rights.¹⁰ In Rwanda, these rights are compromised for most people, as reflected in various health indicators: life expectancy stands at 49 years; infant mortality is 131 per 100,000 live births; under five mortality is 203. Many Rwandans die of preventable and curable diseases, such as malaria, and respiratory and diarrhoeal illnesses. Some 42% of children are chronically malnourished. Approximately 50% of the population has insufficient access to potable water, while user fees further compromise the access of poorer families. Sanitation networks for both solid waste and sewerage are inadequate throughout the country. Reproductive health (RH) issues are of particular concern, characterized on the one hand by high fertility, maternal mortality and STD infection rates, and low contraceptive use on the other. Critically, women and girls’ health and status are most affected by this. Scant awareness of the importance of RH amongst Rwandans, combined with pervasive poverty and gender inequality, appear to place RH concerns at the bottom of the priority list for the average Rwandan household. This is particularly the case amongst adolescents and vulnerable groups, such as resettled populations (amongst the poorest people in the country) and women and child-headed households. Other important challenges – greatly exacerbated by the genocide – are in the areas of trauma and mental health. Overall, the population’s poor health status is related to the lack of adequate access to quality basic health care and services (itself linked to limitations of geographical coverage, trained human resources, equipment, basic medicines and costs), lack of appropriate information, and, the rising levels of poverty with the post-genocide emergence of new groups of very poor. The Government’s goal is to provide primary healthcare for all through

⁹ The *gacaca* is an adaptation of the traditional Rwandan system of settlement of disputes that employs a communal, open-forum approach. See CCA.

¹⁰ The main conventions include: the Convention on the Rights of the Child, the World Summit for Children, the World Summit for Social Development, Habitat II and the World Food Summit and the 1978 Alma-Ata Declaration.

decentralized health districts and referral hospitals supported by the Ministry of Health and specialized programmes, and to increase access to basic amenities. The GoR is committed to reaching the international development targets (IDT/MDGs)¹¹ for maternal mortality, reproductive health, under-five mortality and access to potable drinking water and adequate sanitary facilities (see PRSP and CCA).

Human Resource Capacity, Education and Training. The genocide incurred monumental losses to Rwanda's human resource base. Of special note is the fact that intellectuals, professionals, the educated and technically skilled were specifically targeted for killing. For example, an estimated 50% of Rwanda's teachers were killed, as were 95% of her magistrates (760 of 800), and virtually all of her defence attorneys. These figures should be seen against Rwanda's historical deficiencies in trained human capital. While the majority of refugees have returned since their flight in 1994, a severe shortage of skilled people remains, which poses grave challenges for governing institutions, and is hampering both economic growth and poverty reduction.

Rwanda's net primary enrolment rate stood at some 65% in 1998 (61% for females; 69% for males), although this national average varies across regions. Retention rates are problematic, especially for girls, with the primary completion rate estimated to be 23% (1997-98). Quality of education is poor, with some 54% of primary teachers lacking in basic qualifications. Gross enrolment rates at secondary level are exceptionally low at 7% (1998). Literacy rates for 15-24 year olds were estimated at 73% in 1996, with the rate for those over age 15 standing at 52.4%(2000). The GoR has placed high priority on human resource development, education and training. The PRSP highlights primary education as a key priority for poverty reduction, with an ambitious national target of 95% primary enrolment by 2005. The PRSP also prioritises functional adult literacy (seen as critical for both poverty reduction and peace-building) and human resource development, generally. Emphasis is on strengthening the ranks of trained teachers at all levels, increasing the practical relevance of education at the tertiary level, and strengthening training in science, technology and management (see ICT for Development below).

Food Security As noted, 90% of Rwandans live in rural areas and are engaged in subsistence agriculture on small family plots of less than one hectare each. Thus, despite the predominance of the agricultural sector, food insecurity has been a long-standing problem in Rwanda, especially for the large proportion of vulnerable households. Food crop production suffers from declining productivity linked to an unsustainable spiral of high population density, high growth rates, insufficient and diminishing arable land, land degradation, and lack of modern inputs and farming practices. These factors are exacerbated by under-developed and unstable commodity trade with poorly functioning markets, weak agricultural support services, regional insecurity (causing population displacements and crop abandonment) and, especially for certain areas like the South-

Table 3. Key demographic & social indicators

Indicators	Value
Population	8.1 million
% female	54.0
% children (0-14)	46.4
% growth rate	2.9
% rural	90.1
% households headed by women or children	34.0
Life expectancy	49
Infant mortality rate	107
Under five mortality rate	198
Maternal mortality rate	810
Fertility rate	5.8
Chronic malnutrition in children (%)	42.7
% population with access to potable water	50
Literacy rate (>15 years of age) (%)	52.4
Net primary enrolment rate (%)	73.3
% girls	61
% boys	69
Primary completion rates (%)	23
Notes: Indicators are for 1999 or 2000, except for *1998 and **1995-96.	
Millennium Declaration Development Goals/ International Development Targets appear in blue	
Sources: CCA; Rwandan Ministry of Finance & Economic Planning	

¹¹ The recognized International Development Targets (IDTs) were reaffirmed and augmented at the UN Millennium Declaration Summit in 2000. Hence these targets are now also referred to as MDGs (Millennium Declaration Goals).

east, severe adverse climatic conditions (drought). The PRSP underlines the Government's intention to vigorously address hunger and food security in Rwanda, stressing the need to enact suitable agricultural and demographic policies, as well as a land law to ensure security of tenure for all Rwandans (including women). Policy priorities include: extending arable land through rehabilitation of marshlands and reversing the loss of natural resources; promoting the development of mechanised farming, cash crop production, livestock, rural credit services, rural transport and market infrastructure; revitalizing and improving extension services; supporting the formation of farmers' associations; and, in the longer term, diversifying agricultural exports, promoting off-farm employment opportunities and building a skilled labour force that can fuel development of the service industry.

HIV/AIDS

Rwanda has an alarming HIV prevalence rate. 1997 estimates place the overall infection rate at 11.1% with a rural adult prevalence of about 10.8%. Amongst pregnant women the rate stands at 19% in urban areas, and 7.5% in rural areas. The overall prevalence rate amongst women is twice that of men, and the highest infection rate is amongst young adult females. As noted, these numbers are for 1997, based on the latest reliable epidemiological survey; since then, there is evidence that the infection rate in rural areas has increased ten-fold. The most recent survey (2000) shows that the prevalence rate nation-wide among 15-49 year olds is 13.7%. Of special concern is the impact of HIV/AIDS on the children and youth of Rwanda. Maternal and infant mortality rates have increased substantively due to HIV/AIDS; and some 172,400 children have been orphaned as a result of the disease. The high prevalence of HIV and STD infection among youth requires urgent and concerted efforts to increase awareness of prevention. The GoR considers the HIV/AIDS pandemic to be a "serious development constraint." In a country already suffering massive human resource losses, the socio-economic repercussions of a disease whose victims are primarily the young and working age is potentially staggering. Moreover, the social and economic costs of caring for AIDS patients is placing increasing pressure on an already fragile social network and health care system, not to mention countless families. Although no comprehensive survey of the socio-economic impact of HIV/AIDS has been conducted, the effects are felt across all sectors of the economy. The Rwandan Government has demonstrated high political commitment to fighting the HIV/AIDS scourge,¹² and has instituted mechanisms -- a national commission (CNLS) and a Treatment and Research Centre (TRAC) -- to coordinate both action and research. Rwanda's pilot Prevention of Mother-to-Child-Transmission (PMTCT) centres are also an important development. Given the scale of the challenge, however, all institutions are in dire need of strengthening and support.

Transitional issues: Post-crisis recovery

The above analysis has reviewed many different issues that are intimately related to Rwanda's recovery. Two more are highlighted here:

Resettlement and Reintegration. Since 1995, Rwanda has experienced massive refugee and returnee movements as well as substantial internal displacements of people. Some 3.5 million people – half the population – have been resettled since 1995. In response to the urgent and overwhelming needs, a policy of building settlement sites – *imidugudu*¹³ – was undertaken, with many sites being rapidly constructed. Many of these sites, however, still lack the necessary social, economic, and physical infrastructure and services to make them fully viable. Moreover, current estimates suggest that a large number of families still lack adequate shelter,¹⁴ and UNHCR estimates a further return of some 30,000 persons per year (from an estimated 100,000 Rwandan refugees). As such, Rwanda's resettlement and reintegration needs will remain a priority in the

¹² As evidenced by high-level participation in various international conferences on HIV/AIDS in Africa and Kigali's hosting of the summit of African First Ladies on HIV, women and children in situations of armed conflict.

¹³ The issues surrounding the *imidugudu* policy are complex and not uncontroversial. See the CCA for more details.

¹⁴ There is not yet a comprehensive survey of Rwanda's outstanding settlement needs.

shorter term, with important impacts on poverty-reduction and peace-building. Related challenges include the problem of illegally occupied houses or land, and the need to develop rights-based land reform legislation. The PRSP prioritises the need to render the existing *imidugudu* sites sustainable (by ensuring access to basic services and opportunities for sustainable livelihoods), and to ensure participatory approaches within this process.

Demobilization. The importance of disarmament, demobilization and socio-economic reintegration of former combatants as mechanisms to buttress post-conflict stability and reduce the likelihood of conflict recurrence cannot be overemphasized, particularly in a small, densely populated country that is susceptible to regional political influences. In recognition of this imperative, the GoR established a National Commission for Demobilization in 1996. The demobilization programme successfully demobilized some 16,000 military personnel between 1998-2001. The GoR intends to demobilize an additional 20,000 personnel in the next few years, depending on positive political developments in the Great Lakes region. Many demobilized military personnel are particularly vulnerable as a result of being handicapped, orphaned, or unskilled. The sustainable socio-economic reinsertion of these veterans and some of their families is absolutely critical to Rwanda's future stability, which places a priority on comprehensive and on-going reintegration efforts.¹⁵

Gender

In Rwanda, women constitute approximately 54% of the total population and 60% of the labour force. They also face substantial constraints that limit their rights to education, health and equitable participation in Rwanda's social, economic and political life. In the aftermath of the war and genocide, these constraints have increased for women; the new class of "very poor" is largely composed of women and girls. The challenges women face are many -- as victims of genocide having suffered sexual violence among other traumas, as heads of labour-poor households¹⁶, as providers for prisoners, as caregivers to PLWA, as farmers who lack full access to and control over land, as a category of citizens who do not enjoy equitable access to higher education or to positions of political and economic power and authority, and, as victims of violence. These issues underline the need to prioritize women's needs and rights on the development agenda. The lack of sex-disaggregated data, and reliable statistics in general, is an issue of concern for development planning and programming. In the PRSP, the GoR has signalled its determination to eradicate the legal basis for gender discrimination in the country, while also promoting gender equity, providing adequate safety nets for the most vulnerable, and mainstreaming gender issues in all policies and programmes.

The new hope: Information and Communication Technologies (ICT)

As detailed above, Rwanda faces formidable structural challenges to poverty reduction and longer term economic growth. Against this backdrop, the GoR has articulated a vision (*Vision 2020*) aimed at transforming Rwanda into a middle level income country by 2020, fueled by a knowledge-based and service-sector driven economy. The appropriation, exploitation and mainstreaming of ICTs is seen as a central strategy to achieve this vision. Underpinning this perspective is the belief that Rwanda's agricultural sector, even if it becomes a high-value/high productivity sector, will not, on its own, be a sufficient engine of economic growth. In addition, the GoR believes that Rwanda's greatest, and most under-exploited resource is its human capital. While ICT-led socio-economic development offers the promise of "leap-frogging" over many of Rwanda's development constraints, a number of critical challenges must be addressed, including: transforming Rwanda into an IT literate nation; promoting the deployment and appropriation of ICTs within the economy and society, including the development of appropriate legal, institutional

¹⁵ As the UN's 2001 "Brahimi Report" notes: "demobilized fighters will tend to return to a life of violence if they do not find a legitimate livelihood."

¹⁶ In the wake of the genocide, some 34% of households are thought to be headed by women and/or children.

and regulation frameworks; improving the information and communication infrastructures, including through policy initiatives to encourage private sector investment; improving the human resource development capacity of Rwanda to meet the changing demands of the economy; transforming the educational system so that quality education is more accessible and more relevant to Rwanda's changing development needs; improving the efficiency of the civil and public service;¹⁷ and promoting lasting internal stability, including through social and cultural interactions via improved communication possibilities.

2.4 National Development Agenda and Priorities

The Rwandan Government of National Unity has achieved significant milestones since it embarked on an ambitious journey of reconstruction, economic recovery, national unity and reconciliation after the 1994 genocide. Important accomplishments include: the establishment of a national process of unity and reconciliation to steer the country back to peace and development; the initiation of an economic recovery programme, with structural reforms to liberalize trade, develop the private sector, privatise public enterprises and improve public administration; progress in governance reform to better ensure the separation of powers and to realize the decentralization of administrative structures for enhanced community-based participation; and, the on-going rehabilitation of justice and legal structures to strengthen the rule of law, ensure the protection of human rights and expedite the processing the backlog of pending genocide cases. The Government has articulated short-term priorities and a longer-term vision for Rwanda's development, as summarized below:

Short-Term Priority Objectives

In the immediate term, the GoR seeks to strengthen and extend its achievements in guiding the country towards a stable, development footing. Priorities for action include:

- Promoting good governance, national unity and reconciliation;
- Policies to increase incomes, employment, labour productivity and rural recapitalization in all its components, while expanding off-farm income opportunities;
- Initiatives to improve the quality of life of the poor, including stabilization of conditions in the new settlements (*imidugudu*), by ensuring access to primary health care, basic education, energy, housing water and sanitation;
- Addressing the problems of vulnerable groups in rural and urban areas, replacing direct transfers with sustainable income generation, but also establishing appropriate safety nets;
- Creation of training, employment and income generating opportunities to redress youth unemployment;
- Establishing and reinforcing political legitimacy and improved social service delivery;
- Curbing the spread of HIV/AIDS;
- Investing in human capital, with the longer-term view of creating a high-value knowledge base;
- Policies to boost the export sector, encourage the creation of a vibrant private sector and to lay the foundations for the diversification of the economy, and for Rwanda's full participation in regional and global markets.

Longer-Term Development Agenda: *Vision 2020*

To achieve long-term economic sustainability, it will be essential to diversify the economy and to increase the rate of productive investment in the country. This will require identifying new and potential markets, where Rwandan entrepreneurs can successfully compete regionally and

¹⁷ At the time of writing there are some 29 computers per public institution, none of which are networked (neither within or between institutions) or connected to the Internet.

internationally. To achieve sustainable growth and poverty reduction, the GoR has set a target for annual GDP growth rate of between 6 - 8 % for the next 15 years. Provided this growth is equitably distributed, it will help to vastly improve the quality of life for all Rwandans.² Rwanda's long-term development vision – *Vision 2020* – encompasses the following elements:

- Good governance, democratisation, national reconciliation and political stability and security, with grassroots participation in development and decision-making and an all-inclusive economic system that empowers all social and economic groups;
- Macroeconomic stability, with an enabling environment for private sector development; a reduced role of the public sector in economic activity and improved effectiveness of public service delivery;
- Elimination of human misery and poverty by raising productivity and employment of resources critical to the poor (i.e., labour and land);
- Human resource development, with improved access to and quality of education at all levels, including non-formal education, and improved health standards, containment of HIV/AIDS and malaria, and the deepening of social capital;
- Promotion of a service-based economy and knowledge-based production founded on ICT, (with special focus on finance, banking, insurance, tourism, telecommunications and second-generation sectors such as data processing and information technology);
- Progressive reduction of Rwanda's dependence on external resources, increasing levels of private sector investment and the promotion of exports, concomitant with Rwanda's integration into regional and global markets.

⁷ Rwanda aims to improve the level of productivity from an Investment Capital Output Ratio (ICOR) of 6.5% to an ICOR of 4.4%. The goal is also to increase domestic savings, to encourage productive investment growth in the medium and long-term.

Part 3. UN Common Response: UNDAF Choices, Goals, Objectives

Peace-building...defines activities undertaken on the far side of conflict to reassemble the foundations of peace and provide the tools for building on those foundations.....Thus, peace-building includes but is not limited to, reintegrating former combatants into civilian society; strengthening the rule of law; improving respect for human rights through the monitoring, education and investigation of past and existing abuses; providing technical assistance for democratic development and...emphasiz[ing] HIV/AIDS education and control.

-- Report of the Panel on United Nations Peace Operations
(Brahimi Report), 17 August 2000

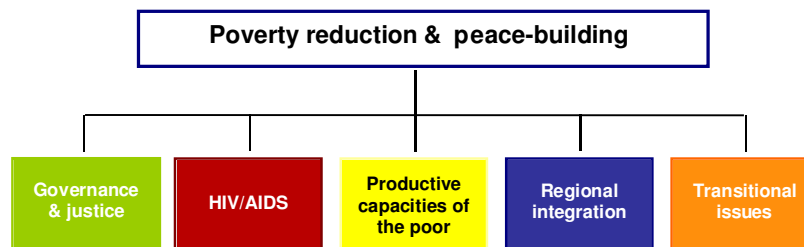
The UNDAF recognizes that promoting peace, stability, national reconciliation, poverty-reduction and development are long-term processes in Rwanda. While there is no magic formula, the analysis of Rwanda's development challenges and priorities points to five inter-locking areas that are critical to improving the security and well-being of all Rwandans: Governance & Justice; HIV/AIDS; Productive Capacities of the Poor; Regional Integration; and still compelling "Transitional" Issues. Cross-cutting these themes are three multi-sectoral concerns: human rights, gender and ICTD. As detailed in the UN Issues Paper, the UN system in Rwanda is well-equipped to provide strategic support to these areas, by drawing on its collective expertise, global networks, extended field presence, logistical capacities, potential for coordinated multi-sectoral action, close partnerships with government, NGOs and bilateral donors, capacities for resource mobilization and advocacy, and its commitment to international standards and practices (Box 3.1). The UN System also has important theme-related expertise, which is outlined below. Sections 3.2-3.6 elaborate the specific common UN goals and objectives: a short narrative of the theme goals is followed by a summary matrix that captures the theme's goals, objectives, strategies, indicators and actors. The UNDAF matrices will serve as a planning manual for UN programme staff.

Box 3.1 UN System Comparative Advantages in Rwanda

The UN Issues Paper, based on extended inter-agency analysis of UN programmes and operations, identified certain of the UN's key comparative advantages in Rwanda, including:

- decentralized field presence and capability for rapid response to emergencies;
- local, regional, international and multi-sectoral technical expertise with long-standing, Rwanda-specific experience;
- the reliability of its partnership with both Government and grassroots;
- capacities to support integrated follow-up to the Global Normative Agenda, as articulated in international declarations, conventions and the UN conference continuum;
- access to the experience of international best practices;
- capacities to support policy formation and implementation, as well as monitoring and evaluation of programmes
- capacities to mobilize resources (technical, human and financial)

Bird's eye view: Rwandan UNDAF (2002-2006)



Cross-cutting themes:

- ◇ Human rights
- ◇ Gender
- ◇ ICTD

3.1 Overview of UNDAF Choices

Governance & Justice. As noted, the GoR considers good governance and justice, in all their dimensions, as cornerstones for Rwanda's stability, sustainable development, and national reconciliation. *Vision 2020* places governance as the first of its seven key elements, while the I-PRSP considers it key to an enabling environment for equitable and inclusive poverty reduction.

