

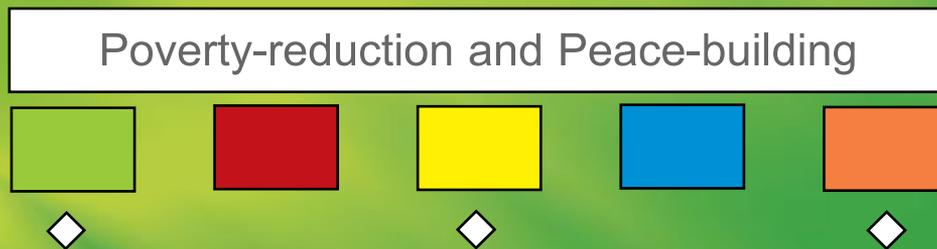


# Rwanda

## United Nations

# Development Assistance Framework

## 2002-2006



## RWANDA: KEY DEVELOPMENT INDICATORS

Indicator	Value	Year
<b>Population</b> .....	8 million	2000
Population growth rate .....	2.9%	1999
% female .....	54 %	2000
% rural .....	90 %	2000
% households headed by women or children.....	34 %	1999
<b>Life expectancy</b> .....	49	2000
<b>GDP (US\$ billions)</b> .....	1.9	1999
Real GDP Growth Rate.....	5.6%	2000
External Debt as % of GDP.....	75.7%	2000
GNI per capita (Atlas method, US\$)** .....	230	2000
GNI per capita (Atlas method, US\$)** Sub-Saharan Africa.....	480	2000
<b>MILLENNIUM DEVELOPMENT GOALS (MDGs)</b>		
Poverty (% population below poverty line).....	60 %	2000
HIV/AIDS prevalence rate (%) among adults (15-49) .....	13.7%	2000
Infant mortality rate .....	107	2000
Under-five mortality rate (per 1,000 live births) .....	198	2000
Maternal mortality rate .....	810	2000
*Proportion of births attended by trained health personnel .....	35 %	2000
Underweight children .....	29 %	2000
% population with access to safe water. ....	52 %	2000
Literacy rate (>15 years of age) .....	52 %	2000
Net primary enrolment rate.....	73 %	2000
Primary completion rates .....	23 %	1998
Ratio of girls to boys in primary education (based on GER) .....	100 %	1999
Ratio of girls to boys in secondary education (based on GER).....	102%	1999

\*Proxy indicator

**Sources:** CCA; Rwandan Ministry of Finance & Economic Planning; PRSP; \*\* World Bank Development Indicators

# Rwanda

## United Nations Development Assistance Framework 2002-2006

### Abridged Version

Note:

This document summarizes the more detailed **UNDAF  
for Rwanda** (80+ pages) which will be available soon  
on: <http://www.un.rw>

Acronyms and map appear at back of publication

*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.

*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

# Rwanda UNDAF Mission Statement

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We, the United Nations Country Team and staff in Rwanda, pledge to work together to foster a more efficient, streamlined and co-ordinated UN system for Rwanda. We support the national priorities and programmes of Rwanda, and are dedicated to collaborating and co-operating with our national and international counterparts to support the government's endeavour to reduce poverty, strengthen peace, and to thereby improve the well-being and security of all Rwandans. We recognize the complexity of the unique problems facing Rwanda in its post-genocide context and respect the necessity for sensitivity and efficiency in the UN common response, as outlined in this UNDAF. We will be active, reliable and responsive partners with the people and Government of Rwanda.

Theophane Nikyema  
UNICEF Representative

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Tore Rose  
UN Resident Co-ordinator  
& UNDP Representative



# Foreword

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The 2002-2006 United Nations Development Assistance Framework (UNDAF) for Rwanda seeks to harness and 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. However, formidable challenges 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 further 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 via 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 enhanced quality of life of the poor, via improvements 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;
- **Governance**, including security, constitutional reform, the justice system and *gacaca*, decentralization, accountability and transparency and civil service reform;
- **Private sector development**, including the promotion of investment and exports, and reduced costs and risks of doing business;
- **Institutional capacity-building** across all sectors, public and private.

The United Nations Development Assistance Framework 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 of Finance and Economic  
Planning



Mr. Tore Rose  
UN Resident Co-ordinator

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# Table of Contents

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## Introduction & Overview

UN reform & UNDAF .....	2
UNDAF in Rwanda.....	2

## Development Context: Poverty & Conflict

Poverty in Rwanda: overview .....	4
The imperative of peace-building .....	6
Reducing poverty and building peace: the development/security challenge.....	7

## UN Response: UNDAF Choices & Goals

Governance & justice .....	10
HIV/AIDS & reproductive health.....	12
Raising the productive capacities of the poor.....	14
Regional co-operation & integration .....	16
Transitional issues: post-crisis recovery.....	18
Cross-cutting issues: gender, human rights, ICTD.....	20

## Implementation, Follow-up and Resources

Implementation .....	23
Monitoring and review .....	24
Resource framework & mobilization.....	25

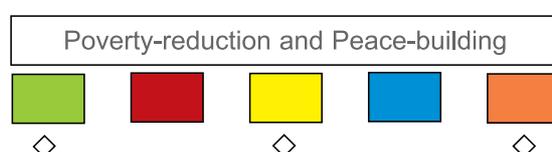
## Annexes

Annex 1. UNDAF Themes: More Detailed View.....	26
Annex 2. Rwanda and the Millennium Development Goals.....	29

## Boxes and Tables

Box 1. UN Country Team in Rwanda .....	2
Box 2. Post-1994 Operational Environment & Today .....	3
Box 3. Profile of Poverty in Rwanda.....	5
Box 4. Rwanda: Economic Overview.....	5
Box 5. National Development Agenda and Priorities .....	8
Box 6. UN System Comparative Advantages in Rwanda .....	9
Box 7. Regional Integration, Prosperity and Peace. Excerpts from the PRSP .....	16
Box 8. UNDAF Cross-Cutting Issues, by Theme.....	21
Box 9. Key Support Strategies for UNDAF .....	22
Box 10. Potential Areas for UN Joint Programming.....	23

Table 1. Indicative Resource Allocations for UNDAF Themes.....	25
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# Part 1. Introduction & Overview

## UN reform & UNDAF

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 co-ordinate 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 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. 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 is based on a common understanding of the country's key development challenges and priorities, in light of the UN's comparative advantages and past performance.

The analysis that underpins the UNDAF is found in the Common Country Assessment (CCA) —

another instrument of UN reform. The CCA, which is grounded in the national development vision, 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 also serves as the starting point for UNDAF elaboration.

Although the UNDAF delineates a common UN plan at country level, it does not replace the agencies' individual programmes. Rather, it serves as a 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.

## UNDAF in Rwanda

In Rwanda, the UN Country Team is formed by the Heads of all resident UN organizations, representing a broad mix of humanitarian, development and specialized mandates (see Box 1). This mix duly reflects Rwanda's recent experience as a "complex emergency" country, still recovering from 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

### Box 1 UN Country Team in Rwanda: Recognized specializations

#### United Nations Development Group

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

#### Specialized Agencies

- FAO — Food security, agricultural development
- WHO — Health policy, quality and access

#### Others

- UNHCR — Refugee protection, repatriation
- UNAIDS — HIV/AIDS (UN co-ordinating body)
- UNIFEM — Gender equity and mainstreaming
- WB — Economic recovery and structural reform
- UNECA — Regional economic cooperation (East Africa)

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).

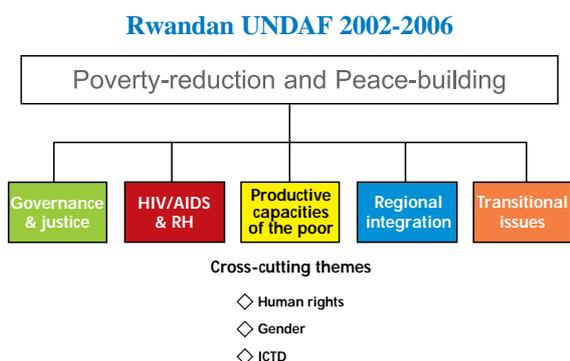
In the years following 1994, the UN system in Rwanda enacted various mechanisms to rationalize and improve the co-ordination of UN activities,<sup>1</sup> while the Government began to articulate national strategies and policies, which served as important reference points for UN support.

### Rwandan 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 analyzed 11 themes,<sup>2</sup> attracted the sustained participation of senior staff and Heads of all UN Agencies, as well as some 400 participants from Government, NGOs, CBOs and bilateral donors. At the request of Government, the CCA process was paralleled by a purely UN exercise, which involved a “mapping” and analysis of all UN 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 donors — established consensus concerning the scope and focus of Rwanda’s UNDAF, namely:

- The overall strategic “chapeau” would reflect Rwanda’s twin development challenges of “**poverty-reduction and peace-building**”;
- The UNDAF would have five mutually reinforcing themes (Governance & justice; HIV/AIDS & reproductive health; Raising the productive capacities of the poor; Regional integration; and “Transitional” issues) and three cross-cutting concerns [Human rights; Gender; Information and 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.

Within these guidelines, the UNDAF Technical Team, Thematic Groups (composed of representatives of UN programme staff, Government, Parliament and NGOs), the UN Country Team and the Steering Committee (with high-level representation from Government, donors, NGOs and the private sector) worked to elaborate, negotiate and agree on the specific UNDAF components, which are summarized in this document.



