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RWANDA

Country Development Cooperation Strategy

2015 - 2020

This document, per Country Development Cooperation Strategy Guidance, describes USAID/Rwanda's five-year strategy.

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Acronyms and Abbreviations

ARI	Acute Respiratory Infection
BEST	Best Practices at Scale in the Home, Community and Facilities
CAADP	Comprehensive Africa Agriculture Development Program
CBJ	Congressional Budget Justification
CDC	U.S. Centers for Disease Control and Prevention
CDCS	Country Development Cooperation Strategy
CHAI	Clinton Health Access Initiative
CHW	Community Health Worker
CIP	Crop Intensification Program
CLA	Collaborating, Learning, and Adapting
CMHS	College of Medicine and Health Services
CSO	Civil Society Organization
CVA	Conflict Vulnerability Assessment
DfID	Department for International Development
DHS	Demographic and Health Survey
DLI	Development Leadership Initiative
DO	Development Objective
DOD	Department of Defense
DPCG	Development Partners Coordination Group
DPT3	Diphtheria-Pertussis-Tetanus vaccine (3rd dose)
DRC	Democratic Republic of Congo
E3	Economic Growth, Education, and Environment
EAC	East African Community
EDPRS 2	Economic Development and Poverty Reduction Strategy 2
EICV	Integrated Household Living Conditions Survey
ESSP	Education Sector Strategic Plan
EU	European Union
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FDLR	Democratic Front for the Liberation of Rwanda
FP/RH	Family Planning and Reproductive Health
FSN	Foreign Service National
FtF	Feed the Future
FY	Fiscal Year
G2G	Government-to-Government
GBV	Gender-Based Violence
GCC	Global Climate Change
GDP	Gross Domestic Product
GOR	Government of Rwanda
HICD	Human and Institutional Capacity Development

HLF4	Busan Fourth High Level Forum on Aid Effectiveness
HRH	Human Resources for Health
HSSP III	Health Sector Strategic Plan
IFC	International Finance Corporation
IFDC	International Fertilizer Development Center
IFPRI	International Food Policy Research Institute
ILPD	Institute of Legal Practice and Development
INGO	International Non-Governmental Organization
IR	Intermediate Result
ITN	Insecticide-Treated Mosquito Net
KIE	Kigali Institute of Education
M&E	Monitoring and Evaluation
MCC	Millennium Challenge Corporation
MCH	Maternal and Child Health
ME&L	Monitoring, Evaluation, and Learning
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MIFOTRA	Ministry of Public Service and Labor
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MINIJUST	Ministry of Justice
MININFRA	Ministry of Infrastructure
MINIRENA	Ministry of Natural Resources
MINISANTE	Ministry of Health
MINIYOUTH	Ministry of Youth
MIYCN	Maternal Infant and Young Child Nutrition
NNP	Nyungwe National Park
MOH	Ministry of Health
MONUSCO	United Nations Organization Stabilization Mission in the DRC
MSME	Micro, Small, and Medium-sized Enterprises
NUR	National University of Rwanda
NURC	National Unity and Reconciliation Commission
OE	Operating Expense
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
OVC	Orphans and Vulnerable Children
PEPFAR	President's Emergency Plan for AIDS Relief
PES	Payment for Ecosystem Services
PMI	Presidential Malaria Initiative
PSA	Private Sector Association

PSTA II	National Agriculture Strategy
PTAs	Parent-Teacher Associations
RAB	Rwanda Agriculture Board
RCA	Rwanda Cooperative Agency
RDB	Rwanda Development Board
REMA	Rwanda Environment Management Authority
RGB	Rwanda Governance Board
RNRA	Rwanda National Resources Authority
RPF	Rwandan Patriotic Front
SBMP	School-Based Mentoring Program
SPS	Sanitary and Phytosanitary
TB	Tuberculosis
TCN	Third Country National
TLM	Teaching and Learning Materials
UN	United Nations
UNAIDS	United Nation's Program on HIV and AIDS
UNDP	United Nation's Development Program
UNFPA	United Nation's Population Fund
UNICEF	United Nation's Children Fund
USDH	United States Direct Hire
USG	United States Government
USPSC	United States Personal Services Contractor
WASH	Water, Sanitation and Hygiene
WDA	Workforce Development Authority
WFP	World Food Program
WHO	World Health Organization