The UN system in Rwanda has extended critical support to the resuscitation of Rwanda's governance and justice capacities since 1995. Key contributions have included support for: the reconstruction and re-equipping of public buildings; civil service reform and economic management; the training of civil servants; the rehabilitation of the justice sector and communal police; Parliament; the elaboration and implementation of the Government's decentralization policy; the strengthening of CSOs/CBOs and encouragement of participatory processes; the demobilization process, (including young soldiers); and, various institutions and new Commissions dedicated to the promotion of rule of law, human rights, and national reconciliation. Most of these areas will require continued assistance from the UN system in the next programming cycle. The UNDAF process should enhance the coherence and effectiveness of this support.

HIV/AIDS and Reproductive Health. As noted, the GoR considers HIV/AIDS to be both a critical development constraint, as well as a major source of insecurity and impoverishment for individuals and households. The I-PRSP prioritizes the fight against HIV/AIDS, with special emphasis on multi-sectoral coordination for prevention and control of the pandemic.

The UN system has engaged in a wide-spectrum response to HIV/AIDS, from "upstream" support for policy formulation and institutional coordination through to specific advocacy activities aimed at high-risk groups. Almost all UN agencies have an HIV/AIDS focal point, and have "mainstreamed" HIV/AIDS components within other programmes. UN system interventions in Rwanda are co-ordinated by the UNAIDS Theme Group under a rotating chair of the six resident co-sponsors, supported by a resident advisor from UNAIDS.¹⁸ Within a broader perspective, the CCA identified close programmatic linkages between many aspects of HIV/AIDS prevention and improvements to reproductive health (RH), especially in the areas of poverty reduction, information and education, the accessibility of health services, and specific strategies related to gender, youth and traditional health practitioners. For this reason, HIV/AIDS and RH are considered together within the UNDAF, with a view to exploiting synergies and integrating strategies wherever possible. In terms of UN expertise, UNFPA, UNICEF and WHO have been centrally engaged in offering RH support. Overall, the UN system is well-placed to support the GoR's multi-sectoral efforts.

Raising the Productive Capacities of the Poor. The I-PRSP clearly prioritizes a multi-dimensional approach for raising the productive capacities of the poor. The goal is to address poverty in its broadest sense, from improved security and welfare through to greater accessibility to opportunities and choices. The strategies encompass efforts to eliminate hunger and improve food security, to improve the levels of health and educational attainment, and to improve productivity and to expand the capacities and potential of individuals and communities. These efforts also have strong implications for nation reconciliation and peace-building.

The UN has provided wide-ranging support for various poverty-reduction initiatives. At an upstream level, the World Bank and UNDP have afforded support to the Government's substantial achievements in economic and structural reform, and for the elaboration of a poverty reduction strategy that enabled Rwanda to qualify for debt relief under HIPC initiative, and for the on-going enhancement of national statistical capacity, which is so vital to pro-poor planning and policy-making. Individual UN agencies have provided both upstream and direct support within their

¹⁸ Co-sponsors of UNAIDS are UNDP, UNESCO, WB, UNICEF, UNFPA and WHO.

respective realms of specialization – in education, shelter, health, food security, sustainable development, environment, gender, children, refugees and IDPs. Most agencies have also focused on Rwanda's many (post-genocide) vulnerable groups, while all act within the global rights-based agenda of the UN member states for equitable and sustainable human development. The UN's complimentary and crosscutting capacities, made more cohesive through the UNDAF, should provide strategic and comprehensive support to the broad-based quest for poverty reduction.

Regional Integration. The GoR has clearly signalled the imperative of regional integration for Rwanda's socio-economic development and long-term stability and security.

The UN system in Rwanda has proven capacity to facilitate Rwanda's engagement with the region in the areas of trade, policy dialogue on shared resources such as the Nile Basin, regional humanitarian surveillance and contingency planning, and regional efforts to stem the spread of HIV/AIDS. UNECA, in particular, specializes in regional development and integration issues. Also, most UN agencies maintain links with their counterpart offices in neighbouring countries, which hold significant potential for facilitating progress towards Rwanda's regional integration.

Post-crisis Recovery -- Transitional Issues: Resettlement and Demobilization. As noted, the I-PRSP assigns urgent priority to sustainably resettling Rwandans who are without permanent shelter, rendering sustainable the recently constructed settlement sites (imidugudu), and reducing the ranks of its armed forces through effective demobilization and reintegration of excess soldiers. Again, these issues sit at the nexus of both peace-building and poverty reduction.

The UN system in Rwanda has channelled important past support to the demobilization programme. This support will be continued, with renewed emphasis on deep-rooted reintegration of both soldiers and their families. Support in the future will not be limited to the RPA, but will also include the demobilisation and reintegration of returnee Rwandan armed rebels. This initiative is recognised by the UN system as a substantive step towards consolidating reconciliation and building peace in Rwanda and the region. Additionally, the UN has – and will continue to – contribute to the repatriation, resettlement and reintegration of the millions of civilian Rwandan returnees. Part of this effort was carried out under the auspices of the Joint Reintegration Programming Unit (JRPU), an innovative venture that facilitated the coordination of UN humanitarian and development agencies to better respond to both the urgent and long-term aspects of resettlement. While the JRPU is no longer in operation, this experience will be built upon to address Rwanda's still outstanding resettlement needs.

Cross-cutting Issues: Human Rights, Gender, ICTs

Human Rights. Knowledge of and respect for human rights are cornerstones of sustainable human development globally and of particular importance in Rwanda given its historical context. The international community's commitment to human rights, particularly the right to development, was reiterated in the UN's Millennium Declaration in 2000. Logically, human rights form a cross-cutting concern in UN development assistance to Rwanda, permeating all aspects of programming. In addition, the UN will continue to offer strong support to relevant Government institutions (NHRC, NURC, CLCA, Supreme Court, MINIJUST, Parliament, and others) by way of training, capacity building, follow-up to international conferences, development of national plans of action and implementation strategies, as well as more direct support, targeting critical issues such as shelter and women's empowerment. Likewise, the UN's International Criminal Tribunal for Rwanda (ICTR) will continue to assist the Government in its efforts to end the culture of impunity, via its investigations and trials of high-ranking genocide suspects from the former extremist regime.

Information and Communications Technology (ICT). Given the appropriate enabling environment, ICT can form a generic infrastructure for development (acting as a supporting mechanism for all other sectors) as well as a sector-in-and-of-itself for economic growth. As noted

above, the GoR is determined to exploit ICTs in the service of Rwanda's equitable socio-economic development. To this end, the government, with the assistance of UNECA, has formulated an integrated ICT policy (NICI) to be implemented in four phases over a period of 20 years.¹⁹ The first phase (2001-2005) seeks to nurture the growth of ICTs through the development of appropriate legal, regulatory and institutional frameworks, advances in ICT infrastructural development, and attracting foreign direct investment. It also seeks to harness ICTs in the service of development across a number of areas -- education, governance, policy development and capacity building -- that fall within the mandates of a number of UN Agencies, who will seek to provide appropriate support. UN System expertise is also evidenced by its lead roles in promoting the African Information Society Initiative (A.I.S.I), and in the follow-up to the 2000 G-8 Charter on Global Information Society.

Gender. The GoR has articulated an unequivocal commitment to pursue equitable development policies, including the elimination of legal and other barriers to women's free and equal participation in Rwandan society, economy and polity. The UN system -- with particular input from UNIFEM -- has contributed substantially to this agenda with support for: the elaboration of a national gender policy; the formulation of a gender-responsive constitution and gender-aware macro-economic policies; a review of land and inheritance policies/laws to eradicate gender discrimination; enhanced capacity of the Ministry of Gender and Women in Development; the establishment of a National Facilitation Initiative for the advancement of women as well as the Forum of Rwandan Women Parliamentarians; the establishment of a micro-credit fund for rural women; the creation of *imidugudu* specifically for victims of the genocide, especially women and children; the improved welfare of women refugees, internally displaced populations and other vulnerable groups including PLWA and women and child-headed households. These efforts will continue and deepen across all levels and sectors over the course of the UNDAF. For its part, the UN system is committed to integrating gender awareness, analysis, planning methodologies and qualitative impact indicators across all programme areas, while enhancing the capacities of Government and other counterparts to do likewise.

¹⁹ An ICT coordinating body -- the Rwanda Information Technology Authority (RITA) has been established. The Office of the President has also established a Steering Committee (with UN technical backstopping) to guide the conceptualization and implementation of ICT policies and programmes.

3.2 Governance and Justice: Goals & Objectives

Lead Agencies²⁰: UNDP; UNECA; WB; UNICEF; UNFPA.

Goal 1: Strengthened state institutions for efficiency, accountability, and transparency in public service delivery.

The UN will assist state institutions to review their mission and functions, build capacity for planning and policy formulation, improve co-ordination and ensure separation of powers, improve management practices and information systems, with the aim of establishing a more transparent and efficient public administration.

Goal 2: An enabling environment for effective decentralization, democratization and community development.

UN on-going support to the process of decentralization will have a special focus on developing community-based capacities, and encouraging the involvement of civil society in decision-making and management of public affairs.

Goal 3: Enhanced capacity for macro-economic management to facilitate economic development and poverty reduction.

UN on-going support seeks to further enhance Government capacities for encouraging pro-poor economic growth within the framework of the PRSP, and for improved capacities to mobilize resources, and manage/coordinate international assistance.

Goal 4: A strengthened judiciary, rule of law and national capacity to promote and protect Human Rights.

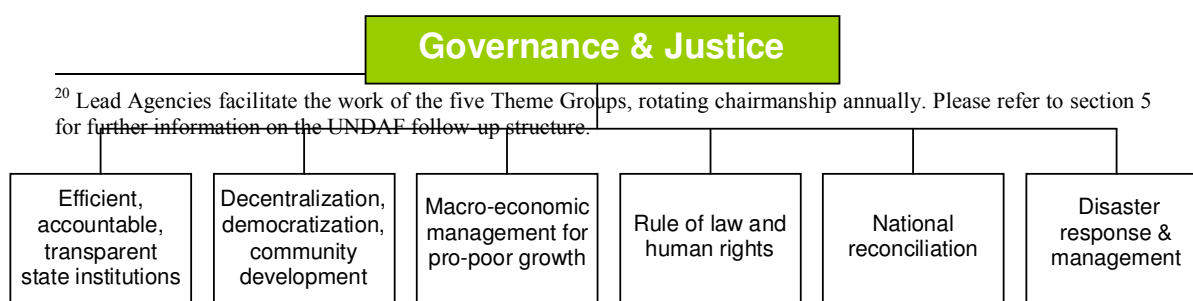
The UN will continue to support the government and society to deeply root the rule of law and promote and protect human rights, within a spirit of national reconciliation. UN support will also focus on strengthening the performance and fairness of the justice system, while encouraging widespread advocacy for human rights, including women's and children's rights (within the context of global conventions) and the elimination of gender-based violence. As a more proximate focus, the UN will assist the *gacaca* process (including enhancing national capacities for independent monitoring and evaluation).

Goal 5: An enabling environment for comprehensive and lasting national unity and reconciliation.

National unity and reconciliation represent an enormous and on-going challenge. The UN will support all designated Commissions in their work, while strongly encouraging wide-spread popular participation in peace-building forums and initiatives geared to community development and solidarity, including functional cooperation schemes.

Goal 6: Enhanced national capacity for disaster management.

Given Rwanda's continued vulnerability to both natural disasters as well as those arising from population movements, conflict, and regional instability, the UN will offer multi-sectoral support to establish an effective early warning system and national response capability. These capabilities are absolutely critical to mitigating the impacts of disasters on both poverty and peace.



GOVERNANCE & JUSTICE

Goal 1: Strengthened state institutions for efficiency, accountability, transparency in public service delivery

Obj. 1: Strengthened institutional instruments to improve co-ordination and separation of the three branches of government, the executive, legislative and judicial

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide technical support for common assessment of functions, roles & responsibilities of the executive, legislative and judiciary for harmonization purposes and better delivery of services 2. Provide technical and direct support to the constitutional preparatory process 3. Provide institutional support to the Commission for Legal & Constitutional Affairs (CLCA) 4. Advocacy and resource mobilization for the constitutional process 5. Provide technical and direct support to facilitate information exchange networking between the three branches through the use of ICT infrastructure 	<ul style="list-style-type: none"> • Experience from other countries collected, analyzed and exploited • Proportion of resource mobilization target for support to constitutional process achieved (also amount). • # of people trained on constitutional process (by sex and age) • Constitutional bill drafted • Government intranet functional; and # of regular users, as a proportion of potential users 	<ul style="list-style-type: none"> • Joint surveys or research to establish and track UNDAF indicator data • Joint programme and project review • UNDAF Theme Group • Annual Resident Co-ordinator Report • Constitutional Commission Reports 	<ul style="list-style-type: none"> • UNDP • WB • UNECA • UNCTAD • UNESCO 	<ul style="list-style-type: none"> • All gov't ministries • Parliament • Judiciary • PRESIREP • PRIMATURE • CLCA • EU • USAID • CIDA

Obj. 2: Improved gender equity and equality in public service and public service delivery

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support and encourage affirmative action initiatives 2. Mount advocacy campaigns for equal participation of women and men in decision making 3. Build national statistical capacity to better track the proportion of women in public administration 4. Improving access to Management Information Systems (MIS) 5. Capacity development among NGOs and CSOs to lobby and monitor Govt to improve equal access to public services 	<ul style="list-style-type: none"> • Public service delivery needs assessment and gender analysis conducted • % of qualified women in public administration and management in comparison with men 	<ul style="list-style-type: none"> • Joint research to establish and track UNDAF indicator data • UNDAF Theme Group • Joint needs assess. surveys and reports • Joint project review • Annual review of MIFOTRA stats 	<ul style="list-style-type: none"> • UNDP • UNECA • UNIFEM • UNFPA • UNICEF • UNHCR 	<ul style="list-style-type: none"> • MIGEPROFE • MIFOTRA • PRESIREP • MINECOFIN • Parliament • Forum for Women Parliamentarians • Bilateral donors • NGOs

GOVERNANCE & JUSTICE

Goal 1: Strengthened state institutions...

Obj. 3: Improved planning and oversight capabilities of public institutions

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide capacity building support for public service reform 2. Support human resource development (HRD) and capacity building initiatives in the public service 3. Technical support to the parliamentary budget review process 4. Capacity development among NGOs and CSOs to build partnerships to lobby and monitor government management decisions 5. Encourage and nurture planning and review initiatives undertaken jointly by public administration, NGOs and CSOs 	<ul style="list-style-type: none"> • # and % increase of joint initiatives between NGOs, CSOs & public administration • no. and % of civil servants trained in areas of civil service reform • National HRD Assessment Report available • National HRD Strategy formulated • # and % of parliamentarians trained in budget control, and evaluation of training effectiveness 	<ul style="list-style-type: none"> • UNDAF Theme Group • Annual review of the HRDA activity Reports • Joint annual project review 	<ul style="list-style-type: none"> • UNDP • UNICEF • UNFPA • WB • UNECA • UNESCO 	<ul style="list-style-type: none"> • PRESIREP • MIFOTRA • National Universities • NGOs • CSOs • Netherlands • DFID

Goal 2: An enabling environment for effective decentralization, democratization, community development

Obj. 1: Enhanced capacity of local governments, and of civil society to participate, in decision-making and management of public affairs

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Technical support to electoral processes 2. Capacity building of the decentralized units in management systems, human resources and economic planning 3. Provide technical assistance to facilitate smooth collaboration between the Central Government Institutions and Local Governments 4. Provide direct and technical support for the establishment and effective use of decentralized ICT infrastructure and networks 5. Provide technical assistance to facilitate partnership between local associations and the local government structures in decision making 	<ul style="list-style-type: none"> • % of errors in updating electoral lists • # and % of local authorities trained in economic planning, public affairs management and ICTs (by sex and age) • # of districts with appropriate logistics and qualified human resources 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • Joint project review and evaluation • MINALOC reports 	<ul style="list-style-type: none"> • UNDP • UNICEF • WB 	<ul style="list-style-type: none"> • MINALOC • MINECOFIN • MINITRACO • USAID • ADB • EU

Governance & Justice

Goal 2: ...Decentralization, democratization, and community development...

Obj. 2: **Enhanced CBO and CDC capacities for sustainable local development**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Strengthen GOR capacity to support and co-ordinate community development initiatives, including creation of a database 2. Provide technical support to CDCs in identifying planning and implementing local initiatives 3. Advocate for the equitable and equal participation of all community members in decision-making processes 4. Integrate HIV/AIDS prevention and care in local gov't planning processes 5. Upgrade capacities of CSOs to analyze and formulate policies and programmes for improved economic management, employment creation and sustainable livelihoods 	<ul style="list-style-type: none"> • Operational database on community-based development activities (with tracking of user profiles) • % increase of women in district-level decision-making positions • % of potential beneficiaries at district-level benefiting from community-based welfare initiatives • % of CDCs trained in project design and management • HIV/AIDS aspects integrated in local Govt planning • # of CSOs in selected districts contributing to employment policy/programme development 	<ul style="list-style-type: none"> • Joint surveys/ analysis to establish/track UNDAF indicators • UNDAF Theme Group • Evaluation reports • Proceedings of Annual Review Meetings 	<ul style="list-style-type: none"> • UNDP • WHO • FAO • UNICEF • WB • UNFPA • UNAIDS • UNIFEM • UNIDO 	<ul style="list-style-type: none"> • MINALOC • MINICOM • CNLS • CDCs • NGOs • CSOs • Bilateral donors

Goal 3: Enhanced macro-economic management capacity for economic development & poverty reduction

Obj. 1: **Macro-economic policies that are supportive of the PRSP implementation**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide technical support to strengthen and operationalize the national poverty observatory bureau 2. Provide technical support for capacity building in macro-economic policy formulation and implementation for poverty reduction including public debt management 3. Provide technical assistance to Poverty Reduction Growth Facility programme implementation and performance monitoring 4. Provide technical support to strengthen the quality of national statistics including macro-economic indicators and trends 5. Provide technical support for macro-economic modelling and impact assessment of macro-economic policies 6. Provide technical assistance in development/implementation of 	<ul style="list-style-type: none"> • Poverty monitoring and assessment conducted • # of and % increase of economists trained in macro-economic policy formulation and planning • Existence of a macro-economic simulation model • PRGF performance target met • New industrial policy completed 	<ul style="list-style-type: none"> • Joint surveys/ research to establish and track UNDAF indicator data • UNDAF Theme Group • Training and assessment reports • Annual poverty monitoring and assessment reports • Mid-term and annual reviews of PRSP 	<ul style="list-style-type: none"> • UNDP • WB • UNECA • UNIFEM • UNICEF • UNAIDS • UNIDO • IMF 	<ul style="list-style-type: none"> • MINECOFIN • PRESIREP • MINICOM • NBR • NGOs • CSOs • DFID • EU • ACBF • Belgian Cooperation

Governance & Justice

industrial policy				• ADB
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Goal 3: Macro-economic management...