Box 2 Post-1994 Operational Environment & Today	
THEN	NOW
<ul style="list-style-type: none"> <li>• Urgent response to massive needs</li> <li>• Lots of \$\$\$; little co-ordination</li> <li>• No Government capacity</li> <li>• No national strategies</li> <li>• Lack of information (statistics)</li> <li>• “False” economic recovery due to ODA influx (dependency)</li> <li>• Mistrust of UN</li> <li>• Lots of staff (esp. international)</li> </ul>	<ul style="list-style-type: none"> <li>• Sustainability</li> <li>• Less \$\$\$; striving for improved co-ordination</li> <li>• Improved Government capacity</li> <li>• National strategies (implementation focus)</li> <li>• More data available, but not robust</li> <li>• Lower growth rates, but grounded in economic policies/reforms</li> <li>• Improved relations with UN</li> <li>• Substantial staff cutbacks</li> </ul>

<sup>1</sup> These included: regular UN Country Team meetings, Thematic Groups, the Northwest Co-ordination Committee, and the Joint Reintegration Planning Unit (JRP). The two latter mechanisms are no longer operational. Most Theme Groups have been dormant since 1999 but may be reinvigorated via UNDAF implementation.

<sup>2</sup> 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.

## Part 2. Development Context: Poverty & Conflict

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The twin challenges of **poverty-reduction and peace-building** are the cornerstones for the 2002-2006 UNDAF. 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. Its population of 8 million is growing at 2.9% per year. 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, incurring high transport costs.

These chronic economic weaknesses both contributed to,<sup>3</sup> 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 below, the impact of the high and rising prevalence rate is likely to be felt across all sectors of the economy, 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 (See Box 3).

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

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<sup>3</sup> The National Unity and Reconciliation Commission's grassroots consultations found 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."

### Box 3 Profile of Poverty in Rwanda

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

### Box 4 Rwanda: Economic Overview

**Structure.** Agriculture dominates the real sector of the economy, accounting for 90% of the labour force, 41% of GDP and 72% of exports. The major activity is subsistence food crop production; production for export (coffee and tea) is modest. The service sector contributes about 39% of GDP and employs some 7 % of the labour force, while the industrial sector comprises 20% of GDP and employs around 2%.

**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. Growth slowed to 5.9% in 1999, and 5.6% in 2000. Inflation, which had risen to 64% in 1995, stood at 2.1% in 2000. In terms of revenues, both domestic collection and export earnings remain low. In 1999, domestic revenues comprised 9.9% of GDP, and export earnings 3.2% (compared to imports worth 13% of GDP). To finance the budgetary deficit, Rwanda has continued to rely on external resource flows, exacerbating an already unsustainable debt burden.

**ODA & FDI.** Between 1994-97, Rwanda received among the highest levels of per capita ODA in Africa (at some US\$ 61 per capita). These external inflows – grants and loans – provided a critical "breathing space" for the Government to reconstitute the country's economic management and productive capacities. 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. These inflows also incurred greater levels of debt servicing, while raising fears that the Government would be unable to eventually shoulder recurrent costs. More recently, the Government has made impressive progress in restoring macroeconomic stability via key structural reforms. 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, 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 from US\$ 366 million in 1985 to US\$ 913 million in 1993; 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%, far in excess of the Highly Indebted Poor Countries' (HIPC) target ratio of 150%. Recently, 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.

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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.

## 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. Pre-colonial Rwanda had its social hierarchy and categorization (as do all societies), although there was a fair degree of fluidity across social boundaries. However, Belgian colonial rule politicized and “hardened” these social differences. 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, and the country was 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 fled to 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 institutionalized discrimination against certain sectors of the population. This violent history combined with other factors in the run-up to the 1994 genocide, including: rising tensions between certain of Rwanda’s regions; a growing complexity of inter- and intra-communal cleavages and power-rivalries;

an economic slump – triggered by the falling prices of coffee and tea (Rwanda’s main exports) – that started in the late 1980s and 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 exiled Rwanda Patriotic Front (RPF) 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 the formation of a government of extremists that plunged the country into a killing frenzy, stoked by incendiary 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. Ultimately, however, 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 RPF emerged as the victorious political force and invited 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. 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

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it once it had started. This failure has also left its mark in Rwandan society. The national reconciliation process also involves a process for international reconciliation.

## Reducing poverty and building peace: the development / security challenge

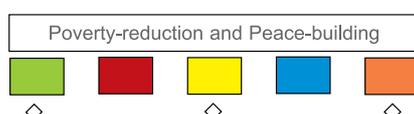
The multi-dimensional linkages between poverty and conflict in Rwanda are both complex and dynamic. It is not possible to develop an all-encompassing cause-effect analysis that definitively predicts what types of interventions will eradicate the basis of both. What is clear, however, is that equitable 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. At the same time, 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 need to encourage

participation and democratization (which requires an environment conducive to expressing dissent and conflicting ideas). Participation and democratization are essential for 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 "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 forgetting and forgiving). The challenges here are monumental. Rwanda has proposed a uniquely homegrown method for broaching this tension – *gacaca* – which involves community participation in the trials of those accused of genocide (see 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. 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.



## Box 5

### 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; the initiation of an economic recovery programme, with structural reforms to liberalize trade, develop the private sector, privatize public enterprises and improve public administration; progress in governance reform to better ensure the separation of powers and the decentralization of administrative structures; and, the on-going rehabilitation of justice and legal structures to strengthen the rule of law, promote human rights and expedite the processing of the large number of pending genocide cases. The Government has articulated both short-term priorities, as well as a longer-term vision for Rwanda's development.

#### Short-Term Priority Objectives

In the immediate term, the Government of Rwanda seeks to strengthen and extend its achievements in guiding the country towards a stable, development footing. Immediate 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 prepare Rwanda to participate and compete in regional and global markets.

#### Longer-Term Development Agenda: *Vision 2020*

Rwanda's long-term development vision encompasses the following elements:

- Good governance, democratization, 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 restitution 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.

## Part 3. UN Response: UNDAF Choices & Goals

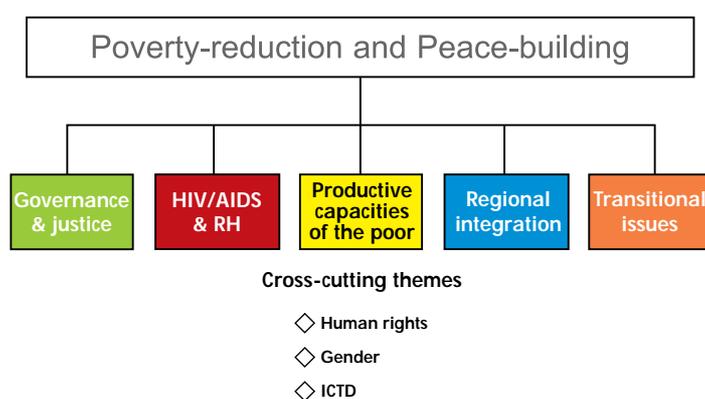
The UNDAF recognizes that promoting peace, stability, national reconciliation, poverty-reduction and development are long-term processes in Rwanda. While there is no magic formula, the analysis of Rwanda's development challenges and priorities, based on the CCA and PRSP, points to five inter-locking areas that are critical to improving the security and well-being of all Rwandans:

- Governance & Justice;
- HIV/AIDS & RH;
- Raising the Productive Capacities of the Poor;
- Regional Integration;
- Transitional Issues, relating to resettlement, demobilization and reintegration.

Cross-cutting these themes are three multi-sectoral concerns:

- Human rights;
- Gender;
- ICTD.

### Rwandan UNDAF 2002-2006



As detailed in the *UN Issues Paper*, the UN system in Rwanda is well-equipped to provide strategic support to these areas (see Box 6). The UN system also has important theme-related expertise, which is outlined below. The remainder of this section reviews each UNDAF theme in turn, presenting a summary situational analysis (based on the CCA and PRSP), followed by the UN Common Response envisaged under the UNDAF. For more detail, see the summary tables in Annex 1. For detailed matrices of the UNDAF goals, objectives, strategies and country partners, see the unabridged version of the UNDAF.

#### Box 6 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).

# Theme 1: Governance & justice

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## Key Challenges

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 PRSP considers it key to an enabling environment for equitable and inclusive poverty reduction. Since 1994, the GoR has been faced with the monumental task of rebuilding, rehabilitating, and reforming institutions of governance at all levels, with very few trained public servants or institutional memory to draw upon. Key inter-related challenges include:

**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; preparation of a new Constitution; and, planning for national Parliamentary and Presidential elections thereafter.

**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 nurture 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*<sup>4</sup> – to expedite the huge backlog of cases pending.

The long-term task of national reconciliation cuts across all of these challenges. Aware of these linkages, the Government has grounded most of its reform efforts in participatory methods, from the election of Community Development Committees (CDCs), to popular consultations on 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.

## UN System Response

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: reconstructing/re-equipping public buildings; civil service reform and economic management; civil servant training; rehabilitation of the justice sector and communal police; Parliament; elaboration and implementation of administrative decentralization policy; strengthening CSOs/CBOs and encouraging participatory processes; demobilization (including young soldiers); and, the three National Commissions. Under the UNDAF umbrella, the UN system will streamline and expand this support, focusing on six key goals.

### **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, and improve management practices and information systems, with the aim of establishing a more transparent and efficient public administration.

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<sup>4</sup> The *gacaca* is an adaptation of the traditional Rwandan system of settlement of disputes that employs a communal, open-forum approach. See CCA.