Development Context

Rwanda's extraordinary recovery from complete political, economic and social collapse after the 1994 genocide represents one of Africa's most dramatic and encouraging success stories. The Government of Rwanda (GOR) has made a decisive commitment to confront its daunting development challenges head-on, and to undertake a fundamental, broad-based economic and social transformation intended to produce sustainable and equitable national development. This commitment has already yielded highly-visible results in terms of prolonged peace and political stability, as well as major economic and social progress. Annual economic growth rates are among Africa's highest, and huge strides have been made in social indicators such as child and infant mortality, household income, and primary-school enrollment levels. Nevertheless, Rwanda remains among the world's poorest and most densely populated countries, and a strong partnership between the GOR and international donors must continue if Rwanda is to reach middle-income status.

Opportunities

Rwanda represents an extraordinary opportunity for the United States Government (USG) to put its foreign policy priorities into practice by supporting a clear, reasoned and wholly country-owned development vision, in cooperation with a committed and disciplined partner-country government. It also represents a unique opportunity for USAID to operationalize its new strategies for delivering development assistance more efficiently, effectively and sustainably, through the application of aid effectiveness principles under the aegis of the USAID *Forward* initiative.¹

Rwanda's agricultural sector presents opportunities for innovative, targeted investments in areas such as value-chain development and strengthening (maize, beans and dairy), and in GOR policy reform to encourage agriculture-sector investment, including privatization of input markets, improved rural transportation infrastructure, and more efficient and cost-effective post-harvest handling and storage of crops. The household-income multiplier potential of these sub-sectors provides an opportunity to ease the transition from small-scale and subsistence agriculture to a more commercialized agriculture sector that provides a significantly diversified range of employment and business opportunities for small farmers.

The GOR's recognition of the necessity to increase public access to education and, enrollment, and school attendance provides an opportunity to support the essential other half of the equation—education quality. Appropriately targeted interventions in providing foundational literacy and numeracy skills for children in early primary school can provide a long-term foundation for building a workforce capable of supporting the national development vision of a modern service-based economy. In addition, relevant investments in youth and workforce development will allow Rwanda to better capitalize on the “youth dividend” and promote transformation of the youth bulge in an educated and highly skilled labor force.

Rwanda is internationally recognized for its high level commitment to promoting gender equality and women's empowerment. Findings from the USAID/Rwanda Gender Assessment completed in 2011, show that women were key drivers of Rwanda's economic recovery and development after the 1994 genocide. In the immediate post-conflict period, the GOR undertook radical and far-reaching reforms to address the political, social, legal, and economic status of women. Additionally, the

¹USAID *Forward* is an Agency management and policy-reform designed to build USAID's capacity as a world leader in providing high-impact, cost-effective and sustainable development assistance.

Constitution of Rwanda, adopted in 2003, pro-actively promotes gender equality. It outlaws any form of gender discrimination, and incorporates the principle of equality within marriage, and requires women to hold at least 30 percent of decision-making positions in the GOR. The National Gender Policy of 2010 contributes to reducing gender inequalities in all sectors, as a key component of sustainable development, with more emphasis on inclusion of groups that are traditionally marginalized, such as women and children (orphans and vulnerable children).

Rwanda has made remarkable strides in reforms that have placed gender at the forefront of Rwanda's leadership, and have empowered women to influence policy-making, planning, and resource allocation processes. Sixty-four percent of Rwanda's parliament are female, and several cabinet-level positions are held by women. The Ministry of Gender and Family Promotion, the Ministry of Finance and Economic Planning, and the Gender Monitoring Office work together to provide guidance for developing gender-sensitive strategies and programs. Recent engagement by the private sector in gender equality and women's empowerment has increased and creates an opportunity for USAID to implement the Agency's Gender Policy and to support the GOR's efforts in addressing gender inequalities. USAID/Rwanda's programs will help support more changes on the ground through gender integration across all sectors.