Obj. 2: **Strengthened national capacities in domestic resource mobilization and aid management**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide direct and technical support to national resource mobilization efforts including for PRSP implementation 2. Advocacy for external debt relief & support to internal debt management initiatives 3. Provide technical support to CEPEX for effective aid co-ordination 4. Provide technical support to the Rwanda Revenue Authority to increase revenue collection effectiveness and efficiency 5. Provide technical assistance for effective integration and systematic utilization of ICTs in all economic management institutions 	<ul style="list-style-type: none"> • # and % of CEPEX staff trained in aid co-ord. and management • % of PRSP budget mobilized through UN advocacy efforts • % of national budget liberated from debt servicing payments through UN advocacy efforts • % increase in domestic resources collected by RRA • Proportion of economic management institutions with effective and functioning ICT systems for tracking development aid 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • Annual aid co-ordination reports • Annual Development Co-operation Reports • Annual donor meeting reports • Quarterly IMF programme reports 	<ul style="list-style-type: none"> • WB • UNDP • UNICEF • UNECA • IMF 	<ul style="list-style-type: none"> • MINECOFIN • PRESIREP • MINICOM • RRA • CEPEX • NBR • DFID • EU • ADB • ACBF

Goal 4: A strengthened judiciary, rule of law and national capacity to promote and protect Human Rights

Obj. 1: **Enhanced national capacities to expedite and duly process the genocide-related caseload**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide technical assistance to facilitate the implementation, monitoring and evaluation of the Gacaca Process 2. Provide institutional and technical support to the classical court system to facilitate the expedition of the genocide related caseload 3. Capacity development of the National Human Rights Commission and Human Rights Organizations from the Civil Society to advise and monitor genocide related prosecutions 	<ul style="list-style-type: none"> • % increase in dossiers of genocide suspects entered into database • LAN link-up operational throughout parquets and courts • % of anticipated yearly Gacaca caseload duly processed • # of reported irregularities linked to Gacaca process (also expressed as % of all cases processed) • #, quality and coverage of independent monitoring reports of Gacaca process 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • M & E reports of Gacaca process & training • Bi-annual review of genocide caseload count • Joint project reviews 	<ul style="list-style-type: none"> • UNDP • UNHCR • UNICEF • ICTR 	<ul style="list-style-type: none"> • MINIJUST • Supreme Court • NHRC • NURC • NGOS • CSOs • Bilateral donors

Governance & Justice

Goal 4: Strengthened judiciary, rule of law ...human rights

Obj. 2: **Strengthened performance and fairness of the justice system, while strengthening the rule of law and facilitating a nurturing environment for the promotion and protection of HR**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support development and implementation of national strategies and plans of action for the Ministry of Justice, the Supreme Court, the NURC and the NHRC 2. Support the creation of integrated and sex-disaggregated databases for effective planning and co-ordination of all activities of the justice system 3. Provide technical and direct support to facilitate the integration of ICT, including information exchange networking between different institutions of the justice system 4. Provide institutional and technical support to the NHRC 5. Train CSOs & Commissions in gender and human rights 6. Provide technical support to the CSOs active in promotion of HRs 7. Support the identification of discriminatory laws, creation of anti-discriminatory laws and sensitization campaigns on the new ones 8. Provide technical assistance to strengthen and professionalize the law-enforcement organs 	<ul style="list-style-type: none"> • independent assessments on judicial system's independence and transparency conducted • # of collaborative initiatives undertaken by the different institutions of the justice system • # and quality of training conducted for commissioners on justice and human rights • # and % of NGOs and CBOs trained in HR monitoring, report writing and submission • # and % of NGOs and CSOs trained in promotion and protection of HRs • # of HR cases resolved satisfactorily and results of inquiries published • HR database in place • # of discriminatory laws identified and revised • % increase in # of women joining law enforcement agencies 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • Justice system evaluation and assessment reports • Legislative review meetings and reports • Mid-term and annual programme reviews • NGO and CSO annual reports • NHRC reports • Bi-Annual review of database 	<ul style="list-style-type: none"> • UNDP • UNICEF • UNIFEM • UNFPA • UNHCR • UNAIDS 	<ul style="list-style-type: none"> • MINIJUST • Supreme Court • National Assembly • NHRC • NURC • LIPRODHOR • CLADHO • NGOs • CSOs • CLCA • Bilateral donors

Governance & Justice

Goal 4: Strengthened judiciary, rule of law and national capacity to promote & protect human rights

Obj. 3: Increased awareness of the population on women’s and children’s rights, and support Rwanda’s compliance with related global conventions, including CRC and CEDAW

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support capacity building of the media and CSOs in human rights promotion/protection and gender mainstreaming 2. Promote public awareness of women’s and children’s rights, laws and conventions at all levels 3. Advocate and provide technical support and facilitate the compliance and implementation of appropriate international treaties & conventions including CEDAW and CRC 	<ul style="list-style-type: none"> • # of public campaign meetings held • Initial reports on CRC and CEDAW prepared and submitted 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • HR and gender-related meetings and workshop reports • Media assessment reports • National reports on CRC and CEDAW compliance 	<ul style="list-style-type: none"> • UNICEF • UNDP • UNIFEM • UNHCR • UNECA • UNESCO • UNFPA • UNAIDS • WHO 	<ul style="list-style-type: none"> • MINIJUST • MIGEPROFE • ORINFOR • NHRC • NGOs • CSOs • Bilateral Donors • MINISANTE

Obj. 4: Decreased levels of gender-based violence

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support for male involvement in curbing violence 2. Support for tracking and reporting of incidences of violence 3. Support for sensitization of the law enforcement agents on gender-based violence 4. Support for the establishment of shelter/counselling clinics for survivors of violence and the provision of psycho-medical assistance 	<ul style="list-style-type: none"> • # of, and % increase in, cases of violence registered • # of, and % increase in, awareness campaigns and training sessions on gender-based violence mounted • # of survivors of violence receiving counselling and medical treatment • # of counselling centres for survivors of violence 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • Periodic reports • Visits to shelter/counselling clinics 	<ul style="list-style-type: none"> • UNDP • UNHCR • UNICEF • UNIFEM • WHO • UNFPA • UNAIDS 	<ul style="list-style-type: none"> • MIGEPROFE • MIJESPOC • MINISANTE • Coalition on Violence against Women • NGOs • CSOs • Bilateral donors

Governance & Justice

Goal 5: An enabling environment for comprehensive and lasting national unity and reconciliation

Obj. 1: Improved conditions for popular participation in peace-building and reconciliation processes

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide support for elaboration of a communication strategy on peace, dialogue and reconciliation 2. Support to NURC and NHRC for implementation of communication strategy, and operationalization of resource management unit, as well as provincial and district offices 3. Facilitate the creation of local level fora for discussions and exchange, and to collect concerns of the population 4. Support to CLCA, including training-of-trainers on constitutional affairs 5. Support to the CCM, and dissemination of its work 6. Support and strengthen institutional mechanisms of conflict management and resolution 7. Enhance the role of the domestic media as an instrument of the national reconciliation process 8. Provide direct and technical support to the annual National Reconciliation Summit and other peace-building and reconciliation for a 	<ul style="list-style-type: none"> • Communication strategy available and implemented by different actors • NURC and NHRC provincial and district offices fully operational • Regular fora for dialogue held • % of issues in the National Summit coming from the local exchange fora • # of trainers trained in constitutional affairs (target = 9,000) • Annual number of seminars hosted by CCM 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicator data • UNDAF Theme Group • Joint consultative meetings • Research reports • Annual National Unity and Reconciliation Reports • Annual National Summit on Unity and Reconciliation reports 	<ul style="list-style-type: none"> • UNDP • UNESCO • UNICEF • UNFPA • UNHCR • OHCHR 	<ul style="list-style-type: none"> • All Gov't Ministries • NURC • NHRC • CLCA • CCM (NUR) • NGOs • CSOs • Media orgs. • Bilateral donors

Obj. 2: Promote partnership between the GOR, NGOs and other institutions working towards unity and reconciliation at the national, regional and international level

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Provide institutional support to the National Unity and Reconciliation Commission (NURC) to provide leadership in the reconciliation process nation-wide 2. Assist civil society initiatives that promote peace dialogue & national reconciliation 3. Provide technical support to women and youth peace-building initiatives 4. Facilitate and encourage partnerships amongst the GoR, NGOs, CBOs, national commissions, media and other institutions working for peace and reconciliation 	<ul style="list-style-type: none"> • # of consultations held between Govt, NGOs, CSOs and others on unity and reconciliation • # of national and regional joint peace-building initiatives undertaken 	<ul style="list-style-type: none"> • UNDAF Theme Group • Consultative meetings • Annual National Unity and Reconciliation reports • Annual National Summit on Unity and Reconciliation reports 	<ul style="list-style-type: none"> • UNDP • UNESCO • UNICEF • UNFPA • UNHCR 	<ul style="list-style-type: none"> • All Gov't Ministries • NURC • NHRC • CLCA • CCM • NGOs • CSOs

Governance & Justice

				• Bilaterals
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Goal 6: Enhanced national capacity for disaster management

Obj. 1: Assist the Government in the development of national disaster management policy and legal framework

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
1. Policy dialogue and advocacy 2. Provide technical support to the Government in the formulation of national disaster management policy and related laws	<ul style="list-style-type: none"> National policy and legislation on disaster management in place 	<ul style="list-style-type: none"> UNDAF Theme Group Mid-term and annual reports 	<ul style="list-style-type: none"> UNDP FAO WFP WB UNECA UNICEF UNAIDS UNHCR 	<ul style="list-style-type: none"> PRESIREP MINADEF MINAGRI EU USAID

Obj. 2: Assist the Government to put in place a disaster management unit with rapid response capability

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
1. Provide technical support for the establishment of an effective early warning system for disasters and contingency planning 2. Provide direct and technical support to operationalize the disaster management unit including the utilization of ICT and regional networks	<ul style="list-style-type: none"> # of disasters responded to, with estimated average decrease in response time (due to new EWS and response capacity). 	<ul style="list-style-type: none"> UNDAF Theme Group Joint research to establish and track UNDAF indicators Annual work plans and reports 	<ul style="list-style-type: none"> UNDP FAO WFP UNECA UNICEF UNHCR WHO 	<ul style="list-style-type: none"> PRESIREP MINADEF MINAGRI EU USAID MINISANTE

3.3 HIV/AIDS and Reproductive Health (RH): Goals and Objectives

Lead Agencies²¹: UNAIDS Theme Group to determine rotation order between its co-sponsors.

Goal 1: Enhanced capacity to formulate and implement policies and co-ordinate interventions for HIV/AIDS/STD and RH.

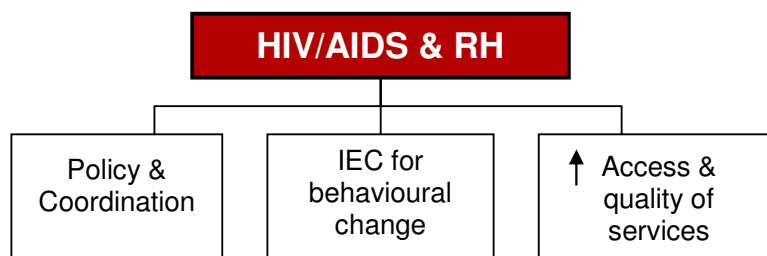
Given the multi-sectoral dimension of HIV/AIDS, there is a need for enhanced capacity to co-ordinate all interventions and to formulate and implement adequate policies across different sectors and target groups. The UN will continue, and expand, its support to strengthen national capacity for advocacy, policy-making, resource mobilization, national coordination, decentralization, M&E and HRD. Within this, community development will receive special attention, through efforts to better equip communities with the skills and capacity to formulate relevant strategies to combat HIV/AIDS and contribute to the attainment of a better RH status.

Goal 2: Strengthened Information Education and Communication (IEC) initiatives on HIV/AIDS, STDs and RH for behavioural change.

As in most SSA countries, awareness on the HIV/AIDS pandemic is high but is not reflected in behavioural change. The lack of information and awareness of one's own HIV status and RH rights increases the risk of new HIV infections, the spread of STDs, the number of unwanted pregnancies and high risk abortions. Other factors -- such as social stigma and denial, insufficient and inaccurate testing for both STDs and HIV, low use of condoms, as well as insufficient availability of information and services related to HIV and RH -- necessitate an urgent and co-ordinated IEC intervention. Within this, HIV/AIDS messages and approaches should be mainstreamed within RH programming and in policy formulation. The UN strategy will be grounded in sustainable community-based approaches, forging linkages with traditional health practitioners and focusing on PLWA, youth and women, as well as encouraging men's involvement in HIV/AIDS prevention and RH promotion.

Goal 3: Improved quality services delivery in RH and support to HIV/AIDS infected and affected persons.

The Rwandan health care system faces serious challenges relating to the quality and accessibility of RH services, especially in rural areas. The UN system intends to support service improvement for RH, STDs/AIDS, and family planning. Services will be scaled up for effective national coverage, particularly in insufficiently covered areas. Given the inadequate technical capacity of health personnel, and the lack of adequate health facilities, there is a strong need to enhance the role of midwives, traditional birth attendants and other traditional practitioners. STD treatment for the general population, particularly for youth, will be made available. In addition, the UN intends to support the establishment of community-based mechanisms for care and support to victims of sexual violence and people living or affected by HIV/AIDS, as well as the improvement of VCT services, with special focus on care for orphans and the expansion of PMTCT services.



²¹ Lead Agencies facilitate the work of the five Theme Groups, rotating chairmanship annually. Please refer to section 5 for further information on the UNDAF follow-up structure.

HIV/AIDS & Reproductive Health

Goal 1: Enhanced capacity to formulate and implement policies and co-ordinate interventions for HIV/AIDS, STDs and RH

Obj. 1: Increased national capacity for advocacy and policy-making related to HIV/AIDS, STD and RH

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Encourage and support policymakers, media, community and religious leaders to break the silence on HIV/AIDS 2. Support the development & implementation of a national RH strategy 3. Strengthen institutional capacity to formulate policies on HIV/AIDS and RH, including the elaboration of workplans at province level 4. Support the development of a legal framework for protection and empowerment of PLWA, widows and orphans 5. Facilitate policy formulation pertaining to condoms, abortion, sex education and sexual violence with particular attention to vulnerable groups such as populations in prisons and CSW 6. Support Government efforts to integrate HIV/AIDS and STD prevention as well as RH into all national programmes 7. Encourage and support the engagement of political authorities, health personnel and CSOs on issues related to maternal mortality, infant mortality and unwanted pregnancies 8. Support the decentralization process and community participation in HIV/AIDS/STD prevention and management 	<ul style="list-style-type: none"> • # and content of political statements and initiatives on HIV/AIDS • # of, and % increase in HIV/AIDS message carriers • % of budget allocation to HIV/AIDS • Existence of policies on HIV/AIDS • Legal framework for PLWA in place • % of provinces with workplans on HIV/AIDS • % of budget allocation to RH • Existence of policies on RH • % of provinces with RH workplans • % increase in AIDS awareness initiatives at community level 	<ul style="list-style-type: none"> • Joint surveys/ research to establish/track UNDAF indicators • UNAIDS Theme Group • Political statements • Media briefs and reports • Mid-term and annual reviews 	<ul style="list-style-type: none"> • UNAIDS • UNDP • WHO • UNICEF • UNIFEM • UNFPA • WFP • WB 	<ul style="list-style-type: none"> • PRESIREP • MINISANTE • MINALOC • MINECOFIN • ORINFOR • MINADEF • MINIJUST • NGOs • CSOs • Bilaterals

Obj. 2: Resources mobilized for HIV/AIDS control and RH programmes

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support Gov't to develop a fundraising strategy encompassing bi-lateral and multi-lateral donors, private sector and civil society 2. Support CNLS to mobilize resources 3. Advocacy for private sector resource mobilization for mitigation of socio-economic impact of HIV/AIDS 4. Resource mobilization for PMTCT co-ordination and programmes 	<ul style="list-style-type: none"> • Existence of a HIV/AIDS fundraising strategy • % increase in private sector financial assistance to HIV/AIDS initiatives • % of national budget allocated to HIV/AIDS and to RH • % of UN agencies budget allocated to HIV/AIDS and to RH 	<ul style="list-style-type: none"> • Joint research to establish/track UNDAF indicators • UNAIDS Theme Group • HIV/AIDS resource mobilization strategy • Donor consultations 	<ul style="list-style-type: none"> • UNDP • UNAIDS • UNICEF • WB • WHO • UNFPA • UNECA • UNHCR • WFP 	<ul style="list-style-type: none"> • PRESIREP • MINECOFIN • MINISANTE • CNLS • PSF • Enterprises • Bilaterals • EU

HIV/AIDS & Reproductive Health

Goal 1: Enhanced capacity to formulate and implement policies...

Obj. 3: Improved co-ordination and human resource capacity development on HIV/AIDS and RH

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Strengthen human resource capacity in the relevant development sectors on HIV/AIDS and RH 2. Strengthen co-ordination and partnerships amongst bodies working on HIV/AIDS, including UNAIDS, CNLS, Umbrella Networks, PLWA 3. Support the TRAC in surveillance and research activities 4. Reinforce synergy and complementarity of HIV/AIDS and RH programmes at all levels 5. Support the Great Lakes Initiative against AIDS (GLIA) 	<ul style="list-style-type: none"> • # of people trained in HIV & RH issues • Effectiveness of coordination committees (based on self-assessment survey) • # and quality of new research documents produced • % of relevant organizations that have access to (are using) key research documents • # of and % increase in projects implemented under GLIA 	<ul style="list-style-type: none"> • Joint surveys/research to establish/track UNDAF indicators • UNAIDS Theme Group • Mid-term and annual reviews • Database on HIV/AIDS 	<ul style="list-style-type: none"> • UNFPA • UNAIDS • UNICEF • UNDP • UNIFEM • WB • WFP 	<ul style="list-style-type: none"> • MINISANTE • MIJESPOC • MINEDUC • MIGEPROF • CNLS • TRAC • NGOs • Bilaterals

Obj. 4: More effective M & E mechanisms for HIV/AIDS and RH programmes

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Reinforce sentinel surveillance of HIV/AIDS 2. Develop a national database on HIV/AIDS/STDs/RH 3. Enhance community participation in planning, monitoring and evaluating HIV/AIDS and STD prevention and care and RH services 4. Develop national and community-based M & E mechanisms for home-based care 5. Monitor mainstreaming of gender in all HIV/AIDS and RH programming processes 	<ul style="list-style-type: none"> • % of budget allocation to HIV/AIDS • Existence of M&E system(s) and supportive mechanisms for HIV/AIDS, STDs and RH • Assessment of capacity in gender analysis and planning conducted • 	<ul style="list-style-type: none"> • Joint surveys/research to establish/track UNDAF indicators • UNAIDS Theme Group • Policy framework document • Training module • Mid-term and annual Reviews • Database on HIV/AIDS 	<ul style="list-style-type: none"> • UNAIDS • UNFPA • UNICEF • UNIFEM • UNDP • WFP • WB 	<ul style="list-style-type: none"> • MINISANTE • MINIJUST • MIGEPROF • MINALOC • MIJESPOC • CNLS • NYC • NGOs • CSOs • Bilaterals

HIV/AIDS & Reproductive Health

Goal 2: Strengthened IEC initiatives for behavioural change relating to HIV/AIDS, STDs and Reproductive Health (RH)

Obj. 1: Enhanced implementation and co-ordination of national IEC interventions on HIV/AIDS/STDs

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support the development and implementation of a national IEC strategy on HIV/AIDS/STDs and RH 2. Update the inventory of institutions and individuals working on IEC related to HIV/AIDS/STDs and RH 3. Support IEC co-ordination structures related to HIV/AIDS/STDs and RH at all levels 4. Provide financial and technical assistance to HIV/AIDS prevention campaigns 5. Support innovative community-based action-research on HIV/AIDS/STD and RH 6. Strengthen the prevention of HIV/AIDS, focussing on groups with potential high-risk behaviours 7. Support the involvement of PLWA, including women, other caregivers, religious institutions, NGOs and CSOs 8. Enhance the role of traditional healers in HIV/AIDS prevention and management of opportunistic diseases 9. Support the management and treatment of STDs as a strategy for HIV/AIDS prevention 10. Support to develop an effective strategy for the promotion of condom use, including the female condom 11. Provide gender, HIV/AIDS and human rights training to increase popular awareness of the gender dimension of HIV/AIDS/STD and RH 12. Disseminate research and information on PMTCT and other prevention efforts 13. Train and support the media to produce effective and accurate HIV/AIDS/STDs and RH information and programming 	<ul style="list-style-type: none"> • Existence of a common IEC strategy paper • Availability of resources on HIV/AIDS, STDs and RH in all Prefectures • # of, and % increase in, community-based research initiatives on HIV/AIDS and RH • # of, and % increase in, initiatives benefiting groups with high-risk behaviours • Availability of survey reports on condom use • Proportion of population aware of HIV/AIDS and PMTCT, STDs and key RH issues (by sex and age) • Prevalence of HIV/AIDS and STDs • Proportion of population having access to PMTCT information • 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicators • UNAIDS Theme Group • Joint IEC strategy paper • Media and workshop reports • National surveys and studies 	<ul style="list-style-type: none"> • UNAIDS • UNFPA • UNHCR • UNDP • UNICEF • WFP • UNECA • WHO • UNESCO • WB • UNIFEM 	<ul style="list-style-type: none"> • MINISANTE • MIGEPROFE • MIJESPOC • MINEDUC • MINADEF • ORINFOR • Media • CNLS • Religious institutions • NGOs • CSOs • Bilateral donors

HIV/AIDS & Reproductive Health

Goal 2: Strengthened IEC initiatives ...