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

UN support for the decentralization process will have a special focus on developing community capacities and encouraging increased 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 support will seek to further enhance Government capacities for encouraging pro-poor economic growth within the framework of the PRSP, and for mobilizing resources, and managing/co-ordinating 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 seek to strengthen the performance and fairness of the justice system, while encouraging widespread

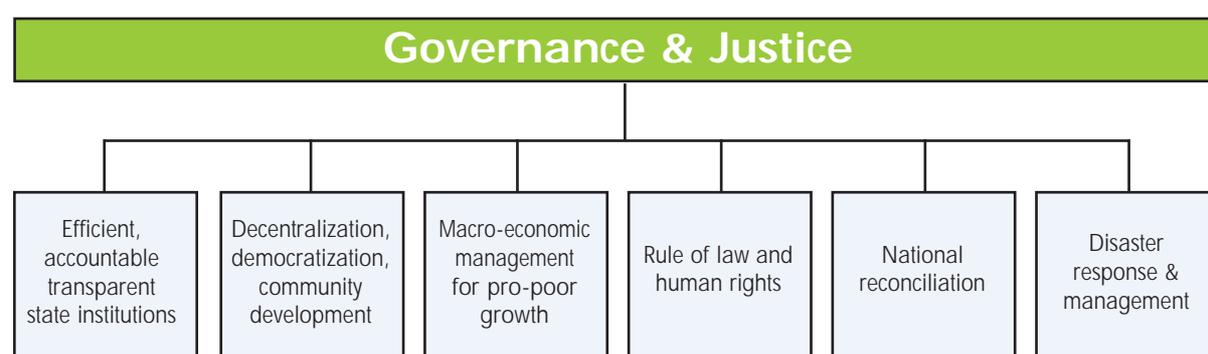
advocacy for human rights, including women's and children's rights and the elimination of gender-based violence. As a more proximate focus, the UN will assist the *gacaca* process (including enhancing national capacities for independent monitoring and evaluation).

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

The UN will support all designated Commissions in their work, while strongly encouraging widespread 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.**

Rwanda remains vulnerable to natural disasters and to 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, which is critical for mitigating the impacts of disasters on both poverty and peace.



**UN Theme Partners:** FAO, IMF, OHCHR, UNAIDS, UNCTAD, UNDP, UNECA, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNIFEM, WB, WFP, WHO

Note: Theme Group will be co-ordinated by chair that rotates annually amongst: **UNDP, UNECA, UNFPA, UNICEF, WB**

## Theme 2: HIV/AIDS & reproductive health (RH)

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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.

### Key Challenges

Current estimates suggest a prevalence rate of 13.7% for 15-49 year olds.<sup>5</sup> 1997 estimates show the rate for pregnant women to stand at 19% in urban areas, and 7.5% in rural areas. The overall prevalence rate amongst women is thought to be twice that of men, with young adult females having the highest rate. Of special concern is the impact of HIV/AIDS on children and youth. Maternal and infant mortality rates have increased substantively due to HIV/AIDS and a large number of children have been orphaned as a result of the disease. The high prevalence of HIV and STD infection among youth requires concerted efforts for prevention.

The GoR considers the HIV/AIDS pandemic to be a “serious development constraint” as well as a major source of insecurity and impoverishment for individuals and households. 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 cost 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,<sup>6</sup> 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. The PRSP places strong emphasis on the fight against HIV/AIDS, and the need for multi-sectoral coordination for prevention and control of the pandemic.

Reproductive health (RH) issues are characterized by high levels of fertility, maternal mortality and STD infection rates, and by low levels of contraceptive use. 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. The GoR is committed to reaching the international development targets/millennium development goals (IDT/MDGs) for maternal mortality and reproductive health, both of which are mentioned in the PRSP.

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 emergence of new groups of very poor following the genocide.

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<sup>5</sup> 1997 estimates, based on a national epidemiological survey, place the overall HIV prevalence rate at just over 11%, with a rural adult prevalence of 10.8%. An update to the 1997 comprehensive survey is being planned.

<sup>6</sup> As evidenced by the GoR’s high-level participation in international conferences on HIV/AIDS in Africa and Kigali’s hosting of the African First Ladies Summit on HIV.

## UN System Response

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. Most UN agencies have an HIV/AIDS focal point, and have “mainstreamed” HIV/AIDS components within other programmes. UN system interventions are co-ordinated by the UNAIDS Theme Group under a rotating chair of the six resident co-sponsors. With respect to RH, UNFPA, UNICEF and WHO have been centrally engaged in offering support. The UNDAF response embraces three goals:

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

Given the multi-sectoral dimension of HIV/AIDS, there is a need for enhanced capacity to co-ordinate interventions and to formulate and implement policies across different sectors and target groups. The UN will expand its efforts 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.

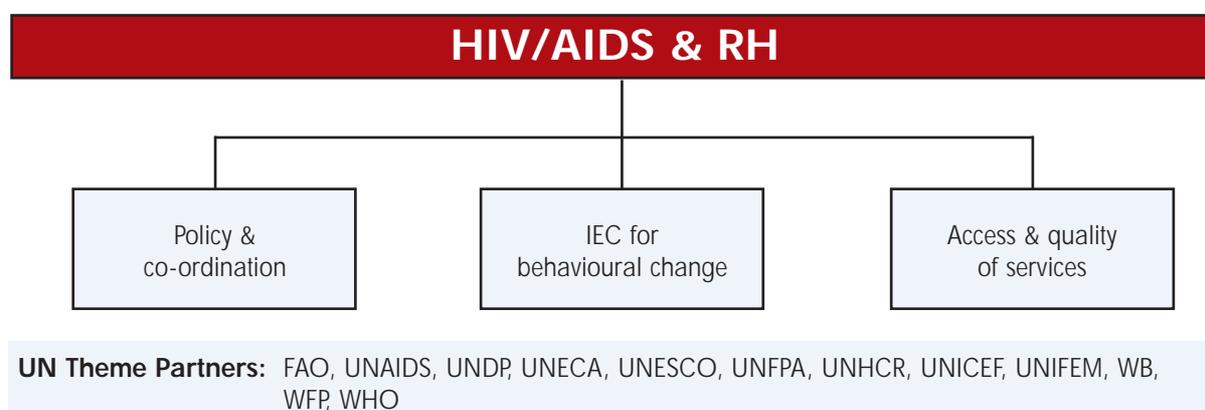
### **Goal 2: Strengthened Information Education and Communication (IEC) initiatives on HIV/AIDS, STDs, RH for behavioural change.**

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, and 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, and insufficient availability of information and services – necessitate urgent and co-ordinated IEC interventions. 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 service delivery in RH and support to HIV/AIDS infected and affected persons.**

The UN system will support improvements in service availability and delivery for RH, STDs, AIDS, and family planning. 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, and testing encouraged. In addition, the UN will support the establishment of community-based mechanisms for care and support to victims of sexual violence and people living with, 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.



Note: Theme Group will be co-ordinated by chair that rotates annually amongst UNAIDS co-sponsors: **UNDP, UNESCO, WB, UNICEF, UNFPA and WHO**

## Theme 3: Raising the productive capacities of the poor

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### Key Challenges

The PRSP outlines a multi-dimensional approach to address poverty in its broadest sense, from improved security and welfare for the poor, through to expanding opportunities and choices.

**Health, Water & Sanitation.** Access to basic health, clean water and environmental sanitation are recognized as basic human rights. In Rwanda, these rights are compromised for most people, as reflected in various health indicators: life expectancy stands at 49 years; infant mortality is 107 per 100,000 live births; under-five mortality is 198. Many Rwandans die of preventable and curable diseases, such as malaria, and respiratory and diarrhoeal illnesses. Some 29% of children are underweight. Approximately 48% of the population has insufficient access to potable water, while user fees further compromise the access of poorer families. Sanitation networks are grossly inadequate throughout the country. Other problems – greatly exacerbated by the genocide – are in the areas of trauma and mental health. As noted above, the population's poor health status reflects the limited accessibility to, and quality of, basic health care and information, as well as poverty. The GoR's goal is to provide primary healthcare for all through decentralized health districts and specialized programmes, and to increase access to basic amenities. The GoR is committed to reaching the IDTs/MDGs for under-five mortality, safe drinking water and adequate sanitary facilities.

**Human Resource Capacity, Education & Training.** The genocide incurred monumental losses to Rwanda's already weak 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, 95% of her magistrates and virtually all of her lawyers were killed. 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 stands at some 73%. Retention rates are problematic, especially for girls (overall primary completion rates were estimated at 23% in 1998). 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 10%. The literacy rate for 15-24 year olds was estimated at 73% in 1996, with the rate for those over age 15 standing at 52% (2000). The PRSP highlights primary education as a key priority for poverty reduction, and sets a national target of 100% net primary enrolment by 2015. The PRSP also underlines the importance of 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.

**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. 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 and poorly functioning markets, weak agricultural support services, regional insecurity (causing population displacements and crop abandonment) and periods of severe drought. The PRSP underlines the Government's intention to vigorously address hunger and food security in Rwanda, stressing the need to enact suitable agricultural, environmental and demographic policies, to pass a land law that ensures security of tenure for all Rwandans (including women) and to promote off-farm employment opportunities and export diversification.

## UN System Response

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 GoR'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 the HIPC initiative, and for the on-going enhancement of national statistical capacities, which are vital for pro-poor planning and policy-making. Individual UN agencies have provided both upstream and direct support within their 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 vulnerable groups, while all act within the global rights-based agenda for equitable and sustainable human development. The UN's cross-cutting capacities, made more cohesive through the three UNDAF goals, should provide strategic support to the broad-based quest for poverty reduction.