Pursuing public-private partnerships in Rwanda will allow USAID to leverage the amount of funding available for targeted and collaborative interventions, which have potential to increase the likelihood of the private sector's engagement and to sustain achieved results. USAID/Rwanda will develop and put into practice a standard screening tool for technical offices to use during the project development stage to determine if a planned intervention is a likely candidate to be pursued through a public-private partnership. Attention will be given to ensure that public-private partnerships actually increase the provision of a public good, which would not be possible without USAID support.

Finally, Rwanda offers an opportunity to work cooperatively with the GOR and civil society to promote the rule of law, protect civil rights and liberties, and increase the accountability and effectiveness of governance and public-policy formulation and application. These serve to increase private citizens' voice in national decision-making, while building trust and mutual respect between GOR institutions and Rwanda's civil society. This is vital to Rwanda's ability to maintain its current consensus on national development policy while sustaining the dramatic recovery it has achieved since 1994.

Challenges

Rwanda's recovery is even more impressive when considering its natural resource endowment, geographic position, human-resource base and economic infrastructure. Rwanda ranks 151 out of 187 in the UNDP's Human Development Index 2014. While it is the African continent's most densely-populated nation, at 416 people per square kilometer,² it is also among the least urbanized. Eighty-five percent of the population in Rwanda is rural,³ and 80 percent is employed in agriculture, of whom 86 percent are women⁴ and mostly of a low-productivity, subsistence nature. This low productivity is evidenced by the fact that, despite engaging the bulk of the labor force, agriculture only constitutes 31 percent of GDP.⁵ In addition, 2012 Education Statistics shows that

²Rwanda. UNdata. Web. 04 May 2012. <<http://data.un.org/CountryProfile.aspx?crName=RWANDA>>.

³The Third Integrated Households Living Conditions Survey: Main Indicators Report. Rep. National Institute of Statistics of Rwanda, Feb. 2012. Web. <<http://statistics.gov.rw/publications/third-integrated-household-living-conditions-survey-eicv-3-main-indicators-report>>.

⁴Agriculture Gender Strategy. Ministry of Agriculture and Animal Resources, Rwanda, January 2012.

the literacy rates in Rwanda are estimated at 47.8 percent for women and 58.1 percent for men. Furthermore, 25 percent of women have never attended school, compared to 17 percent of men.

The rural population suffers disproportionately from chronic household food insecurity, due primarily to a mutually-reinforcing combination of low agricultural productivity and poverty. Forty-seven percent of female-headed households compared to 44.3 percent of men live below the poverty line and are considered potentially vulnerable.⁶ Maternal and under-five child mortality continue to be high at 487 and 76 per 1,000 live births⁷ respectively. HIV prevalence is estimated at 3.0 percent;⁸ this is a relatively low figure for Africa that yet still imposes an extremely heavy burden on the public health system—and the foreign assistance donors that finance it—given the number of individuals (over 65,000) reliant on free or subsidized Anti-Retroviral Therapy (ART). Women have a higher HIV prevalence rate than men - 3.7 percent versus 2.2 percent. Female sex workers were found to have an HIV prevalence of 51 percent, highlighting the need to adopt project strategies for vulnerable women and girls.

While health indicators have been trending in a decidedly positive direction in recent years, chronic malnutrition (i.e. stunting) remains severe and widespread, particularly among children under five years (44 percent).⁹ Rwanda has a high-level government commitment to reducing the burden of chronic malnutrition in the country. In an effort to increase public awareness about the importance of nutrition, a nationwide 1,000 Days campaign, was launched in 2013, with USAID's support.

The USAID/Rwanda Nutrition Working Group has pushed forward with a more detailed analysis to better understand the challenges and main contributing factors to the country's stunting problem, in order to best focus our upcoming project designs and activities. According to the data in Rwanda, the likely best overall tactic that would most reduce malnutrition is the reduction of rural poverty accompanied by increased consumption of animal source foods such as milk, eggs and meat.