Obj. 2: **Enhanced participation of youth in HIV/AIDS/STD prevention and RH programmes**

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Mobilize resources for youth activities aimed at peer sensitization and prevention of HIV/AIDS, including a review of the Youth Strategic Plan (YSP) 2. Advocacy for the integration of gender and human rights dimensions of HIV/AIDS/STD and RH in YSP 3. Define a collaboration framework among actors working with youth organizations, in harmony with YSP, to prevent HIV/AIDS/STD and promote sexual health 4. Advocacy amongst youth for voluntary counselling and testing (VCT) and the use of RH facilities 5. Support training initiatives for health personnel on VCT for youth 6. Support integration of HIV/AIDS/STD and RH education in school curricula and other appropriate settings 7. Strengthen HIV/AIDS/STD and RH initiatives amongst out-of-school youth, including within literacy programmes 8. Support mechanisms for continuous monitoring of behavioural change amongst youth 	<ul style="list-style-type: none"> • # of, and % increase in youth associations working on HIV/AIDS prevention by health district • % of health personnel trained in VCT working with youth • # of, and % increase in innovative community-based research initiatives for youth by health district • Proportion of youth voluntarily tested and counselled on HIV/AIDS/STD • # of new peer-educators trained on HIV/AIDS/STD and RH by health district • # of consultative sessions by different actors working on HIV/AIDS/STD and RH 	<ul style="list-style-type: none"> • Joint research to establish/ track UNDAF indicators • UNAIDS Theme Group • Youth association consultations • Training manual for VCT • Annual reviews and work plans • Surveillance surveys 	<ul style="list-style-type: none"> • UNAIDS • UNICEF • WHO • UNFPA • UNESCO • UNIFEM • UNDP • WFP • UNHCR 	<ul style="list-style-type: none"> • MIJESPOC • MINISANTE • MINEDUC • NGOs • CSOs • National Youth Council • Bilaterals

HIV/AIDS & Reproductive Health

Goal 3: Improved quality service delivery in RH and support to HIV/AIDS/STD infected and affected persons

Obj. 1: Improved access to, and quality of, safe reproductive health and family planning services (including STD management)

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support the establishment and rehabilitation of health infrastructure, including cost-sharing initiatives for beneficiaries 2. Support integration of and strengthen technical capacity for management and delivery of services for RH and STDs in all health facilities (public and private) 3. Support to enhance the supply of essential drugs including contraceptives (male and female condoms), and medical equipment for RH in health centres and delivery points 4. Support for the implementation of alternative strategies for RH service delivery – community based distribution of contraceptives and condoms; mobile clinics for delivery of RH services to areas with poor sanitary infrastructure 5. Facilitate youth-friendly RH services 6. Support the provision of quality counselling and information dissemination on family planning, especially in rural communities 7. Facilitate closer collaboration between health personnel and traditional practitioners 8. Improve management of STDs among Commercial Sex Workers (CSW) and other vulnerable groups. 	<ul style="list-style-type: none"> • # of health facilities established or rehabilitated, and proportion with RH facilities; proportion with STD management facilities • Availability of medical supplies and contraceptives, including male and female condoms, in health centres and delivery points (tracked by region) • % of RH workers, in relation to overall population • % of health districts with efficient pre and ante-natal services available • # of local/community associations providing RH services • % increase in proportion of youth with access to and utilising RH services • Effective system of family planning counselling in place • Prevalence rate of family planning methods • # of CSW and other vulnerable groups having access to STD and HIV treatment • Types of information dissemination mechanisms in place and % of population reached (tracked by region) • Maternal mortality ratio²² • Infant mortality rate • 	<ul style="list-style-type: none"> • Joint surveys/ research to establish and track UNDAF indicators • UNAIDS Theme Group • Inventory of Medical stock • Mid-term and Annual Reviews • Blood bank inventory 	<ul style="list-style-type: none"> • WHO • UNICEF • UNAIDS • UNDP • WB • UNHCR • UNFPA 	<ul style="list-style-type: none"> • MINISANTE • MIJESPOC • ONAPO • ARBEF • NGOs • CSOs • NYC • Bilateral donors

²² Indicators in blue are IDT/MDGs – See Annex 2.

HIV/AIDS & Reproductive Health

Goal 3: Improved quality service delivery ...

Obj. 2: Improved access to and quality services for people living with HIV/AIDS (PLWA)

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Advocate for, and scale-up, solidarity initiatives in health care at community level, particularly for HIV/AIDS cases 2. Initiate, strengthen and scale-up home-based care services 3. Strengthen technical capacity for management and delivery of HIV/AIDS services, including for CSW and vulnerable groups 4. Facilitate the formulation of technical guidelines for VCT, MTCT and for the management of PLWA 5. Support for the supply of essential drugs for opportunistic diseases 6. Maintain a safe blood transfusion system 7. Advocacy for utilization of MTCT centres 8. Enhance HIV+ pregnant women's continuous and affordable access to opportunistic infections treatment and Anti-Retroviral Therapy 9. Strengthen the institutional capacities of peripheral laboratories and Central Laboratory for effective testing and diagnosis 	<ul style="list-style-type: none"> • # of and % increase in community initiatives for solidarity with PLWA • # of community based associations providing home based care services • Effective blood testing and transfusion system maintained • % of health personnel trained on management and delivery of HIV/AIDS services • Availability and use (by whom?) of technical guidelines for VCT and MTCT • Proportion of pregnant women having access to PMTCT centres • % of pregnant women tested for HIV • % of infected women on ARV • Mortality rate of children from HIV+mothers • % of children born HIV negative from HIV+pregnant women • Availability and effectiveness of labs at peripheral levels • #, and % increase in children orphaned by HIV/AIDS²³ 	<ul style="list-style-type: none"> • Joint surveys/ research to establish and track UNDAF indicators • UNAIDS Theme Group 	<ul style="list-style-type: none"> • UNFPA • UNICEF • WHO • UNDP • WB • UNAIDS • UNHCR • WFP 	<ul style="list-style-type: none"> • MINISANTE • ARBEF • ONAPO

²³ Indicators in blue are IDT/MDGs – See Annex 2.

HIV/AIDS & Reproductive Health

Goal 3: Improved quality service delivery ...

Obj. 3: Services established for victims of sexual violence

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Strengthen the capacity of medical personnel and CSOs to provide psycho-social and legal assistance to victims of sexual violence 2. Support the development of medical, psycho-social and legal guidelines for assisting victims of sexual violence 3. Ensure the provision of necessary medical, psycho-social and legal care to victims of sexual violence at all levels, including post exposure treatment (PET) 	<ul style="list-style-type: none"> • # and % of health personnel trained on medical and legal assistance to victims of violence • Existence of medical, psycho-social and legal guidelines for assisting victims of sexual violence, and % of major health centre that have copies • # and % of district health centres with medical, psycho- social and legal services for victims of sexual abuse • % of major health care centres with PET kits 	<ul style="list-style-type: none"> • Joint surveys/ research to establish and track UNDAF indicators • UNAIDS Theme Group • District Health Reports • Legal Assistance clinics 	<ul style="list-style-type: none"> • WHO • UNICEF • UNFPA • UNAIDS • UNIFEM • UNHCR 	<ul style="list-style-type: none"> • MINISANTE • MIGEPROFE • MIJESPOC • MINALOC • NGOs • Coalition on Violence Against Women • Unity Club • Bilateral Donors

Obj. 4: Enhanced community development initiatives for people infected and affected by HIV/AIDS

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support income-generating projects for orphans and people infected or affected by HIV/AIDS 2. Support education for AIDS orphans 3. Support mechanisms to improve food security for households affected by HIV/AIDS. 	<ul style="list-style-type: none"> • # of sustained income-generating initiatives for orphans and PLWAs • % of AIDS orphans enrolled at district education offices • # and % of households affected by HIV/AIDS benefiting from food support mechanism • 	<ul style="list-style-type: none"> • Joint surveys/research to establish and track UNDAF indicators • UNAIDS Theme Group • District social survey and reports • Mid-term and Annual Reviews • Food Monitoring Tool 	<ul style="list-style-type: none"> • UNDP • WHO • WFP • FAO • UNICEF • UNAIDS • UNFPA • UNHCR 	<ul style="list-style-type: none"> • MINISANTE • MINAGRI • MINALOC • MINECOFIN • MINEDUC • MINIJUST • NGOs • CSOs • Bilateral donors

3.4 Raising the Productive Capacities of the Poor - Goals

To complement the PRSP and other initiatives geared to poverty reduction, the UN system in Rwanda identified three strategic goals to enhance the productive capacities of the poor.

Lead Agencies²⁴: WB; WFP; UNICEF; FAO; UNDP.

Goal 1: Improved living conditions of the poor

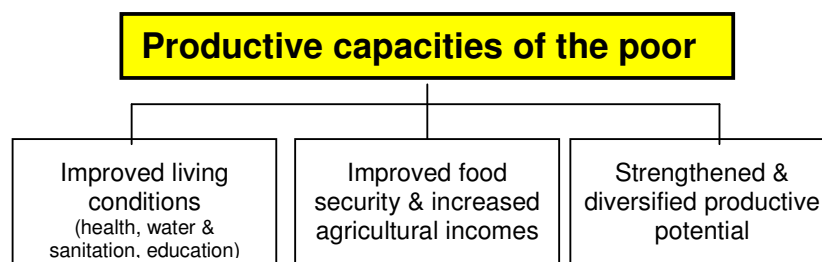
As noted, the poor in Rwanda lack sufficient and stable access to food, health care, water and sanitation, energy and education. Ignorance, illiteracy and disease, hampered by poor living conditions and inaccessibility to appropriate energy sources, create an immense hindrance to productivity, thereby keeping the poor in perpetual poverty. The goal of the UN common response is to complement Government efforts to empower poor and vulnerable Rwandans, with specific emphasis on women and children. This will be done by addressing access to basic social services, including healthcare, clean water and sanitation, and basic education.

Goal 2: Improved household food security and increased income from the agricultural sector

One implication of being poor in Rwanda is not knowing where or how much food will be available for household consumption over a period of time. Food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life. Food products need to be made available (either through individual production or the market) and people need sufficient income to be able to purchase requisite food stuffs they do not (cannot) produce themselves. The UN effort will focus on improving basic household food security and improving agricultural incomes, via a focus on policies, production, appropriate technology, credit, markets, the environment and special help for the most vulnerable.

Goal 3: Strengthened and diversified productive potential of the poor

The UN goal is to have empowered and self-sustaining community-based institutions in all sectors capable of assisting community co-operative initiatives. This is also an opportunity to support the introduction and use of technology for productive activities, including ICTs. Special attention will be given to ensure gender equality. Support will also be given to civil society and community based initiatives that provide counselling, vocational training and psycho-social support to vulnerable groups, such as street children, women- and child-headed households and PLWA. Strengthening the organizational capacities of communities for self-help is critical to both poverty reduction and national reconciliation.



²⁴ Lead Agencies facilitate the work of the five Theme Groups, rotating chairmanship annually. Please refer to section 5 for further information on the UNDAF follow-up structure.

Productive Capacities of the Poor

Goal 1: Improved living conditions of the poor

Obj. 1: Improved quality of and efficient access to the decentralized healthcare system, and control of endemic diseases

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support health districts and decentralized health infrastructures (e.g. health centres, district hospitals, etc.) through human resource and physical capacity development 2. Support and reinforce emergency services Promote youth and women friendly health services, including specialized programmes and training related to specific needs 3. Support development of local initiatives that facilitate financial access to health care services 4. Promote IEC strategies in health care provision 5. Support medical and socio-economic research 	<ul style="list-style-type: none"> • Proportion of population visiting primary healthcare centres per year, disaggregated by age and sex • % of death from preventable diseases • Infant mortality ratio • Under-five mortality ratio 	<ul style="list-style-type: none"> • Joint surveys/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Mid-year Reviews • Joint annual programme reviews 	<ul style="list-style-type: none"> • UNICEF • WFP • WHO • UNESCO • UNAIDS • WB • UNFPA • UNHCR 	<ul style="list-style-type: none"> • MINISANTE • MINEDUC • MINALOC • MIJESPOC • NGOs • EU • Belgium • USAID • Swiss • Luxembourg

Obj. 2: Improved access to potable water and environmental sanitation to the poor

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Institutional and technical support to national and local water and sanitation management structures 2. Support efforts to bring clean and safe water closer to households 3. Support for community participation in Water and Sanitation management 4. Facilitate the practice of Rain Water Harvesting 5. Promote appropriate urban planning methods in areas of housing, sanitation, and waste management 6. Promote and support IEC initiatives on Water and Sanitation issues 7. Facilitate improved women's participation in the control and management of water and sanitation policies/programmes 	<ul style="list-style-type: none"> • % of population with sustainable access to safe drinking water • % of population with access to sanitary latrines • Average household distance in km (and time) from potable water source • Proportion of Imidugudu dwellers with potable water at the site 	<ul style="list-style-type: none"> • Joint surveys/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual and mid-term review of programmes 	<ul style="list-style-type: none"> • WB • FAO • UNDP • UNICEF • WHO • UNHCR • WFP • UNESCO • UNFPA • UNIDO • UNCHS 	<ul style="list-style-type: none"> • MINITERE • MINALOC • MINEDUC • MINAGRI • MINICOM • NGOs • Nat'l youth & women orgs. • ADB • EU • Japan • Denmark • Belgium • CIDA • GTZ • Luxembourg

Productive Capacities of the Poor

Goal 1: Improved living conditions ...

Obj. 3: Increased literacy and vocational skills level of the poor

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Facilitate access to formal education by poor children and promote catch-up programmes to increase school retention rates 2. Advocacy and support for increased school enrolment and retention rates for girls 3. Support to the development of integrated national Adult Literacy programmes 4. Support to create vocational training programmes and apprenticeships that target skills demanded by the market. 5. Facilitate the acquisition of technical skills through exploitation of appropriate ICTs 6. Support to specialized gender sensitive training programmes including those for the disabled 	<ul style="list-style-type: none"> • Net primary and tertiary enrolment and attendance ratio trends • School retention rates • Ratio of girls to boys in primary education • Ratio of girls to boys in secondary education • Literacy rates for adults and for 15-24 years • Gender parity literacy index • # of new vocational training programmes developed per year • Proportion of new vocational graduates that find employment • Vocational centres, distribution by district 	<ul style="list-style-type: none"> • Joint surveys/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual and Mid-term Review • Tracer studies 	<ul style="list-style-type: none"> • WFP • UNDP • UNICEF • WB • UNIFEM • UNESCO • UNECA • UNFPA • UNHCR • FAO • UNIDO • IFAD 	<ul style="list-style-type: none"> • MINEDUC • MINALOC • MINICOM • NGOs • Sweden • EU • ADB • DFID • Belgium • Japan • Netherlands

Productive Capacities of the Poor

Goal 2: Improved food security and increased income from the agricultural sector

Obj. 1: Increased accessibility, availability and stability of adequate nutritious food to the poor

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support to food processing, storage programmes and other methods for the reduction of post-harvest losses 2. Support government to develop food security early warning systems 3. Protection and support to improved arable and fertile land mass 4. Support to improved agricultural, livestock, fishery and forestry production methods and systems 5. Promote sustainable agriculture practices and appropriate technology through national extension and research 6. Support to effective micro-credit programmes 7. Institutional support 8. Promote the establishment of national minimum food standards and quantity control 9. Advocacy for gender equality to control and access credit, technology, land, and nutrition. 10. Support specific food sector programmes to vulnerable groups, incl. PLWA 11. Support specific food programmes for high risk food insecurity regions 	<ul style="list-style-type: none"> • Increased % of households that have access to enough and nutritious food • % of women farmers owning and inheriting land • % of under-five who are malnourished • % of population below the minimum level of dietary energy consumption • % of household income spent on food • % of malnourished per primary healthcare catchment area • Functioning early-warning system 	<ul style="list-style-type: none"> • Joint surveys/ analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Systematic info. sharing on activities • Mid-term UNDAF reviews 	<ul style="list-style-type: none"> • UNDP • WFP • FAO • IFAD • UNICEF • UNIFEM • UNECA • UNIDO • UNAIDS 	<ul style="list-style-type: none"> • MINAGRI • MINECOFIN • MINSANTE • MINICOM • MINALOC • MINITERE • MIGEPROF • CDCs • NGOs • CAPMER • ADB • Bilaterals, incl • EU • Japan • Belgium

Obj. 2: Increased development of, and access to, rural credit schemes, markets and incomes

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Promotion of rural commercial credit schemes 2. Support the establishment and maintenance of the agriculture credit guarantee fund 3. Support to the development of rural markets 4. Support to improved rural transport infrastructure 5. Support to the development and equal access to market information exchange networks 6. Facilitate the integration of gender perspectives in policies and programmes for credit and market access 	<ul style="list-style-type: none"> • Proportion of poor households that have received a loan • % increase of credit repayment rate 	<ul style="list-style-type: none"> • Joint surveys/ analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual mid term reviews • Collaboration on new project designs 	<ul style="list-style-type: none"> • UNDP • WFP • FAO • IFAD • UNIDO • WB 	<ul style="list-style-type: none"> • MINECOFIN • MINICOM • MINALOC • MINAGRI • CDCs • NGOs • ADB • EU • Belgium

Productive Capacities of the Poor

Goal 2: Improved food security...increased agricultural income...