### Goal 1: Improved living conditions of the poor.

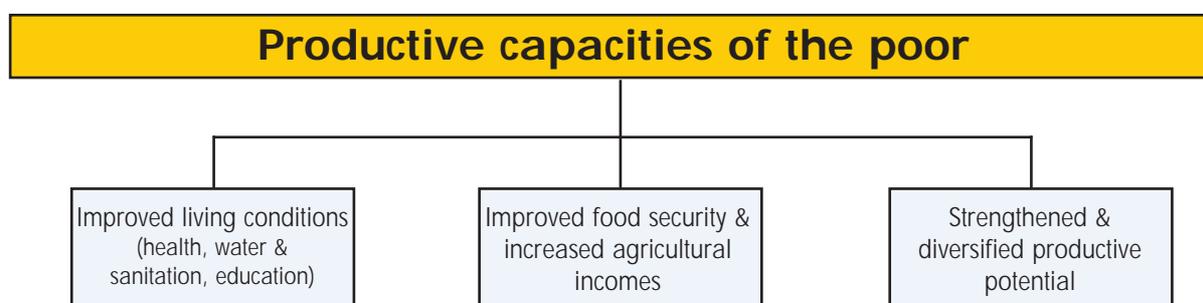
As noted, the poor in Rwanda lack sufficient and stable access to food, health care, water and sanitation, energy and education. Ignorance, illiteracy and disease, hampered by poor living conditions and inaccessibility to appropriate energy sources, create an immense hindrance to productivity, thereby keeping the poor in perpetual poverty. The UN will seek to complement Government efforts to empower poor and vulnerable Rwandans, with specific emphasis on women and children and on basic social services such as 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 which 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 foodstuffs 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. The UN will also seek to support the introduction and use of technology for productive activities, including ICTs. Special attention will be given to gender equality and to civil society and community-based initiatives that provide counselling, vocational training and psycho-social support to vulnerable groups, (e.g., 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.



**UN Theme Partners:** FAO, IFAD, UNAIDS, UNCHS, UNDP, UNECA, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNIFEM, WB, WFP, WHO

Note: Theme Group will be co-ordinated by chair that rotates annually amongst: **FAO, UNDP, UNICEF, WB, WFP**

# Theme 4: Regional co-operation and integration

## Key Challenges

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. 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, national reconciliation and socio-economic development. The GoR has clearly signalled the imperative of regional integration for Rwanda's future, and is committed to supporting efforts to promote regional stability and co-operation.

### Box 7

#### Regional Integration, Prosperity and Peace. Excerpts from the PRSP

##### On trade...

Rwanda has joined the Common Market for Eastern and Southern Africa (COMESA) and is committed to joining the East African Community, and to exploiting the opportunities offered by international trade agreements, including the World Trade Organization and the recent Africa Growth and Opportunities Act in the USA. The PRSP articulates the reasons for our decision to favour economic openness rather than protection. In particular, the need for food security is not interpreted as a need for self-sufficiency in all produce. Market studies are being finalized for important exportable products. Our human development strategy will aim to enable us to export skills within the region, rather than importing them as we are now doing.

##### On exports...

Over time, we need to diversify our exports away from primary commodities. Six areas are particularly promising:

- **garment exports:** Rwanda can import cotton from neighbouring countries and process it for export. This is already happening, and should be strengthened by the new opportunities in the American market offered by the Africa Growth and Opportunities Act;
- **agroprocessing:** It is essential to add value to agricultural products before exporting them if this can be done profitably. Rwanda already has some enterprises producing fruit juice, for instance;
- **commercial and ICT services:** We can build on the use of both French and English and our regional position. In the past, Rwanda was an important centre for re-exports in the region and we need to regain this position;
- **tourism:** There is considerable potential, both in the parks and elsewhere in Rwanda;
- **mining:** This is often a small-scale activity with some direct poverty impact. While last year's temporary price boom in tantalite is now over it is important to encourage the development of this sector as it is still a very viable high value export;
- **export of skills within the region:** Currently Rwanda imports skilled labour from neighbouring countries, even for such basic activities as mechanics. We need to invest in the resource of our population so that we can compete more effectively within the regional labour market.

##### On national and regional security...

Promoting internal and regional security is essential to the achievement of poverty reduction in Rwanda. Not only the war and genocide of 1994, but also the repeated insurgencies in 1996-7 and 2000, have caused terrible suffering to many people in Rwanda. The Government will participate actively in efforts to resolve the conflicts in neighbouring countries and will continue to ensure the security of its borders. For defensive reasons Rwanda has been involved in the conflict in DRC since 1997; we seek a peaceful solution that removes the threat of insurgency and allows all our people to live without fear.

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## UN System Response

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. Most UN agencies maintain links with their counterpart offices in neighbouring countries, which can also be exploited to facilitate Rwanda's progress towards regional integration. The UNDAF specifies three goals for this theme.

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

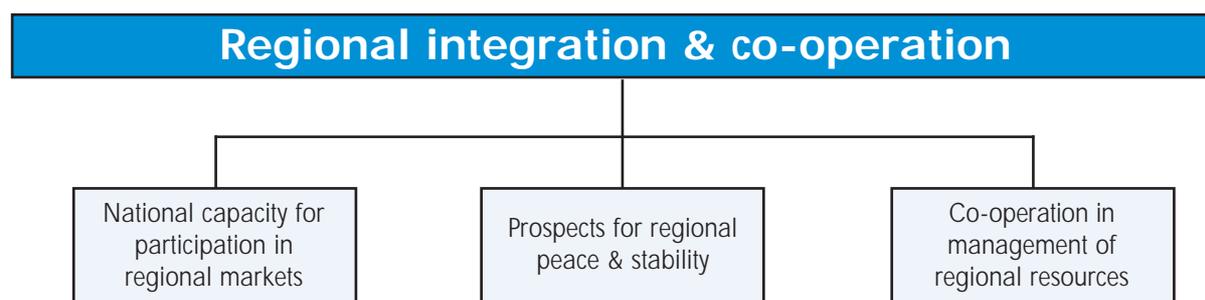
In recognition of Rwanda's dependence on external markets for basic goods, the small size of the domestic market and its poor human resource capacity, the UN system will assist Rwanda to strengthen its capacity to benefit from regional co-operation frameworks aimed at trade facilitation, and to reinforce domestic productive capacities (especially through human resources development and capacity-building 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 will continue to support national and regional initiatives geared toward the promotion of co-operation, peace and security. Support will be directed toward both governmental and non-governmental initiatives.

### **Goal 3: Improved co-operation for management of cross-border problems and resources.**

Rwanda shares with its neighbours a number of cross-border issues: the HIV/AIDS pandemic, various forms of disaster (requiring co-operation to predict, manage and mitigate), environmental degradation, transport and communications systems, and water and energy infrastructures. The UN system will seek to assist Rwanda in harmonizing policies and finding solutions with its neighbours for all of these issues.



**UN Theme Partners:** FAO, IFAD, UNAIDS, UNCHS, UNCTAD, UNDP, UNECA, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNIFEM, UNSIA, WB, WFP, WHO

Note: Theme Group will be co-ordinated by chair that rotates annually amongst: **UNDP, UNECA, WFP**

## Theme 5: Transitional issues: post-crisis recovery

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### Key Challenges

**Resettlement and Reintegration.** Rwanda has experienced massive refugee and returnee movements as well as substantial internal displacements of people. Some 3.5 million people have been resettled since 1995. In response to the urgent and overwhelming needs, a policy of building settlement sites – *imidugudu*<sup>7</sup> – 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, and UNHCR estimates a further return of some 30,000 persons per year (from an estimated 100,000 Rwandan refugees). Overall, Rwanda still has a large number of persons in need of durable and sustainable settlement. Failure to address these issues will likely have negative consequences for both national security and poverty reduction. As such, Rwanda's resettlement and reintegration needs will remain a priority in the shorter term. Related challenges include the problem of illegally occupied houses or land, and the need to develop rights-based land reform legislation.

**Demobilization and reintegration.** The importance of disarmament, demobilization and social 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. By 2002, the GoR intends to demobilize an additional 10,000 personnel. Further cuts may be encouraged, pending 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 their families is absolutely critical to Rwanda's future stability. This places a priority on comprehensive and on-going reintegration efforts.<sup>8</sup> Open discussion between the authorities and donors on Rwanda's military activities at present and in the future, could stimulate international financial support in the future.

A related, and important, recent development is the GoR's initiative to welcome home and reintegrate former members of the Rwandan armed rebels. The UN system considers this endeavour to be a substantive step for consolidating reconciliation and building peace in Rwanda and the region.

The PRSP underlines the need to render the existing *imidugudu* sites sustainable (via access to basic services and opportunities for sustainable livelihoods), and to ensure participatory approaches within this process. It also assigns urgent priority to sustainably resettling Rwandans who are without permanent shelter, and reducing the ranks of its armed forces through effective demobilization and reintegration. These issues sit at the nexus of both peace-building and poverty reduction.

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<sup>7</sup> The issues surrounding *imidugudu* policy are complex and not uncontroversial. See the CCA for more details.

<sup>8</sup> 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."

## UN System Response

The UN system has contributed substantially to the repatriation, resettlement and reintegration of the millions of 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. The UN system also has offered important past support to the demobilization programme. In the future, this support will not be limited to the RPA; it will also be expanded to include members of returnee Rwandan armed rebels. In both cases, emphasis will be placed on deep-rooted reintegration of both soldiers and their families.

### Goal 1: Ensure sustainable settlement and reintegration of affected population.

The UN system will assist the Government to find durable solutions to the settlement of the affected population, whilst ensuring that existing settlement sites are rendered more sustainable. The UN will also encourage newly-settled communities to have a

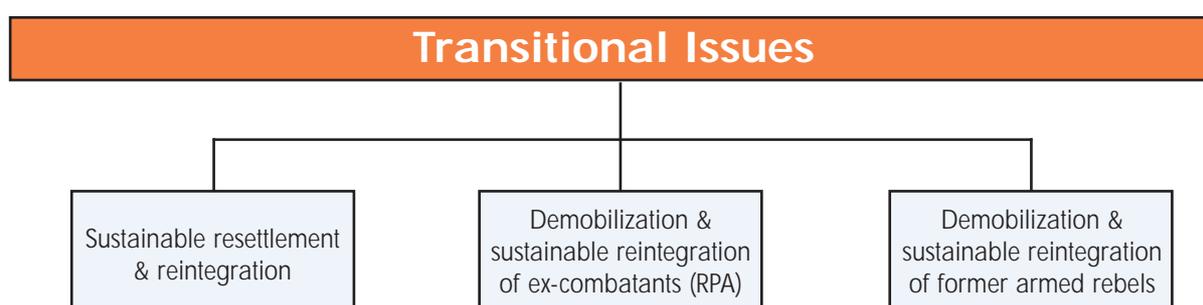
voice in local planning structures through support to Community Development Committees (CDCs) and Site Development Committees (SDCs). Within this effort, attention will be directed towards peace-building opportunities and environmental protection/management.