Rwanda's private sector is small, local and poorly capitalized. As the country has virtually no industrial base, most inputs and finished products must be imported. Due to the distance to the nearest port—nearly 1,000 miles away (in Dar es Salaam, Tanzania)—imported goods carry up to a 40 percent transport-cost premium. Combined with the high cost of energy, Rwandan industry is at a severe cost disadvantage. The domestic labor force is largely uneducated and possesses few skills required to function in a modern economy. Given Rwanda's geographic isolation; very small domestic market; low-skilled, low-productivity labor force; and high cost of operation, it is not currently an attractive destination for sufficient foreign direct investment that could leverage broader economic growth.

Over recent years, Rwanda has experienced heavy floods exacerbated by deforestation and changes in land use. The average temperatures in Rwanda are projected to increase up to 2.5 degrees Celsius over the next twenty to eighty years. In addition, an increase in total annual precipitation and altered seasonality is likely to be expected. Because of these issues, the GOR has made climate change a political priority. The GOR's Economic Development and Poverty Reduction Strategy 2 (EDPRS 2) and other sector strategies, such as the National Green Growth and Climate Adaptation Strategy, highlights climate change and the environment as an important policy issue. However,

⁶ Ibid.

⁷ Ibid.

⁸ Ibid.

⁹ *2010 Rwanda Demographic and Health Survey: Key Findings*. National Institute of Statistics of Rwanda and ICF International. 2012. Calverton, Maryland, USA: NISR and ICF International.

there remains an unmet need to integrate climate change into programming. This is likely due to lack of understanding of climate impact on sectors; difficulty integrating climate adaptation into activities; limited funding for implementation; and resistance to change from standard practices. In addition, civil society and university engagement on climate change in Rwanda remains relatively weak.

On the democracy and governance front, Rwanda is among the least corrupt in the developing world, service delivery is steadily improving and Rwanda is seen worldwide as a model for government efficiency and effectiveness. . Under the disciplined, visionary leadership of President Paul Kagame since the 1994 Genocide, the government has been exemplary in its commitment to broad-based, equitable national development and in its intolerance of corruption. Although GOR policy around Democracy and Governance issues is publically supportive of open political space, the implementation of the policy is often lacking. Rwanda's development vision and policy-implementation modality has a top-down approach, with limited opportunity for individuals or organizations to propose policy alternatives. As such, citizens are reluctant to publicly express disagreement with government policy and actions. Although the government at times permits citizens to highlight deficiencies in service delivery, the ability of the press and civil society to report on policy or programmatic challenges is severely constrained. .

While the population at large is appreciative of increased public access to, and quality of, government services, including education, health care and transportation infrastructure, two consecutive USAID Conflict Vulnerability Assessments (in 2005 and 2011) have detected consistent frustration on the part of individuals and civil-society organizations (CSOs) over the GOR's preference for top-down public-policy formulation and implementation. The development of a vibrant, knowledge-based economy, which is at the core of the GOR's development vision, will require an empowered citizenry—including that part organized into CSOs—that is able to play a full role in public life, including the ability to participate in, and freely and publicly criticize, the formulation and implementation of policy.

The 2011 USAID/Rwanda Gender Assessment highlights that, in many respects of gender integration, it has proven difficult to translate Rwanda's strong leadership stance, and positive legal and institutional framework, into effective change on the ground, especially for the majority of the population living in rural areas. Extensive outreach and sensitization efforts, knowledge of the rights enshrined in these gender sensitive laws and policies, and the capacity to enforce them effectively, remain limited. While progress for women on the political front has been impressive, especially at the national level, progress in women's economic empowerment has not been as strong and economic opportunities, and the associated benefits, remain markedly gender-differentiated. The country still face barriers to transform gender relations on the ground; challenge cultural barriers that still leave women marginalized both economically and in terms of household- and community-level decision-making, and which perpetuate stereotypes of masculinity that are disabling for men and often conceal important male gender issues with respect to changing roles, conflict, and sexual violence.