Obj. 3: Improved environmental condition of the country

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Encourage sustainable, intensive and environment friendly agriculture production methods 2. Promote and support forestation and reforestation initiatives 3. Support improved water and soil management programmes 4. Support sustainable marshland development, rehabilitation and conservation programs 5. Encourage and support the use of renewable energy sources and more efficient use of wood 6. Promote IEC initiatives for environmental management 7. Support programmes to reduce man and wildlife competition for land 	<ul style="list-style-type: none"> • % increase in # of household that use environment friendly agriculture production methods • % increase of households that use energy from renewable sources • % of population relying on traditional fuels for energy use • Arable land per capita • Development & implementation of national strategy for sustainable development 	<ul style="list-style-type: none"> • Joint surveys/ analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual and mid term reviews • Collaboration on new project designs 	<ul style="list-style-type: none"> • UNDP • WFP • FAO • UNICEF • WB • UNESCO • WHO • UNFPA • UNCHS • UNEP • UNIDO • UNECA 	<ul style="list-style-type: none"> • MINAGRI • MINERENA • MINITERE • MINICOM • MINALOC • NGOs • Bilateral donors

Goal 3: Strengthen and diversify the productive potential of the poor

Obj. 1: Strengthened community-based institutions that support the productive efforts of the poor

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support decentralized programmes to define and analyze the poverty profile in Rwanda 2. Support to research activities that are local and benefit the poor. 3. Support to community extension services 4. Support to community based organizations (CBOs) 5. Support to community participatory initiatives. 	<ul style="list-style-type: none"> • # of economic development CBOs formed per year • % of population that belong to a socio-economic CBOs • % increase in registration of co-operative organizations • Capacity to collect poverty data and analyse poverty trends 	<ul style="list-style-type: none"> • Joint surveys/ analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual review of #, capacity and effectiveness of orgs. 	<ul style="list-style-type: none"> • UNDP • UNICEF • WFP • FAO • WB • UNFPA • UNIDO • UNHCR • UNHCS 	<ul style="list-style-type: none"> • MINECOFIN • MINALOC • MINAGRI • MIJESPOC • MIGEPROFE • NGOs • EU • USAID • Other Bilaterals

Productive Capacities of the Poor

Goal 3: Strengthen and diversify productive potential...

Obj. 2: Introduce and enhance the use of appropriate technology and ICTs in the productive activities of the poor

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Support mainstreaming of simple agro-processing technology 2. Support appropriate, sustainable and environment friendly energy generating technology 3. Promote technology that uses domestic resources 4. Advocacy and support for youth and women friendly technology 5. Promote and support appropriate community-based ICT programmes 6. Enhance rural productive capacities through appropriate technology especially agricultural tools that enhance effectiveness and efficiency 	<ul style="list-style-type: none"> • % of poor population enrolling in technology training programmes (by gender and sector) • % increase in the # of applicants for technology related acquisition loans 	<ul style="list-style-type: none"> • Joint surveys/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual review of the availability, sustainability, access to and effectiveness of productive technologies 	<ul style="list-style-type: none"> • UNDP • UNIFEM • WB • FAO • UNECA • UNFPA • UNICEF • WHO • UNIDO • UNEP • UNHCS 	<ul style="list-style-type: none"> • MINITRACO • MINECOFIN • PRESIREP • MIJESPOC • MINICOM • NUR • KIST • Private Sector • NGOs • CAPMER • USAID • EU • Other Bilaterals

Obj. 3: Increased income and employment opportunities for the poor from off-farm activities

Strategies	Indicators	Review Mechanisms	Concerned Agencies	Country Partners
<ol style="list-style-type: none"> 1. Facilitate development of a legal and institutional framework to protect the informal business sector 2. Provide technical and management training to develop and support small business entrepreneurship, including for women and women entrepreneurs 3. Support income generating activities by the poor 4. Promote and strengthen rural markets 5. Enhance productive capacities within <i>imidugudu</i> settlements 6. Encourage and support community initiatives for the support of vulnerable groups in the population <p>(see also G1-O3; G2-O2 above)</p>	<ul style="list-style-type: none"> • Raised income levels of the poor • % increase in rural employment levels • % reduction of the population in agricultural employment • % of population employed in the primary, secondary and tertiary sectors • Annual % revenue increase by small businesses • # of small businesses opening annually • # of new businesses run by women 	<ul style="list-style-type: none"> • Joint surveys/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual reviews of employment and income levels and the skill and productive capacities of the poor • Joint annual programme reviews 	<ul style="list-style-type: none"> • UNDP • UNICEF • WFP • FAO • WB • UNECA • UNESCO • UNFPA • UNIDO • UNCHS 	<ul style="list-style-type: none"> • MINAGRI • MINICOM • MINALOC • MINECOFIN • MIGEPROFE • MIJESPOC • ADB • IFAD • Private Sector • NGOs • Bilaterals • Commercial banks

3.5 Regional Integration & Co-operation: Goals & Objectives

Lead Agencies²⁵: UNECA; WHO; UNDP. Theme Group to determine annual lead for remaining years.

Goal 1: Enhanced national capacity for integration and participation in regional markets

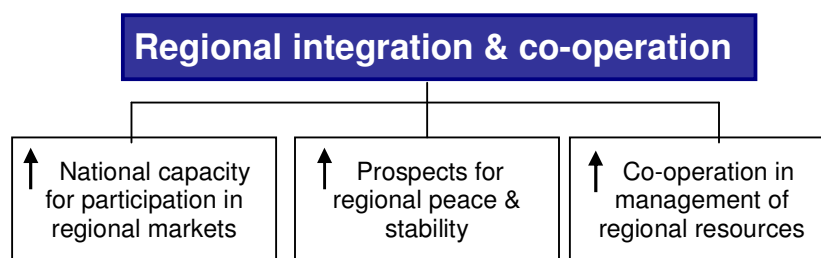
In recognition of Rwanda's dependence on external markets for basic goods, the small size of the domestic market and its poor human resource capacity, the UN system will assist Rwanda in strengthening its capacity to benefit from regional co-operation frameworks aimed at trade facilitation. The UN system also commits to reinforcing domestic productive capacities - especially through human resources development and modernization/upgrading of SMEs - to give locally produced goods a competitive edge in domestic and regional markets.

Goal 2: Improved prospects for regional peace and stability

With the aim of achieving sustainable and meaningful regional integration and co-operation, the UN system in Rwanda will continue to support both national and regional initiatives geared toward the promotion of peace and security. This will be accomplished through support to both Governmental and non-governmental initiatives encouraging co-operation and peace in the region.

Goal 3: Improved co-operation for management of cross-border common problems and shared resources

The HIV/AIDS pandemic, co-operation in disaster mitigation, preparedness and management, combating environmental degradation, improved transport and communications systems, and improved water and energy infrastructures are all cross-border issues shared with Rwanda's neighbours. The UN system will seek to assist Rwanda in harmonizing policies and finding solutions with its neighbours for all of these issues.



²⁵ Lead Agencies facilitate the work of the five Theme Groups, rotating chairmanship annually. Please refer to section 5 for further information on the UNDAF follow-up structure.

Regional Integration & Cooperation

Goal 1: Enhanced national capacity for integration and participation in regional markets

Obj. 1: Strengthened national capacity to benefit from the regional liberalization process and free movement of goods, services, people and capital

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Facilitate regional negotiations for liberalization and free flow of goods, services and human resources 2. Strengthen national capacity for negotiating, implementing and monitoring relevant regional agreements 3. Provide technical assistance for required studies 4. Advocate for the development of a legal framework to facilitate regional trade and for implementation of international exchange agreements 5. Facilitate regional dialogue on macro-economic issues and poverty reduction programmes and assist initiatives to harmonize macro-economic policies 6. Provide technical assistance to improve capacities of institutions that support SMEs and to implement SME modernization programmes 	<ul style="list-style-type: none"> • % increase of flow of goods and services from Rwanda to the region • # of agreements reached and implemented • % increase of volume of flow of goods and services in the region • # of studies on regional integration conducted/used • national macro-economic policies harmonized towards regional integration and regional strategies included within national poverty reduction programmes 	<ul style="list-style-type: none"> • Joint mid-year and annual reviews • UNDAF Theme Group • Joint research/analysis to establish/track annual UNDAF indicator data 	<ul style="list-style-type: none"> • UNSIA • UNDP • WB • UNECA • UNIDO • UNCTAD • UNESCO 	<ul style="list-style-type: none"> • MINICOM • MINAFFET • COMESA • PSF • EAC • KBO • CPGL • EU • DFID

Regional Integration & Co-operation

Goal 1: Enhanced national capacity...

Obj. 2: Improved environment for national goods and services to compete in regional markets

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Facilitate regional dialogue on macro-economic issues and provide technical assistance to facilitate the harmonization of macro-economic policies 2. Support the reinforcement of national and cross-border transport and telecommunications infrastructure through technical assistance, direct support, and management capacity development 3. Assist in the development of plans to improve the regional water and energy infrastructures 4. Encourage and support government initiatives to standardize educational curricula to improve nationals' competitiveness in regional labour markets 5. Provide institutional support to the PSF for the co-ordination of capacity-building activities within private economic operators 6. Provide technical assistance, including market research, quality standards, tax systems, and banking procedures, to entrepreneurs 7. Support national initiatives to encourage and enhance the capacities of women entrepreneurs, including their competitiveness in the export/import business 8. Facilitate ICT integration into the management practices of economic operators through sensitization, technical assistance in infrastructure layout, training, and facilitation of networking 	<ul style="list-style-type: none"> • % increase of export of goods and services from Rwanda to the region • % of educational (professional and vocational) institutions with curricula harmonized to regional standards • Yearly assessment of availability and consistency of water and energy supplies in Rwanda • % increase of members in the PSF • % of PSF members that have launched goods or services in the regional market • % increase of women in the export and import business • # and % of business entrepreneurs using ICT in their management practice 	<ul style="list-style-type: none"> • Joint mid-year and annual comparative analysis • UNDAF Theme Group • Joint analysis to establish and monitor UNDAF indicator data 	<ul style="list-style-type: none"> • UNDP • WB • UNECA • UNESCO • UNIDO • UNCTAD • WFP 	<ul style="list-style-type: none"> • MINICOM • MIGEPROFE • MINITRACO • MINECOFIN • PSF • USAID • EU • DFID • ADB

Regional Integration & Co-operation

Goal 2: Improved prospects for regional peace and stability

Obj. 1: Strengthened culture of peace and reinforced institutional mechanisms and initiatives for regional peace and stability

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Institutional support to relevant government agencies / commissions to develop and implement regional peace-building programmes 2. Institutional support for the establishment and operationalization of a regional centre for conflict management 3. Facilitate the creation of a framework for the participation of regional and national civil society organizations in peace-building efforts. 4. Facilitate the repatriation and settlement of refugees in the region through institutional support, technical assistance and direct support 5. Advocate for the creation of regional bilateral and multilateral poverty reduction programmes, including in the areas of education, agriculture and health 6. Support specific women and youth initiatives for regional peace-building 7. Provide technical and networking assistance to develop ICT as a tool for the promotion of regional peace and stability 	<ul style="list-style-type: none"> • # of voluntarily repatriated refugees per year • # of new refugees fleeing the country per year • # of national and regional peace-building/ conflict resolution initiatives set up by governments and CSOs • # of human rights initiatives signed and ratified • # and % of CSOs contributing to the elaboration of gov't policies on regional peace-building • #of peace-building programmes approved by gov't and Parliament • # of studies and regional peace-building programmes produced by the regional centre for conflict management 	<ul style="list-style-type: none"> • Joint research/analysis to establish /track UNDAF indicator data • UNDAF Theme Group • Mid-year review of UNHCR data • Joint annual review of reports of the Special Representative of the Human Rights Commission on the Situation of Human Rights in Rwanda • Joint annual analysis of National Human Rights Commission reports 	<ul style="list-style-type: none"> • UNFPA • UNHCR • UNECA • UNDP • UNICEF • UNIFEM • UNESCO 	<ul style="list-style-type: none"> • PRESIREP • MINICOM • MINALOC • MINITERE • MINECOFIN • MINIJUST • MINAFFET • NURC • NHRC • NUR • NGOs • CSOs

Regional Integration & Co-operation

Goal 3: Improved co-operation for management of cross-border common problems and shared resources

Obj. 1: Enhanced national/regional capacities to participate in the sustainable management and equitable use of cross-border natural resources

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Facilitate the creation of a framework for regional dialogue on natural resource and ecosystem management issues and provide technical assistance to the development and implementation of common policies 2. Institutional support to existing regional mechanisms and programmes on environmental management 3. Facilitate the promotion of regional eco-tourism programmes with shared benefits including through technical studies, programme formulation and resource mobilization 4. Provide institutional and technical support for the creation and operationalization of a regional centre for environmental research, advocacy and awareness-building 	<ul style="list-style-type: none"> • # of regional programmes for management of cross-boarder natural resources and ecosystems approved and implemented by the gov't • # of operational national institutions addressing management of protected areas, awareness of natural resources and promotion of eco-tourism • Annual % increase in national participation in regional networks for natural resources and ecosystems management • Annual % increase in number of eco-tourists visiting the country • # and quality of environmental research capacity building programmes, and regional strategies for natural resources sharing initiated and elaborated by the Regional Centre for Environmental Research 	<ul style="list-style-type: none"> • Joint research/analysis to establish/ track UNDAF indicator data (including analysis of ROTNP statistics) • UNDAF Theme Group • Joint annual thematic and regional programme reviews 	<ul style="list-style-type: none"> • UNDP • UNICEF • UNECA • WB • UNEP • UNFPA 	<ul style="list-style-type: none"> • MINITERE • MINICOM • MINECOFIN • COMESA • MINALOC • EAC • KBO • CPGL • PSF • ADB • Various bilateral donors

Obj. 2: A regional approach and common response to the HIV/AIDS pandemic

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Provide institutional and technical support to GLIA as a regional framework for the facilitation and mobilization of joint efforts against HIV/AIDS 	<ul style="list-style-type: none"> • % increase in number and quality of regional programmes initiated by GLIA and supported by gov'ts • % of the national budget mobilized for the implementation of a regional HIV/AIDS programme and institutional support to GLIA • # and % of inter-governmental initiatives implemented 	<ul style="list-style-type: none"> • Joint research/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Annual programme reviews • Annual analysis of UNAIDS reports 	<ul style="list-style-type: none"> • UNFPA • WHO • UNAIDS • UNICEF • UNDP • UNECA • WB 	<ul style="list-style-type: none"> • MINISANTE • MINECOFIN • GLIA

Regional Integration & Co-operation

Goal 3: Improved co-operation...cross-border...

Obj. 3: A regional approach to disaster preparedness and management

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<p>1. Facilitate the establishment of regional mechanisms for environmental assessment, monitoring and reporting including early warning of natural and man-made disasters</p> <p>2. Strengthen national and regional capacities for disaster management, including support for the development and effective functioning of regional disaster management units</p>	<ul style="list-style-type: none"> • An operational legal framework for regional co-operation of national disaster management units • % increase of early warning data on natural and man-made disasters collected and shared by national disaster management units through appropriate networks 	<ul style="list-style-type: none"> • Joint research/analysis to establish/ track UNDAF indicator data • UNDAF Theme Group • Joint mid-year consultations with the government 	<ul style="list-style-type: none"> • UNICEF • UNESCO • WFP • UNECA • UNEP • UNDP • WB • FAO • UNHCR 	<ul style="list-style-type: none"> • MINITERE • MINAGRI • MINAFFET • MINISANTE • MINADEF • MINALOC • NGOs • EU • DFID

3.6 Transitional Issues – Goals

Lead Agencies²⁶: UNDP; UNHCR; UNICEF; WFP. Theme Group to determine annual lead for remaining period.

Goal 1: Ensure sustainable settlement and reintegration of affected population

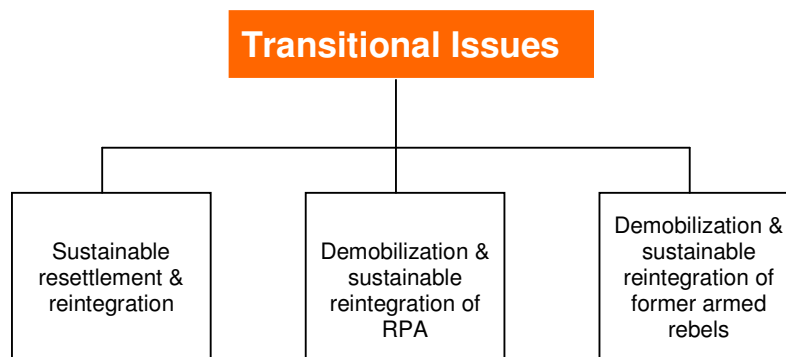
As noted, Rwanda still has a large number of persons in need of durable and sustainable settlement, with sustainability linked to the fulfilment of basic needs (access to healthcare, education and income-generating opportunities) that will allow for re-establishment of social and economic networks. Failure to address these issues will likely have negative consequences for both national security and poverty reduction. The UN system will assist the Government to find durable solutions to the settlement of the affected population, whilst ensuring that the existing settlement sites are rendered more sustainable, and that newly settled communities have a voice in local planning structures through support to Community Development Committees (CDCs) and Site Development Committees (SDCs). Within this effort, attention will also be paid to both peace-building opportunities and environmental protection/management.

Goal 2: Appropriate down-sizing of Rwandan Army, and sustainable reintegration of ex-combatants

In the service of both peace-building, future stability and poverty reduction, the UN will seek to support the Government in its efforts to reduce the size of the Rwandan Army and to sustainably reintegrate all demobilized military personnel and their families into society.

Goal 3: Ensure the socio-economic reintegration of former armed rebels

With the apparent renewed commitment to implement the Lusaka Accords as of early 2001, the GoR has initiated an innovative new strategy to solving its regional security concerns and bringing durable peace to Rwanda, by welcoming and reintegrating former members of armed militias operating in the DRC. The UN system recognizes the important implications of this strategy on national reconciliation and peace-building both in Rwanda and the region.



²⁶ Co-ordinating agencies are those that are designated as lead agencies for the objectives within the Goal. Lead agencies are shaded in grey in the matrices below.

Transitional Issues

Goal 1: Ensure sustainable settlement and reintegration of affected population

Obj. 1: Institutional strengthening of GoR in settlement activities and co-ordination

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Capacity assessment of relevant government ministries to identify strengths and weaknesses 2. Provide technical assistance to conduct socio-economic survey, analyses, and mapping of all settlement sites 3. Provide technical assistance and capacity development in emergency/contingency and priority planning for settlement activities 4. Technical assistance and capacity development in MINECOFIN for regional planning (within Rwanda) 5. Capacity development of the Resettlement Department of MINITERE to undertake full co-ordination role 	<ul style="list-style-type: none"> • Successful updating of GoR Regional Settlement /Reintegration Plan • # of settlement sites mapped, surveyed and analyzed annually; also expressed as % of all settlement sites 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • Joint mid-term GoR capacity assessment • Joint programme/ project reviews • UNDAF Theme Group • GoR consultations 	<ul style="list-style-type: none"> • UNDP • UNHCR • UNCHS • WB • FAO • UNICEF • UNFPA • WFP 	<ul style="list-style-type: none"> • MINITERE • MINALOC • MINECOFIN • MINAGRI • Local Universities • NGOs • Bilaterals, incl. USAID • EU

Obj. 2: Sustainable settlement of conflict-affected families that remain without adequate shelter

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Socio-economic analysis of targeted settlement populations to identify needs and capacities 2. Technical and financial support for the development of housing, food security, social services (including HIV/AIDS prevention and care), basic infrastructure, and economic opportunities for settled population 3. Provide technical support to enhance community participation in planning and development, including the establishment of site development committees (SDCs) 4. Promote the use of local building materials and self-help building initiatives 	<ul style="list-style-type: none"> • # of conflict-affected families settled, as a proportion of total • % of newly settled population who are of employment age, and who are working (disaggregated by sex and age), tracked annually • Occupancy ratio for newly constructed houses • Proportion of new settlement sites created for conflict-affected families with acceptable access to social services ("acceptable" defined in terms of standard acceptable time required to reach the service) • Proportion of new settlement sites created for conflict-affected families with acceptable access to potable 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • UNDAF Theme Group • Joint programme/ project reviews • National Women's Council • SDC consultations 	<ul style="list-style-type: none"> • UNDP • UNICEF • WFP • FAO • WB • UNCHS • UNESCO • WHO • UNFPA 	<ul style="list-style-type: none"> • MINECOFIN • MINITERE • MINALOC • MINERENA • MINISANTE • MINEDUC • MIJESPOC • MIGEPROF • NGOs • Private Sector • Local Universities • EU • Bilaterals, incl. USAID

Transitional Issues

	water			
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Goal 1: Sustainable settlement and reintegration of affected population...