### Goal 2: Appropriate down-sizing of Rwandan Patriotic Army (RPA), and sustainable reintegration of ex-combatants.

In the service of 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. The UN will also engage in resource mobilization efforts.

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

With the apparent renewed commitment to implement the Lusaka Accords, the GoR has initiated an innovative strategy to mitigate regional security concerns and strengthen peace in Rwanda, by welcoming and reintegrating former members of armed militias that operated in the DRC. The UN system recognizes the important implications of this strategy for national reconciliation and peace-building in both Rwanda and the region.



**UN Theme Partners:** FAO, IFAD, ILO, UNAIDS, UNCHS, UNDP, UNECA, UNESCO, UNFPA, UNHCR, UNICEF, UNIFEM, WB, WFP, WHO

Note: Theme Group will be co-ordinated by chair that rotates annually amongst: **UNDP, UNESCO, UNHCR, UNICEF, WFP**

## Theme 6: Cross-cutting issues: gender, human rights, ICTD

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### Gender

In Rwanda, women constitute some 54% of the 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, as the new class of "very poor" is largely composed of women and girls. The burdens of women – as survivors of genocide and attendant sexual violence, as heads of labour-poor households<sup>9</sup>, as providers for prisoners and caregivers to PLWA, as farmers who lack full access to and control over land, as citizens who do not enjoy equitable access to higher education, or to political and economic power and authority, and, as victims of violence – warrant that their needs and rights be prioritized on the development agenda. The lack of sex-disaggregated data, symptomatic of a general passivity towards issues of gender, hampers equitable development planning and programming.

The PRSP signals the GoR's determination to eradicate the legal basis for gender discrimination in Rwanda, and to promote gender equity, provide adequate safety nets for the most vulnerable, and mainstream gender issues in all policies and programmes. The UN system – with particular input from UNIFEM – has contributed substantially to this agenda, with support for: the elaboration of a national gender policy, and gender-sensitive constitution and macro-economic policies; a review of land and inheritance policies/laws; enhanced capacity of the Ministry of Gender and Women in Development; the establishment of a National Facilitation Initiative for the advancement of women and 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; the improved welfare of women refugees, IDPs and other vulnerable groups including PLWA and women and child-headed households. These multi-sectoral efforts will continue and deepen over the course of the UNDAF.

### Human rights

Knowledge of and respect for human rights are cornerstones of sustainable human development globally and of particular import 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. Society-wide awareness of all basic human rights is a key UN objective. In addition, the UN will continue to offer strong support to relevant Government institutions (National Commission for Human Rights, National Commission for Unity and Reconciliation, Commission for Legal and Constitutional Affairs, Supreme Court, Ministry of Justice, 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 Communication Technologies

As noted, Rwanda faces formidable structural challenges to poverty-reduction and longer term economic growth. Against this backdrop, the GOR has articulated *Vision 2020*, which seeks to transform 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

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<sup>9</sup> In the wake of the genocide, some 34% of households are thought to be headed by women and/or children.

Rwanda's development constraints, a number of issues require attention, including:

- promoting the deployment and appropriation of ICTs within the economy and society, via the development of appropriate legal, institutional and regulatory frameworks; improving information and communication infrastructures, and policy initiatives to encourage private sector investment;
- transforming Rwanda into a literate and IT-literate nation;
- adjusting human resource development strategies to meet the demands of the envisaged "new" economy, which will also require transforming the educational system to ensure its relevance;
- improving the efficiency of the public service;
- promoting lasting internal stability, (which could be encouraged through new forms of social and cultural interactions via improved communication possibilities).

The GoR, supported by UNECA, has formulated an integrated ICT policy (NICI) to be implemented in four phases over the next 20 years. An ICT co-ordinating body – The Rwanda Information Technology Authority – has been established, as has a high-level Steering Committee, to guide the formulation and implementation of policies and programmes. 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 under the mandates of different UN Agencies, who will seek to provide appropriate support. Given this multi-sectoral effort, ICTD embodies a cross-cutting UNDAF theme.

#### Box 8 UNDAF Cross-Cutting Issues, by Theme

Theme	Human Rights	ICT	Gender
<b>Governance &amp; justice</b>	<ul style="list-style-type: none"> <li>• constitutional process;</li> <li>• monitoring capacities of CSOs re: GoR policies;</li> <li>• NHRC and CSO HR orgs;</li> <li>• justice system &amp; law-enforcement organs;</li> <li>• popular participation in peace-building processes.</li> </ul>	<ul style="list-style-type: none"> <li>• communication &amp; networking between the 3 powers;</li> <li>• ICT infrastructure &amp; skills in local administration;</li> <li>• ICT-use for national economic management, the justice system, disaster management.</li> </ul>	<ul style="list-style-type: none"> <li>• equality and equity in public service delivery at national and local levels;</li> <li>• awareness of women's rights;</li> <li>• gender-based violence;</li> <li>• women-led peace-building initiatives.</li> </ul>
<b>HIV/AIDS &amp; RH</b>	<ul style="list-style-type: none"> <li>• human rights focus within HIV/AIDS planning;</li> <li>• community solidarity initiatives in healthcare;</li> <li>• legal frameworks for the protection of PLWA.</li> </ul>	<ul style="list-style-type: none"> <li>• use of old and new ICTs and networks for IEC and partner coordination in the fight against HIV/AIDS.</li> </ul>	<ul style="list-style-type: none"> <li>• gender dimensions of HIV/AIDS;</li> <li>• women's involvement;</li> <li>• use of female condom;</li> <li>• services for victims of gender-based violence;</li> <li>• advocacy re: women's RH.</li> </ul>
<b>Raising the productive capacities of the poor</b>	<ul style="list-style-type: none"> <li>• basic development rights: access to clean water, basic healthcare and education services.</li> </ul>	<ul style="list-style-type: none"> <li>• acquisition of technical skills through ICTs;</li> <li>• use of appropriate ICTs to enhance productive activities;</li> <li>• community-based programmes using appropriate forms of ICTs.</li> </ul>	<ul style="list-style-type: none"> <li>• women's control and management of water and sanitation facilities;</li> <li>• gender-sensitive literacy programmes;</li> <li>• equality in access to productive resources;</li> <li>• technologies that are "women-friendly"</li> </ul>
<b>Regional integration and co-operation</b>	<ul style="list-style-type: none"> <li>• national and regional CSO participation in regional peace-related initiatives;</li> <li>• repatriation and settlement of refugees.</li> </ul>	<ul style="list-style-type: none"> <li>• ICT use in management practices of regional economic operators;</li> <li>• ICTs to promote peace in the region.</li> </ul>	<ul style="list-style-type: none"> <li>• women's participation in regional business initiatives;</li> <li>• women's regional initiatives for peace-building.</li> </ul>
<b>Transitional issues</b>	<ul style="list-style-type: none"> <li>• basic welfare/development rights of resettled populations;</li> <li>• SDCs and CDCs.</li> </ul>	<ul style="list-style-type: none"> <li>• ICT-use for planning and coordination of interventions.</li> </ul>	<ul style="list-style-type: none"> <li>• income-generating capacity for women affected by demobilization;</li> <li>• credit opportunities for vulnerable populations.</li> </ul>

## Box 9 Key Support Strategies for UNDAF\*\*

Within each UNDAF theme, the UN system will pursue various combinations of support strategies – both “upstream” and “downstream” – to achieve the UNDAF goals. The major strategies include:

**Awareness, Advocacy and IEC.** Joint efforts will be undertaken to increase the outreach and effectiveness of informational activities. Special focus is 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. Where strategies exist, the UN will support implementation; where they do not yet, the UN will promote dialogue and support for strategy development.

**Policy Dialogue, Development and Implementation.** Policy dialogue and support are critical components of the UN system’s “upstream” focus, with a view to encouraging policies that are in harmony with national priorities, internationally accepted development goals (MDGs) and that facilitate resource mobilization and allocation. National efforts will be supported through the roundtable process and thematic/sectoral consultations.

**Reform of Laws and Development of Legal Frameworks.** Specific areas of UN attention include: 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.** While resource mobilization is a strategy across all themes, special mobilization efforts will be accorded to HIV/AIDS, governance issues, demobilization and still outstanding resettlement/reintegration. The UN system will also seek to strengthen national monitoring and co-ordinating mechanisms, including CEPEX (which co-ordinates ODA flows).

**Capacity-building: Institutional and human.** Capacity-building and human resource development are strategies across every UNDAF theme. Special attention will be accorded to management and networking of information systems (exploiting ICTs as appropriate), and to the effective use of the following UN modalities: TCDC (Technical Co-operation between Developing Countries), TOKTEN (Transfer of Knowledge Through Expatriate Nationals) and the United Nations Volunteers (UNVs). The UN will also seek to strengthen the capacities of the Community Development Committees (CDCs) – given their critical link to the local level. CDCs will 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 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 – government bodies and institutions, donors, NGOs, national and communal committees and organizations, as well as the private sector. Beneficiaries 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 – the victims of genocide, families of prisoners, widows, orphans, labour-poor households, youth, and HIV/AIDS infected and affected people. UN efforts will include direct support and protection, as well as rights-based advocacy for policies and programmes to enable self-help.

\*\* For more specific detail per theme, please see the unabridged version of the UNDAF.

# Part 4. Implementation, Follow-up & Resources

## Implementation

The UNDAF serves as a joint programme-planning document for all UN agencies active in Rwanda. As such, it will serve as the backdrop for four programming endeavours:

- **Individual Agency Country Programmes** will be prepared with close reference to the UNDAF, to maximize UN system harmonization and co-operation.
- **Parallel programmes or projects** will be 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.
- **Inter-Agency joint initiatives** will involve two or more agencies working closely together, minus the complexities of full-blown joint programming. For example, agencies might elect to undertake a joint assessment, advocacy or resource mobilization endeavour. More broadly, the UN system in Rwanda will create a consolidated public information service, to better inform the partners and the public about the UN's work and goals. Existing mechanisms – such as UN Week and International Days – will be more roundly exploited to raise awareness of the Millennium Development Goals. The UN web-site and news bulletin will be re-vamped and reinvigorated.

- **Inter-Agency joint programming** will require two or more agencies to meld together their programme/project objectives and actions as well as their administrative, financing and implementation mechanisms (for that particular initiative). Global experience has shown that joint programming is as promising as it is challenging. That said, the UN Country Team recognizes the potential benefits of joint programming efforts, and will creatively explore possibilities for pilot joint programming/project initiatives – where clear value-added is likely.

Four mechanisms will support UNDAF implementation:

**UN Resident Co-ordinator's Office**, which is charged with facilitating all UN co-ordination and collaboration in the field, will support and track UNDAF activities. The RC's office will: track the UN country programme cycle with the UN Country Team; review UN Agencies' country programmes to ensure their alignment with the UNDAF; establish and maintain a UN Common Indicator Database; liaise with DGO to gather (and share) "good practices" relating to joint programming and UNDAF implementation; set up a training unit for UN staff on relevant issues relating to UNDAF, UN procedures, gender mainstreaming and global conferences and conventions; and strengthen on-going public information initiatives.

**UN Country Team** will have a critical implementation role, especially with respect to their involvement as chairpersons of the UNDAF Theme Groups (see next). The UN Country Team will be closely involved in exploring opportunities and modalities for joint initiatives and strategies.

### Box 10

#### Potential Areas for UN Joint Programming

- 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
- Demobilization and sustainable reintegration of military personnel and ex-rebels

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**UNDAF Theme Groups** – the principal architects of the UNDAF plan – will be joined by UN focal points for the three cross-cutting issues (human rights, gender and ICTD)<sup>10</sup>, to continue to work as the shepherds of UNDAF implementation. Each of the five Theme Groups will be chaired by a Lead Agency for one year on a rotational basis (see Annex 1). The Lead Agency will facilitate agreement on the overall conceptualization of programmes, and will help to guide the work of the “front-line” implementation mechanism – the UNDAF Task Forces. The Lead Agencies for each theme will also seek synergies across the five UNDAF Themes.

**UNDAF Task Forces** (TF) will have primary responsibility for planning and managing the technical implementation of UNDAF programmes and will be mandated by the UNDAF Theme Groups. The TFs will propose financial and administrative modalities for each programme to the Theme Groups for approval. Donors and other non-UN partners can be invited to attend TF meetings on a consultative basis.

## Monitoring and review

Monitoring and review of the UNDAF and the individual programmes and projects based on it, will be essential for effective implementation and evaluation. On-going review will permit all UN agencies – individually and together – to assess their strategies and adjust as necessary for improved delivery, impact, and results. Programme reviews will be expanded to include all actors involved in UN system programmes and joint activities, including beneficiaries, thereby allowing for periodic dialogue, learning and systematic feedback.<sup>11</sup> In addition to specific programme reviews three formal UNDAF reviews are anticipated:

- **Annual Thematic Reviews**, conducted jointly by the UNDAF Thematic Groups and Steering Committee, will allow for inter-agency feedback and refinement of the UNDAF “indicators.” 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 progress towards the UNDAF goals and objectives, and to further refine the focus, strategies and collaborative efforts. The UN Country Team may decide to include external evaluation experts in this 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. Special attention will focus on the evaluation of joint programmes and projects, to better understand this experience. Final Review recommendations will be incorporated into the preparation of the next UNDAF cycle.

Many of the bodies involved in UNDAF implementation, will also be involved in monitoring and review exercises, as outlined below:

**UNDAF 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 and to participate in all formal review processes.

**UN Resident Co-ordinator’s Office**, will support the review process by compiling periodic reports on the work of the Theme Groups and Task Forces, assisting the Theme Groups to co-ordinate the UNDAF reviews, and by organizing ad hoc studies to encourage better understanding of emerging problems.

**UN Country Team** will receive regular updates from the Lead Agencies on progress made by the Theme Groups, and will hold an annual UNDAF retreat to allow for in-depth discussion of UNDAF’s progress, challenges, and future avenues for improved UN system co-ordination and collaboration.

**UNDAF Theme Groups**, spear-headed by the Lead Agencies (and including the UN Focal points for gender, human rights and ICTs) will meet on a monthly basis to guide, review and track the work of the Task Forces and to compile progress reports. They will also be centrally involved in organizing the formal UNDAF reviews.

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<sup>10</sup> The UN system will establish UN focal points and Theme Groups for Human Rights (chaired by UNDP) and ICTs (chaired by UNECA). A Theme Group already exists for Gender (chaired by UNIFEM), and focal points have been established in each UN Agency to ensure that gender concerns are mainstreamed in all programming. See the unabridged version of the UNDAF for more detail.

<sup>11</sup> To maximize transparency and opportunities for inter-agency collaboration, a UN joint programme / project review mechanism will be constituted, so that all UN Agencies are invited to review and comment on each others’ programmes and projects at mid-term and final review periods.

## Resource framework & mobilization

The UNDAF resource framework – as captured in the table below – reflects the estimated financial allocation per UNDAF theme by each UN agency. Once complete, this framework will be helpful for aid co-ordination exercises and to identify gaps for future resource mobilization efforts. At this point, the specified allocations represent an indicative 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. Table 1 shows core resources, as well as extra-budgetary resources (in parentheses).<sup>12</sup>

Within the spirit of UNDAF, the UN Country Team will explore joint resource mobilization strategies (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 mobilization efforts. Also, since 1995, there has been a Trust Fund for Rwanda, which is managed by UNDP with contributions from various donors.

In the coming years, the UN system will seek to build upon these experiences. A joint UN Resource Mobilization Unit could be set up within the Resident Co-ordinator’s Office or within any other agency, as the Country Team deems appropriate.

**TABLE 1**  
**Indicative Resource Allocations (US \$) for UNDAF Themes, 2002-2006**

UN Agencies	Governance & justice	HIV/AIDS & RH	Productive capacities of poor	Regional co-operation	Transitional issues	Total (US\$)
UNECA	400,000	60,000	0	1,250,000	0	<b>1,710,000</b>
FAO	0	0	*	*	*	*
UNAIDS	0	1,500,000	0	0	0	<b>1,500,000</b>
UNDP	13,800,000 (2,690,000)	4,600,000 (2,010,000)	3,450,000 (2,010,000)	0 (670,000)	1,150,000 (670,000)	<b>23,000,000</b> <b>(8,050,000)</b>
UNESCO	*	*	*	*	*	*
UNFPA	650,000	2,400,000 (1,000,000)	850,000 (1,000,000)	250,000	850,000 (500,000)	<b>5,000,000</b> <b>(2,500,000)</b>
UNHCR	0	0	0	0	0	<b>0</b>
UNICEF	1,041,000 (4,886,000)	2,265,000 (2,004,000)	4,631,000 (10,189,000)	Integrated in other themes	Integrated in other themes	<b>7,937,000</b> <b>(17,079,000)</b>
UNIDO	0	0	*	*	0	*
UNIFEM	18,300	18,300	18,300	0	0	<b>54,900</b>
WB	*	*	*	*	*	*
WFP	0	24,000,000	51,000,000	5,000,000	(2,200,000)	<b>80,000,000</b> <b>(2,200,000)</b>
WHO	0	1,575,000	3,085,000	0	0	<b>466,000,000</b>
<b>TOTALS</b>	<b>\$ 23,485,300</b>	<b>\$ 41,432,300</b>	<b>\$ 76,233,300</b>	<b>\$ 7,170,000</b>	<b>\$5,370,000</b>	<b>\$ 153,690,900</b>