Obj. 3: Existing *imidugudu* rendered sustainable

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> Socio-economic analyses of populations of existing sites to identify needs and capacities Based on the survey of settlement sites (Obj. 1), respond to the identified needs and gaps to ensure the adequacy of housing, food security, social services (including HIV/AIDS prevention and care), basic infrastructure, and economic opportunities Mobilize resources to help finance the above Provide technical support to enhance community participation in planning and development, including the establishment of site development committees (SDCs) Promote the use of local building materials and self-help building initiatives 	<ul style="list-style-type: none"> % of imidugudu residents who are of employment age, and who are working (disaggregated by sex and age), tracked annually Occupancy ratio # of new families migrating to sites # of families leaving sites Proportion of existing imidugudu with acceptable access (time) to affordable potable water % of school age children attending school from the sites (by sex) Proportion of existing imidugudu with acceptable access (time) to social services Proportion of settlement sites with SDCs established Proportion of settlement sites with SDCs effectively functioning 	<ul style="list-style-type: none"> Joint research/ analysis to establish/track UNDAF indicators UNDAF Theme Group Joint programme/ project reviews CDC consultations National Women's Councils SDC consultations 	<ul style="list-style-type: none"> UNDP UNICEF WFP FAO WB IFAD UNCHS UNESCO WHO UNFPA UNAIDS 	<ul style="list-style-type: none"> MINECOFIN MINITERE MINALOC MINERENA MINISANTE MINEDUC MIJESPOC MIGEPROFE NGOs Private Sector Local Universities EU Bilaterals inc. USAID

Obj. 4: Restoration of environment in areas damaged by the settlement process

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> Support NGOs and CBOs to promote environmental awareness in communities Provide financial support for community-led reforestation and new forestation efforts Provide technical assistance (via NGOs/CBOs) for the building of fuel-saving wood burning stoves Advocacy and training in alternative non-wood or 	<ul style="list-style-type: none"> # of persons who attend environment workshops and other environmental awareness activities, by sex and age Proportion of target population using fuel-saving wood burning stoves Annual % increase in hectares of forested areas around settlement sites (baseline to 	<ul style="list-style-type: none"> Joint research/ analysis to establish/track UNDAF indicators UNDAF Theme Group Joint programme/ project reviews National Women's 	<ul style="list-style-type: none"> UNDP FAO WFP WB IFAD UNECA 	<ul style="list-style-type: none"> MINITERE MINAGRI MINALOC MINEDUC NGOs CBOs

Transitional Issues

limited wood building methods (via NGOs/CBOs)	be established)	Councils • SDC consultations		<ul style="list-style-type: none"> • EU • USAID
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Goal 1: ...sustainable settlement and reintegration of affected population...

Obj. 5: Strengthened capacity of sectoral Community Development Committees to play key role in the planning and development of settlement sites

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Assessment of sectoral CDCs to identify capacities (strengths & weaknesses) for participating in planning & dev. of settlement sites 2. Advocate for CDC participation in settlement site development, and provide appropriate training 3. Institute Training of Trainers process for sectoral CDCs to ensure transfer of knowledge and know-how to future sectoral CDCs and other community groups (especially youth groups) 4. Ensure SDCs participate in planning and management of UN –funded settlement/ reintegration activities 	<ul style="list-style-type: none"> • # and % of CDC members trained, by age and sex • # and % of settlement sites supervised solely by the sectoral CDCs • # of trainers with adequate capacity to train their peers and community • % of UN-funded settlement/reintegration activities that have SDC participation in planning/management 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • UNDAF Theme Group • Mid-term sectoral CDC capacity assessment • Joint programme/ project reviews • CDC consultations • SDC consultations 	<ul style="list-style-type: none"> • UNDP • WB • IFAD • UNCHS • UNICEF • UNAIDS • UNIFEM 	<ul style="list-style-type: none"> • MINITERE • MINALOC • MIJESPOC • Local Universities • NGOs

Obj. 6: Reinforced peace-building and reconciliation efforts through the settlement and reintegration programmes

Strategies	Indicators	Review Mechanisms	Concerned Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Encourage and support voluntary community participation in the construction of various social and infrastructure services in settlement sites 2. Direct financial support for the establishment of community centres 3. Provide technical support and capacity building towards the initiation of community groups and activities 	<ul style="list-style-type: none"> • Frequency of cultural and social events and attendance from within the settlement community • Community solidarity practices, including # of tasks carried out by non-family members from the site in assisting persons in need (namely child care, food provision, financial loans, and transport to health care) • # of community participants in construction activities 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • UNDAF Theme Group • CDC and SDC consultations • Local government consultations • Joint project reviews • Consultations with National Women's Council; Youth Council; Religious leaders 	<ul style="list-style-type: none"> • UNESCO • UNDP • UNIFEM • UNICEF • UNHCR • WFP • UNFPA • FAO 	<ul style="list-style-type: none"> • MINALOC • MIJESPOC • MIGEPROFE • CDCs • NURC • NGOs • Women's structures • Youth structures • Academic institutions • Religious institutions • Bilaterals

Transitional Issues

Goal 2: Appropriate downsizing of the Rwandan Army

Obj. 1: Appropriate downsizing of the Rwandan Army via demobilization & sustainable reintegration of military personnel

Strategies	Indicators	Review Mechanisms	UN Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Technical assistance and capacity building for the Rwanda Demobilization and Reintegration Commission (RDRC) 2. UN advocacy to the donor community for support of demobilization and reintegration process including resource mobilization 3. Extract and apply lessons learned from previous UN demobilization and reintegration projects 4. Programmatic support for income generating capacity development of women, youth and disabled veterans 5. Programmatic support for income generating development of veterans and their families 6. Advocate for the integration of HIV/AIDS awareness and prevention components into GoR demobilisation programmes 	<ul style="list-style-type: none"> • Proportion of demilitarisation budget raised by UN advocacy efforts • # and % of military personnel demobilized and reintegrated (baseline = 10,000) • # and % of ex-military personnel who complete vocational/educational training • # & % of ex-military personnel who secure long-term employment • % increase in sexual behaviour change (resulting from HIV/AIDS awareness) 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • Joint programme /project reviews • UN Demobilization Task Force • RDRC consultations • CDC consultations 	<ul style="list-style-type: none"> • UNDP • WB • ILO • UNIFEM • UNECA • UNICEF • UNFPA • FAO • UNESCO • WFP 	<ul style="list-style-type: none"> • MINADEF • MINECOFIN • MIGEPROF • MIJESPOC • MININTER • RDRC • MINALOC • Bilaterals

Goal 3: Ensure the socio-economic reintegration of former armed rebels

Obj 1: Assist the GoR in planning and implementing a comprehensive reintegration programme for former armed rebels

Strategies	Indicators	Review Mechanisms	UN Agencies	In-Country Partners
<ol style="list-style-type: none"> 1. Build GoR capacities to receive substantial numbers of returnee ex-combatants from neighbouring countries 2. Avail technical and financial assistance for the GoR to prepare and implement a programme for the long-term socio-economic reintegration of these ex-combatants, with particular emphasis on assistance to reconciliation initiatives 3. Advocate for support to the GoR's efforts to welcome and reintegrate former armed rebels 4. Provide assistance for the comprehensive rehabilitation and reintegration of former child soldiers 5. Advocate for the integration of HIV/AIDS awareness and 	<ul style="list-style-type: none"> • Proportional increase in returnee ex-combatants (baseline: initiation of Phase III of MONUC plan) • % increase in ethnically-motivated criminal acts perpetrated by former armed rebels • % of demobilised ex-combatants who opt to re-mobilise or leave Rwanda • % of children reunited with family members 	<ul style="list-style-type: none"> • Joint research/ analysis to establish/track UNDAF indicators • Joint programme /project reviews • UN Demobilization Task Force • RDRC/NURC consultations • CDC consultations 	<ul style="list-style-type: none"> • UNDP • WB • ILO • UNIFEM • UNECA • UNICEF • UNFPA • FAO • UNESCO 	<ul style="list-style-type: none"> • MINADEF • MINECOFIN • MIGEPROF • MIJESPOC • MININTER • RDRC • MINALOC • Bilaterals

prevention components into GoR demobilisation programmes	<ul style="list-style-type: none"> • # and % of ex-combatants who complete vocational/educational training • # & % of ex-combatants who secure long-term employment • % increase in sexual behaviour change (resulting from HIV/AIDS awareness) 		<ul style="list-style-type: none"> • WFP 	
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3.7 Summary Template on Cross-cutting Issues

Thematic Area	Human Rights	ICT	Gender
Governance	<ul style="list-style-type: none"> Support to the constitutional process; support monitoring capacities of CSOs on GoR policies; capacity-building of HRC and CSO HR orgs; support to justice system; professionalization of law-enforcement organs; support to popular participation in peace-building and reconciliation processes. 	<ul style="list-style-type: none"> Strengthen ICT-enabled communication and networking between the 3 powers; assist in the establishment of ICT infrastructure and skills in local admin; support use of ICTs in national economic mangmt, the justice system and in disaster management. 	<ul style="list-style-type: none"> Support equality and equity in public service delivery at national and local levels; advocate for awareness on women's rights; contribute to the fight against gender-based violence; promote women-led peace-building initiatives.
HIV/AIDS	<ul style="list-style-type: none"> Advocacy of the integration of human rights dimensions into HIV/AIDS planning processes; advocacy for community solidarity initiatives in healthcare; support to the development of legal frameworks for the protection of PLWA. 	<ul style="list-style-type: none"> Explore the potential for exploiting old and new ICTs and the networks they enable for information dissemination, communication and partner coordination in the fight against HIV/AIDS 	<ul style="list-style-type: none"> Awareness-building on gender dimensions of HIV/AIDS; increased involvement of women in the fight against the disease; promotion of use of female condom; support to the establishment of services for victims of gender-based violence; advocacy on issues related to women's RH.
Raising the Productive Capacities of the Poor	<ul style="list-style-type: none"> Address basic development rights: access to clean water, basic healthcare and education services. 	<ul style="list-style-type: none"> Facilitate the acquisition of technical skills through ICTs; introduce and support use of appropriate technologies and ICTs in productive activities of the poor; promote community-based programmes using appropriate forms of ICTs. 	<ul style="list-style-type: none"> Enhance women's control and management of water and sanitation facilities; development of gender-sensitive literacy programmes; ensure equality in access to productive resources for production; advocate for use of women-friendly technologies, especially ICT and alternative sources of energy.
Regional Integration and Co-operation	<ul style="list-style-type: none"> Facilitate the participation of national and regional CSOs in regional peace-related initiatives; facilitate repatriation and settlement of refugees. 	<ul style="list-style-type: none"> Facilitate the integration of ICTs into management practices of regional economic operators; assistance to develop ICT as a tool for the promotion of peace in the region. 	<ul style="list-style-type: none"> Support to programmes that seek to increase women's participation in regional business initiatives; support to regional women initiatives for peace-building.
Transitional Issues	<ul style="list-style-type: none"> Ensure resettled populations are able to realize their basic welfare/development rights. Support to SDCs and CDCs 	<ul style="list-style-type: none"> Explore the potential of exploiting ICTs to help plan and coordinate interventions 	<ul style="list-style-type: none"> Support income-generating capacity for women affected by re-settlement and demobilization, credit opportunities for poor and vulnerable populations.

Part 4: Co-operation Strategies

While Part 3 outlined the areas of UN focus for 2002-2006, Parts 4, 5 and 6 outline “how” these goals will be pursued. Part 4 summarizes the key strategies for co-operation; Part 5 indicates follow-up and review mechanisms; and, Part 6 provides a preliminary (and partial) estimate of UN resources for the 2002-2006 UNDAF.

4.1 Key Support Strategies

As indicated in the matrices of Part 3, the UN System intends to pursue a wide range of strategies – both “upstream” and “downstream” -- to achieve the UNDAF objectives. The general strategies (applied in various combinations for the different themes) include:

Awareness, Advocacy and IEC. Joint efforts will be undertaken to increase the outreach and effectiveness of these informational activities. Special efforts are in the areas of HIV/AIDS and RH; Health; Human Rights; Gender; and ICTs.

National Strategy Development and Implementation. Rwanda has now articulated national strategies in many important areas. UN efforts will be garnered to realizing the effective implementation of the strategies that exist, and engaging in dialogue for those areas still requiring national strategy formulation (see Part 3 for specifics).

Policy Dialogue, Development and Implementation. Policy dialogue and support are critical components of the UN System’s “upstream” focus, with a view to formalizing policies in harmony with national priorities, internationally accepted development goals (MDGs) and as a key strategy for improved resource mobilization and allocation. National efforts will be supported through the roundtable process, as well as thematic/sectoral consultations. Where sound policies exist, the UN system will focus on facilitating effective implementation.

Reform of Laws and Development of Legal Frameworks. Specific areas of UN attention (as per Part 3) include the following areas: land reform, gender equality, human rights, national disaster management, HIV/AIDS, regional trade and resource management, and developing an enabling environment for ICT growth.

Resource Mobilization, Allocation and Implementing Modalities. Resource mobilization appears as a strategy for many of the items in Part 3, although mobilization efforts for HIV/AIDS, demobilization and still outstanding resettlement/reintegration needs merit particular mention. On a broader level, the UN System is committed to support and strengthen national monitoring and co-ordinating mechanisms, including CEPEX whose task it is to co-ordinate ODA flows. Specific aspects relating to UNDAF resources are covered in Part 6 below.

Capacity-building: institutional and human. Capacity-building is an oft-recurring strategy across every UNDAF theme. Special attention is accorded to human resource development (across every sector) and to management and networking of information systems (exploiting ICTs as appropriate). The UN modalities of TCDC (Technical Co-operation between Developing Countries), TOKTEN (Transfer of Knowledge Through Expatriate Nationals) and the United Nations Volunteers (UNVs) will be fully used in this process. Within this effort, special attention will be directed to strengthening the capacities of the Community Development Committees (CDCs) because of their critical link to the local level (see Section 2.2 above on poverty-reduction and peace-building). CDCs will also be actively consulted and engaged throughout the UNDAF process, to help identify priority needs and challenges at the operational level, and to provide feedback on UNDAF activities and outcomes.

Community development and participation: NGOs and CSOs. The imperative of cultivating mechanisms and space for real grassroots participation and self-help is clearly recognized by the Government and the UN System. Across all themes, the UN System will strive to encourage local-level initiatives and voice.

Partnerships and Co-ordination. The UNDAF, in addition to facilitating improved partnerships amongst UN Agencies, will also seek to streamline partnerships with other development actors – all government bodies and institutions, donors, NGOs, national and communal committees and organizations, as well as the private sector. Beneficiaries, also recognized as key actors, will be involved in all aspects of the development process. The UNDAF also signals an intention to support mechanisms that facilitate better co-ordination within government (across bodies and levels) as well as between government and civil society.

The Poor and Vulnerable Groups. Within every UNDAF theme, special attention is accorded to that large proportion of the population that is especially vulnerable, especially the victims of genocide, families of prisoners, widows, orphans, labour-poor households, youth, and HIV/AIDS infected and affected people. UN System efforts include direct support and protection, as well as an important dimension of rights-based advocacy to put in place policies and programmes that will enable self-help.

4.2 UN System Co-operative Efforts

As noted in Section 1.2, the UNDAF serves as a joint programme-planning document for all UN Agencies active in Rwanda. Against this backdrop, four levels of co-operation efforts are envisaged:

- 1. Preparation of individual Agency Country Programmes.** The Country Programmes of individual UN Agencies will be prepared with close reference to the UNDAF, to maximize UN System harmonization and co-operation. The UNDAF reference point should help to facilitate a co-ordinated, multi-sectoral effort across the UN System, while avoiding duplication and identifying opportunities for parallel programmes, joint initiatives and even joint programming (see below).
- 2. Parallel programmes or projects.** Parallel programmes and projects are developed by UN Agencies, based on their respective mandates, and embodying some common objectives and strategies, but individually implemented. Co-ordination of parallel programmes is akin to having a multi-sectoral jig-saw puzzle, where each Agency completes a piece of the picture, resulting in an integrated whole.
- 3. Joint initiatives.** Joint initiatives involve activities that two or more agencies undertake together, but that does not involve the complexities of actual joint programming. For example, Agencies might elect to undertake a joint assessment, consultation or review, a joint advocacy strategy, a joint resource mobilization strategy or to prepare together IEC materials and collaborate on a dissemination strategy. On a more general level, the UN System in Rwanda is determined to create a consolidated public information service, to better inform the UN's partners and the Rwandan population about the work of the UN System, as well as its general principles and goals. Existing mechanisms – such as UN Week and International Days – will be more roundly exploited to raise awareness of the Millennium Development Goals, as well as to assess progress towards the targets. In addition, the UN web-site and news bulletin will be reinvigorated, to render them more informative and useful to all.
- 4. Joint programming.** Joint programming, whereby two or more agencies meld together their programme/project objectives and actions as well as their administrative, financing and implementation mechanisms (for that particular initiative) is as promising as it is challenging. To date, joint programming efforts across the UN System globally have proven notoriously

tricky, for various reasons. That said, the UN Country Team in Rwanda recognizes the potential benefits that can accrue from joint programming efforts, and commits itself to creatively exploring possibilities for pilot joint programming/project initiatives – where clear value-added is likely.

Fruitful areas for exploring UN joint programming efforts in Rwanda

- Fighting HIV/AIDS and reducing its socio-economic impact
- Peace-building and national reconciliation
- Exploiting ICTs as a development tool
- Settlement and reintegration of affected populations
- Regional Integration
- Gender equality promotion and the empowerment of women
- The demobilization and sustainable reintegration of military personnel

Section 5. Follow-up, Monitoring, and Review

5.1 Monitoring and Review Mechanisms

Monitoring and review of the UNDAF, and the individual programmes and projects based on it, will be essential to effective implementation and evaluation. On-going review will also assist the various UN Agencies – individually and together -- to assess their strategies and make necessary adjustments for improved delivery, impact, and results. Programme reviews will expand the existing modality of tripartite project reviews to “multi-partite” reviews – to include all actors involved in UN system programmes and joint activities, including beneficiaries. These evaluation processes will allow for periodic dialogue and evaluation by all key actors, allowing for systematic feedback and results monitoring.

In addition to specific programme reviews (specified in the matrices of Part 3), three formal UNDAF reviews are anticipated:

Annual Thematic Reviews will be conducted jointly by the UNDAF Thematic Groups and Steering Committee. This review will provide an opportunity for inter-Agency feed-back and to also refine and revamp the “indicators” developed to monitor UNDAF progress. Mid-year programme and project reviews will be incorporated into the annual review, which will also feed into the RC’s annual report.