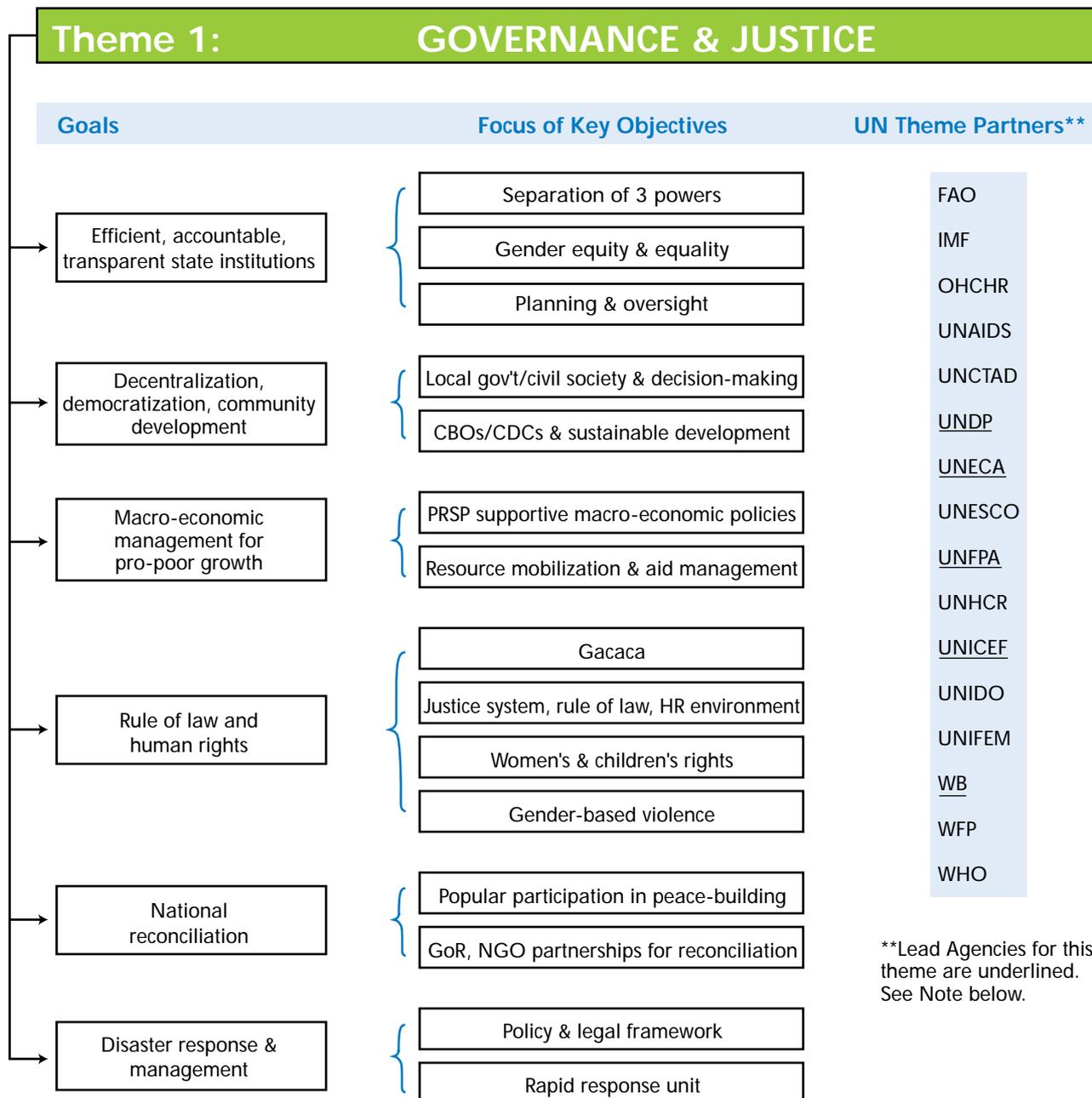
Note: UNECA figures cover entire geographical region with funds from regular and extra-budgetary sources.

\* Figures unavailable at time of writing. Numbers in parentheses ( ) indicate external budgetary resources.

<sup>12</sup> Resources will be channelled through Government bodies, as well as NGOs and implementing UN Agencies. The Government will be consulted concerning the most relevant executing/implementing modalities.

# ANNEX 1

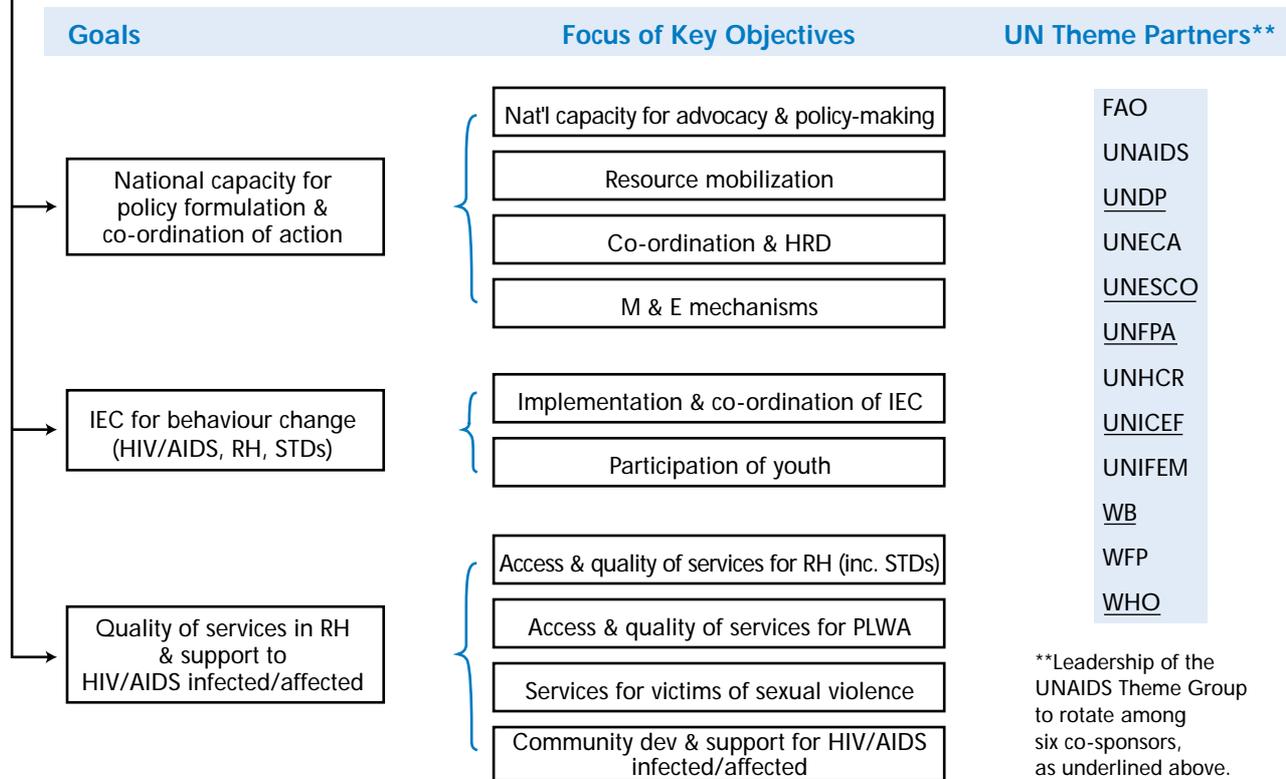
## UNDAF Themes: More Detailed View



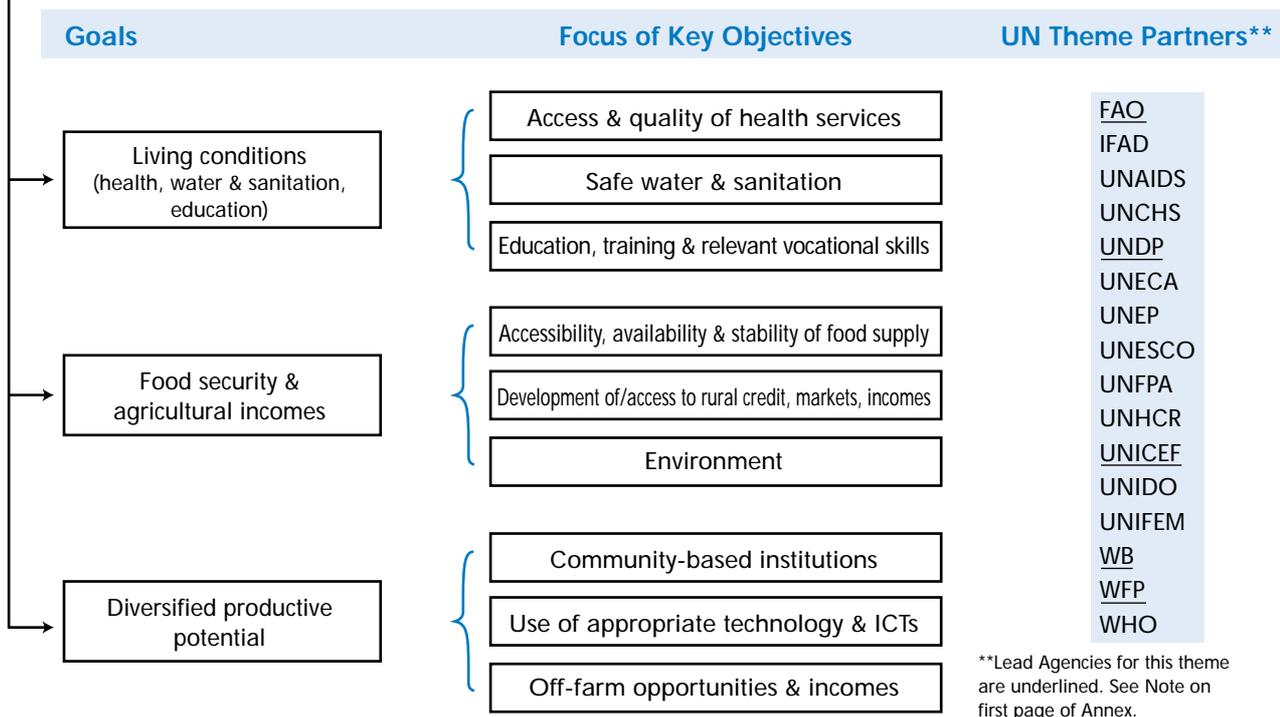
\*\*Lead Agencies for this theme are underlined. See Note below.

**Note:** The chair of each Thematic Group will rotate annually amongst the designated "Lead Agencies" for the theme. Lead Agencies for each theme are underlined in the listings of UN Theme Partners. Lead Agencies will facilitate the work of the Theme Group, and the co-ordination across Theme Groups. See unabridged version of UNDAF for more details.