Mid-Term UNDAF Review will be organized in 2004, to assess the progress made towards achievement of the UNDAF goals and objectives, and further refine the focus, strategies and collaborative efforts. Due to the importance of this exercise, the UNCT may decide to include external evaluation experts in the review process.

Final UNDAF Review will focus on the lessons learned during UNDAF implementation and assess the progress made towards achieving the goals and objectives, including a review of outcomes. Particular attention will be placed on the evaluation of joint programmes and projects, in order to better understand and share this experience. Final review recommendations will provide a basis for the preparation of the next UNDAF programme, which will also involve updating the CCA.

5.2 Monitoring and Review Support Structures

UNDAF Steering Committee. The Steering Committee, comprised of representatives of the Government, donor community, civil society and the private sector, will meet periodically to review progress in UNDAF implementation. This includes annual, mid-term and final reviews during the time-span of this UNDAF. (For the periodicity of the review process, please refer to Table 5.5 *Coordination and Activity Workplan*.)

UN Country Team. The UN Heads of Agencies meet regularly to share information and discuss key political, development and policy issues related to Rwanda and neighbouring countries. These meetings also played an important role in the UNDAF formulation process and will now contribute to UNDAF implementation, including issues related to joint initiatives and strategies for UNDAF follow-up, monitoring and review. An annual UNDAF retreat is envisaged, to allow for in-depth discussion of the progress, challenges, and future avenues for improved UN system co-ordination and collaboration.

UNDAF Theme Groups. The inter-Agency UNDAF Theme Groups were the key architects of the UNDAF programme. The five theme groups correspond to the five UNDAF themes, with additional focal points to mainstream Human Rights, Gender and ICT into these areas. Each Theme Groups will be chaired by a Lead Agency for one year on a rotational basis, and will be composed of all the concerned Agencies for the theme. The selection of the Lead Agency is based upon technical competence and/or significant contribution in the given area. The responsibility of the Lead Agency is to facilitate meetings on the overall conceptualization of programmes for each theme. These programmes will aim to achieve the goals making up the theme. The Theme Groups will assign Task Forces, at the technical level. Spearheaded by the Lead Agency, the Theme Group will meet on a monthly basis to guide and track the progress made by the Task Forces for each goal, and will compile progress reports to facilitate the tracking process. They will continue to meet on a regular basis to monitor programme planning, implementation and trouble-shooting. Additionally, they will play the important role of ensuring synergies between each theme's programmes. UNDAF Theme Groups will also be instrumental in updating the CCA.²⁷ To avoid redundancy, the UNAIDS Technical Group will assume the duties of the UNDAF Theme Group for HIV/AIDS. (See Table 5.4 *Resident Co-ordinator System Organizational Chart* for a visual representation of follow-up to the UNDAF.)

UNDAF Task Forces. The Task Forces, mandated by the UNDAF Theme Groups, will plan and manage the implementation of UNDAF programmes, centering on the goals making up each theme. Financial and administrative modalities for each programme will be proposed by the Task Force to the Theme Groups for approval. Donors and other non-UN partners can be invited to attend these meetings on a consultative basis.

Joint Project Reviews. To assist collaboration and co-ordination, a joint programme project review mechanism – involving all UN Agencies – will be established for all projects. Thus, all UN Agencies will be invited to review and comment on all projects at mid-term and final review periods. The goal is to bring true collaboration and co-ordination through full transparency and information-sharing across the UN system in Rwanda.

UN Focal Points for Gender, Human Rights and ICTs. To reinforce the integration of the three cross-cutting themes, the UN system will establish UN focal points for Human Rights and ICTs. A

²⁷ It should be noted that Theme Groups have been active in Rwanda since 1995, initially involving broad-based attendance from UN Agencies, Government, Donors and NGOs. For a variety of reasons, most of these Theme Groups became dormant after 1998/99. The work of the CAA/UNDAF Theme Groups (begun in 2000) has served to re-invigorate the original Theme Groups, a process that will continue with UNDAF implementation.

Theme Group already exists for Gender (chaired by UNIFEM), and focal points have been established in each agency to ensure that gender concerns are mainstreamed in all programming.²⁸

5.3 Administrative Institutional Support and Set-up

UN Resident Co-ordinator's Office

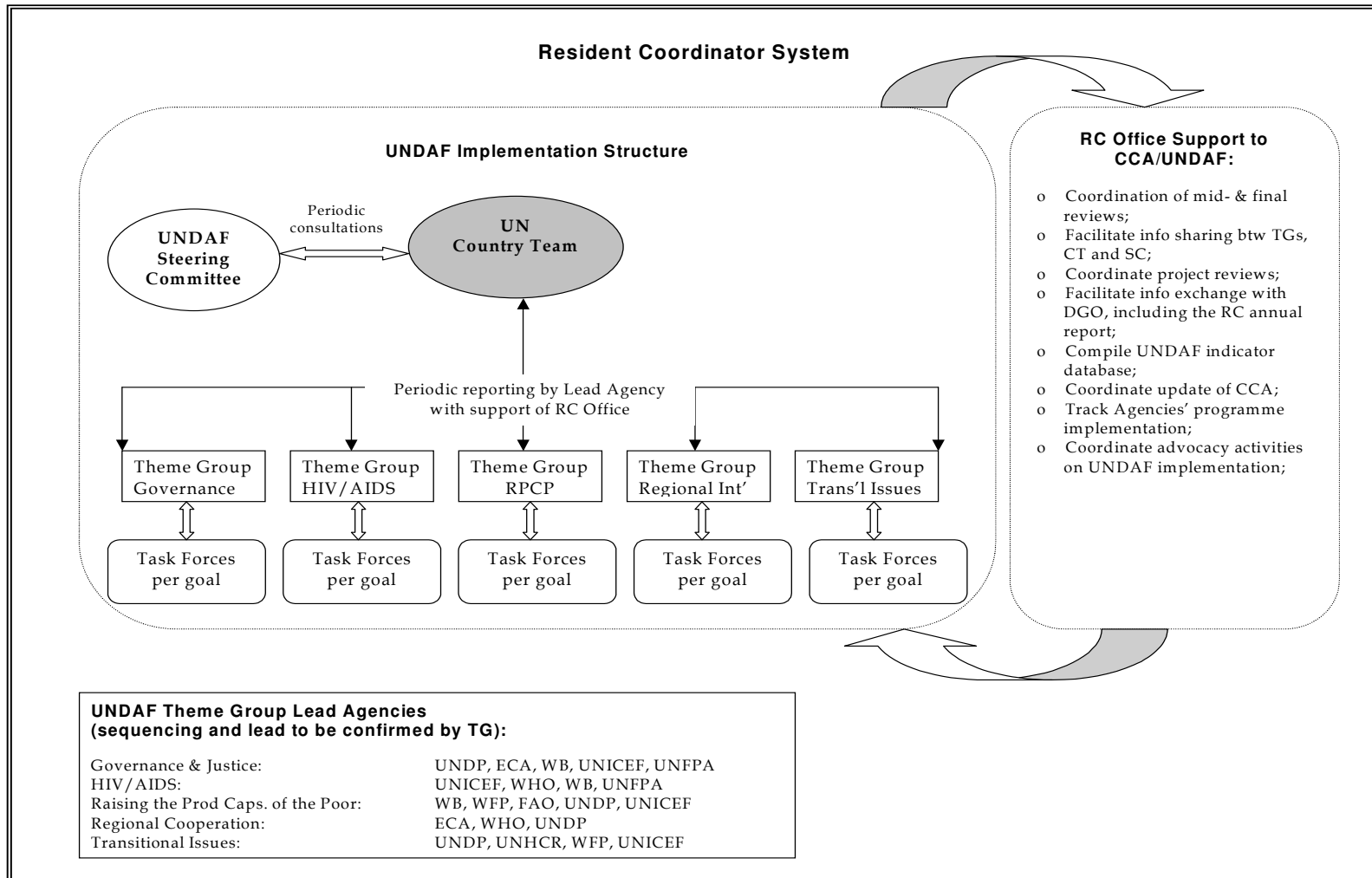
The UN Resident Co-ordinator System is the mechanism set up by the UN Secretary General for better co-ordination of UN development activities at the country level. The UNRC Office, which co-ordinated the UNDAF process, facilitates all UN co-ordination and collaboration in the field. The RC Office in Rwanda currently benefits from advisory services on Gender and HIV/AIDS. An expanded RC Office will be able to support and track UNDAF activities, by inter alia:

- In collaboration with the Lead Agency per Theme Group, co-ordinate thematic, mid-term and final reviews of UNDAF programmes and projects;
- Create new public information facilities and building on on-going projects;
- Set up a training unit for UN staff on relevant issues, such as the UNDAF, UN procedures, gender mainstreaming, or the global conferences and conventions;
- Organize ad-hoc studies to encourage a comprehensive understanding of emerging problems and related programmatic issues;
- Compile periodic reports on the Theme Groups' and Task Forces' progress in UNDAF implementation;
- In collaboration with the Theme Group Lead Agencies, organize periodic project reviews;
- Coordinate the update, translation, dissemination of the CCA;
- Establish and maintain a UN Common Indicator Database;
- Liaise with DGO, gather "good practices" relating to joint programming and disseminate this and other DGO learning tools to the Theme Groups and Task Forces;
- Harmonize the UN country programme cycle with the UN Country Team;
- Review the UN Agencies' country programmes and their alignment with the UNDAF.

Diagram 5.4 (below) illustrates the proposed administrative structure, stemming from the UNRC system, and encompassing the co-ordinating mechanisms for monitoring and review.

²⁸ The gender focal points in the UN system are currently undergoing training on gender analysis, planning and mainstreaming to enable them to: undertake gender awareness training in their own agencies; collectively develop a UN policy on gender; and provide technical guidance in integrating a gender perspective across all programmes. Similar training programmes will be initiated for the Human Rights and ICT focal points.

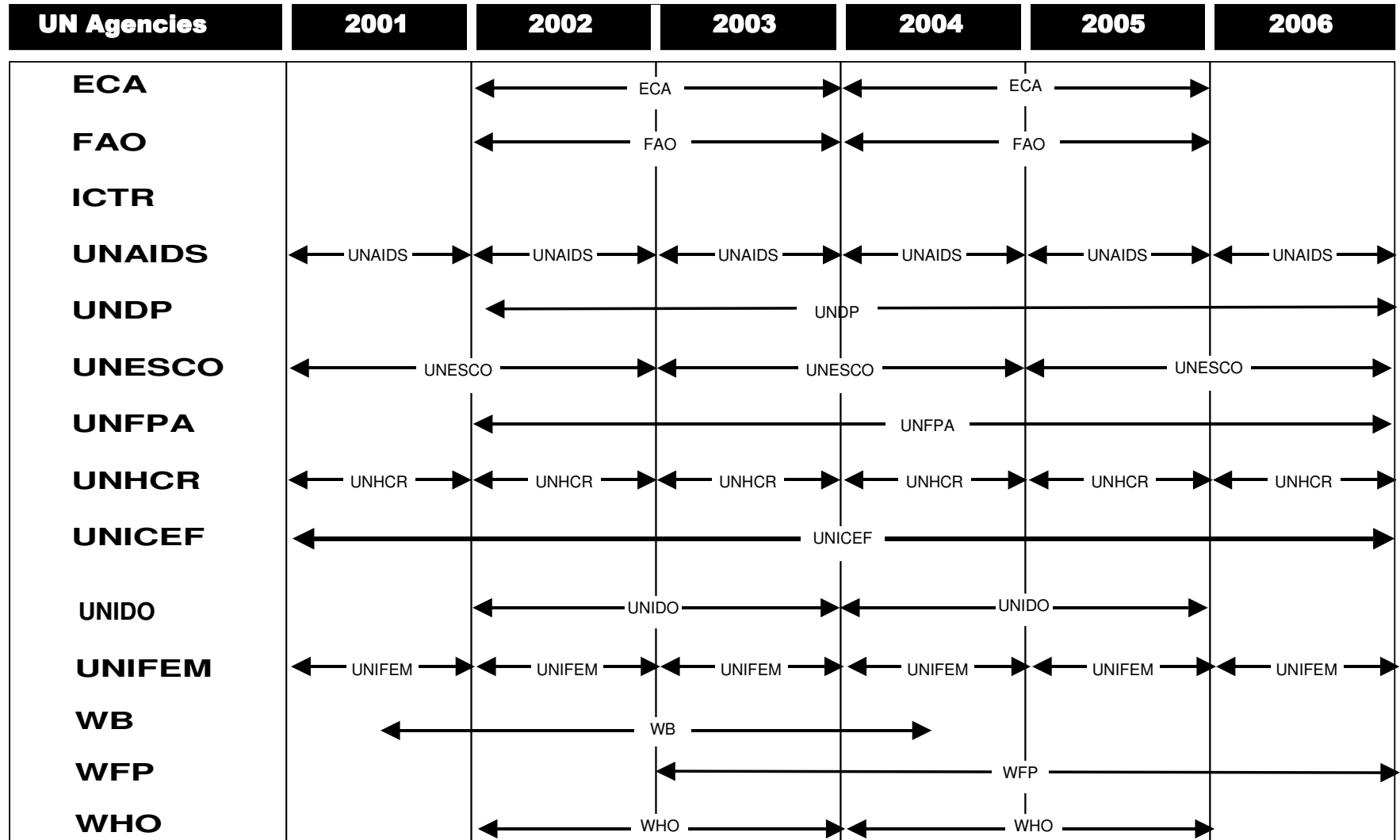
5.4 Resident Co-ordinator System Organizational Chart



5.5 Co-ordination and Activity Work Plan

Actions	Timeframe												Responsible
	2001		2002		2003		2004		2005		2006		
Joint studies and evaluations	X	X	X	X	X	X	X	X	X	X	X	X	UNDAF Theme Groups
Joint programme/project development	X	X	X	X	X	X	X	X	X	X	X	X	UNDAF Theme Groups and UNDAF Task Forces
Annual review		X		X		X		X		X		X	UNDAF Steering Committee
Resident Co-ordinator Annual Report	X		X		X		X		X		X		Resident Co-ordinator
CCA update			X	X					X	X			UNCT and RC Office
UNDAF Mid-Term Review							X						UNDAF Steering Committee and RC Office
UNDAF Evaluation and Final Review											X	X	UNDAF Steering Committee and RC Office

5.6 Individual Country Programme Cycles



Section 6: Resources Framework & Mobilization Strategies

The UNDAF resource framework seeks to estimate the collective financial “envelope” allocated to UNDAF implementation. The table below (next page) provides estimated allocation per UNDAF theme by each UN agency. This framework will help to delineate UN resources for aid co-ordination exercises, and to identify gaps for future resource mobilization efforts. At this point, the specified allocations represent an indicative rather than a definitive commitment of funds. Exact funding amounts will be determined during the preparation of individual Country Programmes. Each UN agency will remain fully accountable for the use of its own resources. The figures include both core (C) and extra-budgetary (E) resources.²⁹

Within the spirit of UNDAF, the UN Country Team will undertake to explore joint resource mobilization efforts (including “basket funding”) on a thematic basis. In the past, some agencies have initiated joint mobilization efforts, such as the 1999 Northwestern Appeal (organized by OCHA, which is no longer resident in the country) and the earlier appeals for resettlement and reintegration, organized under the umbrella of the JRP. In both instances, donors appreciated the joint appeal efforts. Another existing mechanism is the Trust Fund for Rwanda, which has been managed by UNDP since 1995, and has received contributions from various donors (see *UN Issues Paper*). The UN system will seek to build upon these joint mobilization experiences. One idea under consideration is to set up a joint UN Resource Mobilization Unit within the Resident Co-ordinator’s Office (or in any other agency, as the Country Team deems appropriate).

²⁹ Resources will be channelled through Government bodies, as well as NGOs and implementing UN Agencies. The Government will be consulted to assist in identifying the most relevant executing/implementing modalities.

Table 6.1 – Summary of UN Agency Indicative Resource Allocations (USD) to the Five Theme Areas, 2002 – 2006

(** C – Core resources; E – External budgetary resources)

UN Agencies	*	Theme Areas					TOTAL
		Governance	HIV/AIDS and Reproductive Health	Raising Productive Capacities of the Poor	Regional Integration and Co-operation	Transitional Issues	
UNECA	C	400,000	60,000	0	1,250,000	0	1,710,000 ³⁰
	E						
FAO	C	-	-	expressed interest	expressed interest	expressed interest	can not currently give
	E						financial commitments
UNAIDS	C	0	1,500,000	0	0	0	1,500,000
	E	0	0	0	0	0	0
UNDP	C	19,015,000	6,338,000	4,754,000	0	1,585,000	31,692,000
	E	2,690,000	2,010,000	2,010,000	670,000	670,000	8,050,000
UNESCO	C						
	E						
UNFPA	C	650,000	2,400,000	850,000	250,000	850,000	5,000,000
	E	0	1,000,000	1,000,000	0	500,000	2,500,000
UNHCR	C	0	0	0	0	0	0
	E	0	0	0	0	0	0
UNICEF	C	1,041,000	2,265,000	4,631,000	Resources integrated in other themes	Resources integrated in other themes	7,937,000
	E	4,886,000	2,004,000	10,189,000			17,079,000
UNIDO	C			Commitments	Commitments	0	Amounts not yet
	E	0	0	forthcoming	forthcoming	0	available
UNIFEM	C	700,000	100,000	100,000	50,000	50,000	1,000,000
	E	0	0	0	0	0	
WB	C						
	E						
WFP	C	0	24,000,000	51,000,000	5,000,000	0	80,000,000
	E	0	0	0	0	2,200,000	2,200,000
WHO	C	0	1,575,000	3,085,000	0	0	4,660,000
	E	0	0	0	0	0	0
Grand Total		\$ 29,382,000	\$ 43,262,000	\$ 77,619,000	\$ 7,220,000	\$ 5,855,000	\$ 163,328,000

¹⁰ Note that figures for UNECA cover funds for their whole geographical coverage, and include funds from regular budget and extra-budgetary sources.