## Theme 2: HIV/AIDS & REPRODUCTIVE HEALTH



## Theme 3: RAISING THE PRODUCTIVE CAPACITIES OF THE POOR



## Theme 4: REGIONAL INTEGRATION

Goals	Focus of Key Objectives	UN Theme Partners**
National capacity for participation in regional markets	<ul style="list-style-type: none"> <li>National capacity to benefit from regional liberalization</li> <li>Competitiveness of national goods &amp; services in regional markets</li> </ul>	<u>FAO</u> IFAD UNAIDS UNCHS UNCTAD <u>UNDP</u> <u>UNECA</u> UNEP UNESCO UNFPA UNHCR UNICEF UNIDO UNIFEM UNSIA WB WFP <u>WHO</u>
Regional peace & stability	<ul style="list-style-type: none"> <li>Culture of peace/institutional mechanisms &amp; initiatives for regional peace &amp; security</li> </ul>	
Regional co-operation for management of shared resources	<ul style="list-style-type: none"> <li>Nat'l/reg'l capacities for sustainable management of cross-border resources</li> <li>Regional response to HIV/AIDS</li> <li>Regional approach for disaster response &amp; management</li> </ul>	

\*\*Lead Agencies for this theme are underlined. See Note on first page of Annex.

## Theme 5: TRANSITIONAL ISSUES

Goals	Focus of Key Objectives	UN Theme Partners**
Sustainable resettlement of affected populations	<ul style="list-style-type: none"> <li>Institutional capacity of GoR</li> <li>Conflict-affected families without shelter</li> <li>Sustainability of existing <i>imidugudu</i></li> <li>Environment damaged by settlement</li> <li>Capacity of CDCs for planning/development of settlement sites</li> <li>Peace-building and reconciliation</li> </ul>	<u>FAO</u> IFAD ILO UNAIDS UNCHS <u>UNDP</u> UNECA <u>UNESCO</u> UNFPA <u>UNHCR</u> <u>UNICEF</u> UNIFEM WB <u>WFP</u> WHO
Demobilization & sustainable reintegration of RPA	<ul style="list-style-type: none"> <li>Downsizing of RPA &amp; sustainable resettlement of demobilized</li> </ul>	
Demobilization & sustainable reintegration of former armed rebels	<ul style="list-style-type: none"> <li>Implementation of comprehensive reintegration programme for former armed rebels</li> </ul>	

\*\*Lead Agencies for this theme are underlined. See Note on first page of Annex.

# ANNEX 2

## Rwanda and the Millennium Development Goals

Progress towards the recognized international development goals (as recently re-stated at the UN Millennium Summit) is measured against a 1990 base-line. For Rwanda, the 1990 base-line makes little sense, given the huge dislocations wrought by the war and genocide of 1990-1994. However, the GoR has declared its commitment to all of the Millennium Development Goals (MDG), to improving the statistical capacities to monitor the designated indicators, and to realizing steady improvements in the nine designated areas.

Issue & Goal	Indicator	Status
<b>EXTREME POVERTY</b> Halve the proportion of people living below the poverty line by 2015	Proportion of people below national, basic needs poverty line, %	<ul style="list-style-type: none"> <li>Some 60% of Rwandans currently live below the poverty line</li> <li>GoR national target: halve rate to 30% by 2015</li> <li>Poverty Reduction Strategy Paper (PRSP) is complete; implementation to begin at end of 2001</li> </ul>
<b>HIV/AIDS</b> Halt and reverse the spread of HIV/AIDS by 2015	HIV prevalence rate among adults (15-49)	<ul style="list-style-type: none"> <li>2000 prevalence estimated at 13.7%</li> <li>GoR has prioritized the fight with high-level political engagement and concrete policy commitments to reduce the spread. Highlighted in PRSP</li> </ul>
<b>BASIC AMENITIES</b> Halve the proportion of people without access to safe drinking water	Proportion of population who use safe sources of water supply for drinking	<ul style="list-style-type: none"> <li>48% lack access to potable water</li> <li>GoR national target: 90% with access to potable water by 2010</li> <li>GoR taking steps to improve of rural water supplies; prioritized in PRSP</li> </ul>
<b>FOOD SECURITY</b> Halve the proportion of people who suffer from hunger by 2015	Proportion of under five, under-weight children	<ul style="list-style-type: none"> <li>29% of children are underweight (2000)</li> <li>GoR is committed to MDG goal; highlighted in PRSP with plans for concrete action</li> </ul>
<b>EDUCATION</b> Achieve universal access to primary education by 2015	Net primary enrolment rate (%)	<ul style="list-style-type: none"> <li>Net primary enrolment rate is 73% (2000)</li> <li>GoR is working toward UPE by 2015</li> </ul>
<b>GENDER EQUALITY</b> Eliminate gender disparities in primary and secondary education	Ratio of girls to boys in primary school Ratio of girls to boys in secondary school	<ul style="list-style-type: none"> <li>Based on Gross Enrolment Rates, ratio of girls to boys for primary school is 100%; ratio for secondary school is 102%</li> <li>However, quality of education is problematic, and girls have much higher drop-out rates</li> </ul>
<b>UNDER-FIVE MORTALITY</b> Reduce under-five mortality rate by two-thirds by 2015	Under-five mortality rate per 1,000 live births	<ul style="list-style-type: none"> <li>Under-five mortality rate is 198; main killers are malaria, HIV/AIDS, respiratory disease and diarrhoea</li> <li>GoR committed to MDG; prioritized in PRSP. Main actions are via decentralized health districts and preventive programmes, but limited resources will compromise progress</li> </ul>
<b>REPRODUCTIVE HEALTH</b> Reduce maternal mortality rate by three-quarters by 2015	Universal access to reproductive health services	<ul style="list-style-type: none"> <li>Maternal mortality is 810 per 100,000</li> <li>GoR national target: reduce to 202 by 2015</li> <li>Issue is prioritized in PRSP. Strategy and constraints same as for fight to lessen infant mortality rates. GoR also committed to universal access to RH services</li> </ul>
<b>ENVIRONMENT</b> Reverse the loss of environmental resources by 2015	Development and implementation of national strategy for sustainable development	<ul style="list-style-type: none"> <li>Area of natural habitat declined by 62% between 1958 and 1999; 96% of the population use charcoal and wood for energy</li> <li>GoR recognizes importance, and employs conservation and sustainable management policies, but progress is slow</li> </ul>

# Acronyms and Abbreviations

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<b>AIDS</b>	: Acquired Immuno-Deficiency Syndrome
<b>CB0</b>	: Community-Based Organization
<b>CCA</b>	: Common Country Assessment
<b>CDC</b>	: Community Development Committee
<b>CEDAW</b>	: Convention on the Elimination of All Forms of Discrimination Against Women
<b>CEPEX</b>	: Central Projects and External Finance Bureau
<b>CNLS</b>	: Commission Nationale de Lutte Contre le VIH/SIDA (National Commission for the Fight Against HIV/AIDS)
<b>COMESA</b>	: Common Market for East and Southern Africa
<b>CRC</b>	: Convention on the Rights of the Child
<b>CSO</b>	: Civil Society Organization
<b>FAO</b>	: Food and Agricultural Organization
<b>FDI</b>	: Foreign Direct Investment
<b>GDP</b>	: Gross Domestic Product
<b>GoR</b>	: Government of Rwanda
<b>HIPC</b>	: Highly Indebted Poor Countries
<b>ICT</b>	: Information and Communications Technology
<b>ICTR</b>	: International Criminal Tribunal for Rwanda
<b>IDP</b>	: Internally Displaced Person
<b>IEC</b>	: Information, Education & Communication
<b>IFAD</b>	: International Fund for Agricultural Development
<b>ILO</b>	: International Labour Organization
<b>IMF</b>	: International Monetary Fund
<b>PRSP</b>	: Poverty Reduction Strategy Paper
<b>JRPU</b>	: Joint Reintegration Programming Unit
<b>NGO</b>	: Non-Governmental Organization
<b>NHRC</b>	: National Human Rights Commission
<b>NURC</b>	: National Unity and Reconciliation Commission
<b>ODA</b>	: Official Development Assistance
<b>PLWA</b>	: People Living With AIDS
<b>PMTCT</b>	: Prevention of Mother To Child Transmission
<b>PRSP</b>	: Poverty Reduction Strategy Paper
<b>RDRC</b>	: Rwanda Demobilization and Reintegration Commission
<b>RH</b>	: Reproductive Health
<b>RITA</b>	: Rwanda Information Technology Authority
<b>RPF</b>	: Rwandan Patriotic Front
<b>SDC</b>	: Site Development Committee
<b>STDs</b>	: Sexually Transmitted Diseases
<b>TRAC</b>	: Treatment and Research Aid Centre
<b>UNAIDS</b>	: Joint United Nations Programme on HIV/AIDS
<b>UNCHS</b>	: United Nations Centre for Human Settlements
<b>UNCTAD</b>	: United Nations Conference on Trade and Development
<b>UNDP</b>	: United Nations Development Programme
<b>UNECA</b>	: United Nations Economic Commission for Africa
<b>UNEP</b>	: United Nations Environment Programme
<b>UNESCO</b>	: United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	: United Nations Population Fund
<b>UNHCR</b>	: United Nations High Commissioner for Refugees
<b>UNICEF</b>	: United Nations Children's Fund
<b>UNIDO</b>	: United Nations Industrial Development Organization
<b>UNIFEM</b>	: United Nations Development Fund for Women
<b>UNSI</b>	: United Nations Special Initiative for Africa
<b>UNV</b>	: United Nations Volunteers
<b>VCT</b>	: Voluntary Counselling and Testing
<b>WB</b>	: World Bank
<b>WFP</b>	: World Food Programme
<b>WHO</b>	: World Health Organization

# MAP OF RWANDA





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