Annex 1. UN Agency Profiles in Rwanda

Economic Commission for Africa (UN ECA EA/SRDC):

Mission Statement:	Promoting sustainable development through enhanced regional economic co-operation and integration throughout the East African sub-region.
Goals:	<ul style="list-style-type: none"> • Enhanced socio-economic analysis and management • Harnessing information technologies for development • Promoting development management and good governance • Mainstreaming gender in development for the advancement of women • Promoting regional integration and co-operation (trade, policy convergence and physical integration)
Geographical coverage:	Burundi, Rwanda, DRC, Tanzania, Uganda, Kenya, Ethiopia, Eritrea, Somalia, Djibouti, Seychelles, Madagascar
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Policy analysis and economic management 2. Sustainable development policies (Food security, environment, population) 3. Development Information Services (ICTs, statistics Geo information) 4. Regional integration (all aspects) 5. Development management
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Advocacy 2. Training; human, institution and infrastructural capacity building 3. Advisory services 4. Analysis and policy / programme formulation 5. Resource mobilization

Food and Agricultural Organization (FAO)

Mission Statement:	<p>FAO's mission is to improve:</p> <ul style="list-style-type: none"> • Nutrition and standards of living; • The production and distribution of food and agricultural products; • The living conditions of people in the rural areas.
Goal	Fight against hunger, malnutrition and poverty by promoting the development of agriculture to improve nutrition standards and food security.
Geographical coverage:	Rwanda-wide
Overall Thematic Focus	<ul style="list-style-type: none"> • Agriculture (Food and industrial crops, livestock, fisheries) • Forestry • Land and environment protection
Key Implementing Strategies	<ul style="list-style-type: none"> • Resources management (soil protection, marshland and water management) • Environmental protection (forestry)

UN International Criminal Tribunal for Rwanda (ICTR)

Mission Statement	Acting under Chapter VII of the Charter of the United Nations, the Security Council, by resolution 955 (1994) of 8 November 1994, established an International Criminal Tribunal in order to prosecute persons responsible for genocide and serious violation of international humanitarian law committed in the territory of Rwanda and Rwandan citizens responsible for such violations committed in the territory of neighbouring States between 1 January 1994 and 31 December 1994.
Goal	<ul style="list-style-type: none"> • Contribute to the end of impunity by bringing to justice the persons who are responsible for genocide, Crimes against humanity and War crimes. • Contribute to the process of national reconciliation and to the maintenance of peace in Rwanda and in the region.
Geographical coverage	Territory of Rwanda and territory of neighbouring States between 1 January 1994 and 31 December 1994.
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Prosecution of key leaders and persons who planned the genocide or committed massacres 2. Collect evidence 3. Locate and arrest suspects and accused persons 4. Develop analysis and targeting 5. Develop witness protection
Key Implementing Strategies	

UNAIDS

Mission Statement	<p>As the UN's co-ordinating body in the fight against HIV/AIDS, UNAIDS is the leading advocate for world wide action. The global mission of UNAIDS is to lead, strengthen and support an expanded response to the epidemic that will:</p> <ul style="list-style-type: none"> • prevent the spread of HIV • provide care and support for those infected and affected by the disease • reduce the vulnerability of individuals and communities to HIV/AIDS • alleviate the socio-economic and human impact of the epidemic
Goal	<p>In Rwanda: (1) co-ordination of UN programs on HIV/AIDS (2) technical support to Rwandan partners (3) documentation of Best Practices</p>
Geographical coverage	<p>UNAIDS is a global program, in Rwanda targeting the whole territory</p>
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Young people 2. Highly vulnerable populations (truckers, CSW, military) 3. prevention of parent/mother-to child transmission 4. developing community standards of AIDS care 5. research
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Tracking the epidemic 2. Mobilizing commitment, brokering alliances 3. Reducing the spread of HIV 4. Facilitating the provision of care and support and alleviating the impact of AIDS

United Nations Development Programme (UNDP)

Mission Statement	To assist countries achieve sustainable, human-centred development by improving their ability to eliminate poverty, create employment, improve opportunities for women and preserve the environment.
Goal	A trusted source of knowledge-based advice and an advocate of a more inclusive global economy, UNDP: provides funds; helps developing countries attract and use aid effectively; and promotes South-South co-operation. It seeks to address the many causes of poverty and to promote human-centred development, including through the protection of human rights and the empowerment of women.
Geographical coverage	Rwanda
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Democratic governance 2. Poverty reduction 3. Crisis prevention and recovery 4. Energy and the environment 5. HIV/AIDS and 6. ICTs
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Capacity-building 2. Up-stream policy advice and advocacy 3. Resource mobilization 4. Technical assistance

UNITED NATIONS EDUCATIONAL, SCIENTIFIC and CULTURAL ORGANIZATION (UNESCO)

Mission Statement	UNESCO's mission is to contribute to maintaining peace and security by strengthening co-operation between nations, through education, science and culture, in order to ensure universal respect for justice, law, human rights and fundamental liberties for all, which are guaranteed by the United Nations Charter to all peoples regardless of religion, race, gender or language.
Goal	Education for All (EFA), and promotion of peace and reconciliation.
Geographical coverage	Republic of Rwanda
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Teachers' education 2. Freedom of the press 3. Promotion of a Culture of Peace 4. Quality education 5. Curriculum development
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Direct implementation 2. Through NGOs (e.g. FAWE, PROFEMME TWESE HAMWE) 3. Through Ministries

United Nations Population Fund (UNFPA)

Mission Statement:	UNFPA's three main areas of work are: to help ensure universal access to reproductive health, including family planning and sexual health, to all couples and individuals on or before the year 2015; to support population and development strategies that enable capacity-building in population programming; to promote awareness of population and development issues, and to advocate for the mobilization of the resources and political will necessary to accomplish its area of work.
Goal: (2002-2006)	The goal of the Country Programme is to contribute to the efforts of the Government to improve quality of life and well being of the people of Rwanda. This will be achieved through improving reproductive health, strengthening planning for sustainable development, and enhancing gender equity and equality. The goal is in consonance with the Government's commitment to poverty reduction as one of the strategies to achieve national reconciliation, as evidenced in the Rwanda Vision 2020 document.
Geographical coverage:	In order to overcome the obstacle of weak community participation in the newly established decentralized context, the proposed programme will concentrate its support to a comprehensive range of reproductive health and population and development activities at all administrative levels in a maximum of three provinces. Given that the RH and population and development indicators do not vary significantly throughout the country, the actual selection of the provinces will be based on the UNDAF and the geographic and thematic targeting of the other major development partners so that the entire population will be covered in an equitable manner.
Overall Thematic Focus	The 5 th UNFPA-assisted Country Programme for Rwanda consists of three mutually reinforcing sub-programmes. (1) The purpose of the reproductive health sub-programme is to contribute to increased utilization of gender-responsive reproductive health services and the adoption of safe reproductive and sexual behaviour; (2) the purpose of the population and development sub-programme is to contribute to the participatory formulation, adoption and implementation of policies, plans and programmes that take into consideration the inter-related issues pertaining to population, gender and sustainable development; and (3) the purpose of the advocacy sub-programme is to contribute to sustaining an environment favourable to the implementation and application of population and development policies and programmes, which promote reproductive rights, enhance gender equity and equality, and strengthen capacities of communities and households to manage available resources.
Key Implementing Strategies	An overall Development Support Communication (DSC) plan facilitates the necessary multi-sectoral approach through which reproductive health, including family planning and sexual health, can best be promoted in Rwanda. DSC provides the conceptual and methodological framework that is required to approach these issues as integral part of the household resource allocation decisions that are made on a daily basis throughout Rwanda. The plan also contributes to realizing the community and household empowerment objectives embedded in the National Decentralization Policy, and pronounces the benefits of reproductive health, including family planning and sexual health, within the PRSP objectives of increasing the productive capacity of the poor. UNFPA will focus its support on three weaknesses identified in the CCA, namely: (a) poor RH and gender-related practices; (b) weak population data base and inadequate capacities for national and decentralized development planning; and (c) limited community and household participation in development initiatives.

United Nations High Commissioner for Refugees (UNHCR)

Mission Statement	UNHCR's mandate is guided by the UN Convention relating to the Status of Refugees and its 1967 Protocol. Its primary purpose is to safeguard the rights and well-being of refugees, by ensuring that everyone can exercise the right to seek asylum and find safe refuge in another state, and to return home voluntarily. It has also been authorized to work with the stateless or people who's nationality is disputed, and, in certain cases, IDPs. UNHCR encourages conducive conditions for the protection of human rights and the peaceful resolution of conflicts, as well as facilitating voluntary repatriation and reintegration of returnees. UNHCR offers protection and assistance in an impartial manner, on the basis of their needs and irrespective of race, religion, political opinion or gender. Particular attention is paid to the needs of children and equality treatment for women and girls.
Goal	<ul style="list-style-type: none"> • Facilitate voluntary repatriation of 25,000 Rwandan refugees from neighbouring countries; • Work with partners to strengthen Rwanda's capacity to receive and reintegrate returnees; promote a climate of unity and reconciliation conducive to peace and stability both in Rwanda and in the region; • Provide protection and basic assistance to refugees from neighbouring countries and elsewhere in Africa; • Assist the GoR in adopting rights-based refugee legislation and procedures, in accordance with international and regional law and practices.
Geographical coverage	Rwanda
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Protection and assistance to refugees hosted in Rwanda 2. Assist with the repatriation of Rwanda refugees to Rwanda 3. Specialized projects
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Ensure the passage of the refugee law and assist the Govt to establish a national eligibility committee as well as to disseminate and provide training. 2. Provide care and maintenance to camp-based refugee populations and basic assistance to a targeted number of vulnerable urban refugees. 3. Assist with voluntary repatriation of Rwandans and provide them with a one-time assistance in transportation, non-food items and food. 4. Continue to search for durable solutions to the refugee caseload as appropriate 5. Continue to promote and inspire sustainability of returnees

United Nations Children's Fund (UNICEF)

Mission Statement:	<p>UNICEF, guided by the Convention on the Rights of the Child, is mandated by the United Nations General Assembly to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential, by:</p> <ul style="list-style-type: none"> • mobilizing political will and material resources to help countries; - assisting in humanitarian relief for children and their carers, in co-ordination with UN and other partners; • prioritizing the most disadvantaged children and the countries in greatest need; • promoting the equal rights of women and girls.
Goal (2001-2006):	<p>a) Reduce mortality and morbidity amongst under-five children and reduce maternal mortality by 25 percent;</p> <p>b) Ensure universal access to quality primary education and to improve young people's quality of life;</p> <p>c) Reduce exploitation, abuse and harm of children and enhance protection measures for children with special needs; and</p> <p>d) Promote involvement of children in the decision making process at community level on issues that affect them.</p>
Geographical coverage:	Rwanda
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Survival, Growth and Development 2. Education & Protection 3. HIV/AIDS 4. Emergency Preparation & Response
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Integration/Synergy/Complementarity 2. Service Delivery 3. Capacity Development 4. Decentralization/Community Participation 5. Advocacy/Social mobilization

United Nations Development Fund for Women (UNIFEM)

Mission Statement	UNIFEM, the United Nations Development Fund for Women provides technical and financial assistance to innovative programmes and strategies that promote gender equality and the advancement of women. UNIFEM acquired an executing agency status in 2000.
Goal	UNIFEM's goal is to empower women in three thematic areas: strengthening women's economic capacities and rights, engendering governance and leadership, promoting women's human rights and eliminating violence against women.
Geographical coverage	The UNIFEM office in Kigali covers Rwanda and Burundi.
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Gender mainstreaming in the UN system ; 2. Engendering country planning mechanisms (Government and UN system) 3. Follow-up of the Beijing PFA and CEDAW 4. Advocacy for gender equality and the empowerment of women 5. Increased access to information and communications technologies for women
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Building the capacity of UN Gender Focal Points in gender analysis and planning 2. Providing technical expertise and building a knowledge base on effective strategies for engendering mainstream development 3. Leveraging political and financial support for women from a wide range of stakeholders 4. Undertaking pilot projects to test innovative approaches to women's empowerment and gender mainstreaming 5. Inter-agency collaboration on cross-cutting themes including HIV/AIDS and poverty

World Food Programme (WFP)

Mission Statement	<p>The policies governing World Food Programme food aid are oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid is the elimination of the need for food aid. The core policies are:</p> <ul style="list-style-type: none"> • to save lives in emergency situations; • to improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and • to help build assets and promote the self-reliance of poor people and communities, particularly through labour-intensive works programmes.
Goal	<p>"A world in which every man, woman and child has access at all times to the food needed for an active and healthy life. Without food, there is no sustainable peace, no democracy and no development."</p>
Geographical coverage	<p>All parts of Rwanda, with special focus on food insecure regions.</p>
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Raising the productive capacities of the poor 2. HIV/AIDS and Reproductive health 3. Regional integration and cooperation
Key Implementing Strategies	<ol style="list-style-type: none"> 1. School feeding 2. Support to HIV/AIDS affected communities 3. Maternal child health (MCH) 4. Food security (food for assets) 5. Disaster management

World Health Organization (WHO)

Mission Statement:	Facilitate universal access to the highest possible health level.
Goal	Direct and coordinate international activities in the area of health. Facilitate health-related technical cooperation within Member States.
Geographical coverage	Rwanda-wide.
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Surveillance and control of epidemics ; 2. Support health systems ; 3. Mother/Child health (Reproductive Health) ; 4. Health and Environment ; 5. Health promotion.
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Institutional capacity building of Institutions ; 2. Human resource capacity building ; 3. Support to infrastructure and equipment provision ; 4. Follow-up and evaluation; 5. Research.

United Nations Industrial Development Organization (UNIDO)

Mission Statement	To assist Rwanda in its endeavours to recover its manufacturing capacity and develop the private sector after the war period as a means to achieve sustainable socio-economic development.
Goal	Strengthening national capacities to: <ul style="list-style-type: none"> • Support micro-, small-, and medium-scale enterprises (MSMEs) and private sector; • Formulate and implement industrial policy and strategies for regional economic development
Geographical coverage	Rwanda-wide
Overall Thematic Focus	<ol style="list-style-type: none"> 1. Enterprise restructuring and rehabilitation 2. Development of micro-, small-, medium scale enterprises 3. Promotion of women's entrepreneurship 4. Development and implementation of industrial policy 5. Improved national industrial statistics
Key Implementing Strategies	<ol style="list-style-type: none"> 1. Promoting awareness in and outside the country re: need to develop economic/industrial sector as a major contributing factor to peace and development in Rwanda 2. Capacity-building of national government and support institutions/providers to MSMEs 3. Provision of direct and packaged advisory services to SME promoters and entrepreneurs 4. Industrial policy development and implementation

Annex 2. Rwanda's Progress towards International Development Goals (MDGs)

(As set at the Millenium Summit)

Goal	Status
Half the proportion of people living below the poverty line by 2015	Current estimates are 65% of the population. Poverty Reduction has been adopted the Government of Rwanda as the overall national priority focus. An Interim Poverty Reduction Strategy paper (I-PRSP) is complete. Participatory process ongoing for full PRSP in October 2001
Halt and Reverse the spread of HIV/AIDS by 2015	A survey in 1998 found an overall infection rate of 11.1%. The government has adopted both short term and long term policy commitments to reduce the spread. Joint efforts have led to creation and support of CNLS with a programme of mass education, research and provision of RVT
Half the proportion of people without access to safe drinking water	Approximately 50% lack access to potable water. This is compounded by lack of adequate sanitation including solid waste and sewerage systems. The government has engaged in provision of rural water programmes, but will take more to achieve the stated IDT.
Achieve equal access for boys and girls to primary and secondary schooling by 2005	By 2000, Rwanda had already achieved this objective. There is still a problem of the quality of education and gender disparities in the drop-out rates.
Achieve Universal Primary Education (UPE) by 2015	As of 2000, gross primary enrolment is 97.1% while net is 72.1%. The Ministry of Education is working toward UPE by 2010.
Reverse the loss of environmental resources by 2015	The national surface of natural habitat declined by 62% between 1958 and 1999. With 96.2% of the population using charcoal and wood for energy, more forests will be destroyed in a few years to come. The government employs both conservation and sustainable management policies, but this will take many years to bear fruit.
Reduce under five mortality by two-thirds by 2015	At 130 deaths per 1000 live born babies, the situation in Rwanda is worse than the SSA average. The main killers are malaria, HIV/AIDS, respiratory problems, and diarrhea. While the government is investing more in decentralized health districts and preventive programmes, the impact will continue to be modest due to limited resources.
Reduce maternal mortality ratio by three-quarters by 2015	Maternal mortality is at 810 for 100,000 live births. The national strategy continues to be similar to that against infant mortality. While the approach is commendable, the change will also be modest due to lack of sufficient resources.

Annex 3. Steps to UNDAF

April 1999:	Initial discussion with GoR concerning CCA and UNDAF. GoR requested preparation of a UN Issues paper, mapping out UN activities and priorities in the country. Preparation involved all agencies in programme self-analysis and collective discussion. Product: UN-Rwanda Issues Paper (1999).
July 1999:	Based on work commenced in UN Issues paper, CCA process was launched focusing on eleven themes: Governance & Justice, Resettlement & Reintegration; Poverty Reduction and Economic Management, Education and Training, Food Security, Environment, Population, Health, Nutrition, Water & Sanitation, HIV/AIDS, Gender and Child Protection. Inter-Agency Theme Groups produced discussion drafts, which were then debated and revised in a series of Theme Specific Wider Review Forums (WRFs) involving some 500 participants in total (Government, Donors, NGOs, CSOs and UN Agencies). Process took some 8 months (WRFs were not one-off). Product: CCA Working Paper Series (2000).
August 2000:	UNCT workshop to review CCA and discuss UNDAF themes and methodology.
October 2000:	Official launch of the CCA by the Minister of Finance and Economic Planning and the UN Resident Coordinator. A 77 person retreat followed, with representatives from Government, Donors, NGOs, during which consensus was reached on the UNDAF themes for Rwanda as well as members of the Theme Groups and Steering Committee.
Nov.-Dec. 2000:	Thematic Group meetings to discuss the substantive contents of the UNDAF themes, identify key objectives for UN intervention and strategies.
January 2001:	UNDAF Task Force retreat to consolidate contributions of the Theme Groups.
Feb.-March 2001:	Review of the skeleton UNDAF draft by the UN Country Team.
April 2001:	Drafting Committee meets to complete, edit and review the draft UNDAF document.
May – Sept. 2001:	Review of UNDAF iterations by non-resident UN Agencies, Theme Groups, UN Country Team and Steering Committee; production of final UNDAF draft.
October-November 2001:	Submission of the UNDAF to the Government for official endorsement. UNDAF validation workshop with all participants in the process, followed by UN Country Team retreat on follow-up and implementation issues.

Structure of the UNDAF Preparation Process

Mechanism	Composition	Tasks
Theme Groups	3 to 5 key UN staff; 3 to 5 national counterparts.	Draft the thematic inputs of the UNDAF document; Submit it to the Task Force.
Technical Team	Theme Group Facilitators; Cross-cutting theme specialists and 1 GoR counterpart.	Consolidate the drafts (inputs from TGs); Finalize the UNDAF document.
Steering Committee	UNCT; 2 GoR counterparts; 4 donors and 2 national NGO representatives.	Monitor the work of TF and TGs; Assess the draft and provide guidance; Check coherence with other mechanisms (e.g PRSP)
UN Country Team	Heads of UN Agencies and Heads of WB and IMF	Overall management of the process; Technical guidance and executive decision on the process

Annex 4. Participants in the UNDAF Preparatory Process

Steering Committee

Name	Organization
Atang, Protus (ai) / Vandor, Peter	FAO
Bajulaiye, Oluseyi	UNHCR
Bolton, Giles	DFID
Brown, Edward	World Bank
Darboe, Mustapha	WFP
Diouf, Mbaye	UNECA
Diouf, Osmane	WHO
Goldman, Dick	USAID
Hakizabera, Pipian	Private Sector Federation
Hermans, Ivan	UNAIDS
Jena, Dirk	UNFPA
Jocondo, Kazimiro	OCHA
Karega, Vincent	NPRP/MINECOFIN
Kayigema, Anicet	CCOAB
Lester, Jeremy	European Commission
Liundi, Christopher	UNESCO
Muna, Bernard	ICTR
Musoni, Protais	MINALOC
Nikyema, Theophane	UNICEF
Opar, Diana	UNIFEM
Rose, Tore	UNDP/UN
Ruvebana, Antoine	President's Office
Sobol, Stefanie	OXFAM GB

UNDAF Theme Groups

Governance

HIV/AIDS & RH

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Georges, Geneviève	UNICEF	Hermans, Ivan – Theme Group Facilitator	UNAIDS
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		Rushingabigwi, Emmanuel	UNESCO
		Rwabuhiri, Rose	UNFPA
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Raising the Productive Capacities of the poor Regional Integration & Co-operation

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Transitional Issues

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Task Force retreat participants, 15 – 18 January 2001

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Technical Team

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Mukakimenyi, Epiphanie	UNDP/UN
Opar, Diana	UNIFEM

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