Furthermore, the prevalence of gender based violence (GBV) is high in Rwanda. Addressing GBV will require strong collaboration among public and private stakeholders to develop and implement a multi-pronged approach that addresses societal and cultural norms, including male attitudes towards and female tolerance of violence, and ensures accessibility of services. According to Rwanda's 2010 Demographic and Health Survey, 48 percent of women have experienced physical and/or sexual violence. Overall, 5 percent of women who are or have been married have experienced some kind of violence (physical or sexual) from their husband or partner, and 44 percent have experienced some form of spousal violence in the past 12 months. Women who are employed and earning money are more likely to report having experienced physical violence than

women who are unemployed or employed but not paid in cash. Twenty-two percent of women have experienced sexual violence, which is more than one in five women.

USAID's 2015-2020 Country Development Cooperation Strategy (CDCS)

As evidenced above, Rwanda's complex development context combines enormous positives and daunting overall development challenges. USAID/Rwanda's 2015-2020 CDCS strongly supports the positives, while forthrightly addressing the challenges. The goal of the CDCS is to help accelerate Rwanda's progress to middle income status and better quality of life through sustained growth and reduction of poverty. All USAID activities, projects, programs and initiatives have this goal as their unifying principle and will take into consideration gender equality perspectives, capacity building, and global climate change across development sectors. The CDCS goal will also contribute to the outcomes specified in the Gender Equality and Female Empowerment Policy by promoting equal participation and access to national socio-economic programs, services, and resources and creating opportunities to strengthen women and girls' leadership role, decision-making, and power dynamics in the Rwandan society.

The 2015-2020 CDCS is fully aligned with GOR development priorities, which are comprehensively spelled out in a series of national strategic documents: Launched in 2000, and revised in May 2012, [Vision 2020](#)¹⁰ describes a long-term vision for Rwanda's development while the second iteration of the [Economic Development and Poverty Reduction Strategy \(EDPRS2\)](#)¹¹ and a series of sectoral strategies detail a practical approach to achieving Vision 2020 goals over the medium-term. Vision 2020 identifies the following goals:

- Short-term: *Macroeconomic Stability and Wealth Creation to Reduce Aid Dependency.*
- Medium-term: *Transition the Country from an Agrarian to a Knowledge-based Economy.*
- Long-term: *Create a Productive Middle Class and Foster Entrepreneurship.*

Successful achievement of Vision 2020 will be measured by the relative achievement of goals under six pillars, covering: 1) good governance and a capable state; 2) human resource development and a knowledge-based economy; 3) a private-sector led economy; 4) infrastructure development; 5) productive and market-oriented agriculture, and 6) regional and international economic integration.

The GOR has developed sectoral medium-term strategies to keep Vision 2020 progress on track. The most recent EDPRS 2 covering the period of 2013-2017, highlights key goals—many of which address priorities, which are also outlined in this CDCS—including poverty reduction, agriculture sector development, capacity building, improved health status, and integrated social protection programming, among others. USAID/Rwanda development priority areas will integrate gender perspectives based on gender inequalities identified and recommendations from gender analyses recently completed to inform Project Appraisal Documents. As a result, these efforts will contribute to the EDPRS2 goal aimed at addressing the needs of all groups to realize rapid economic growth through mainstreaming gender and family in planning, budgeting, and developing gender sensitive programs/projects at national and local levels.

The GOR is a leader in applying aid-effectiveness principles to its relationship with development partners (donor countries and organizations); this is being achieved by strengthening GOR systems to meet partner requirements for delivering assistance, including public financial-management systems, as well as increased use of sector program assistance and sector-wide approaches, and

¹⁰*Rwanda Vision 2020*. Rep. Republic of Rwanda. Web. <http://www.minecofin.gov.rw/webfm_send/1700>.

¹¹*Economic Development and Poverty Reduction Strategy 2008-2012*. Rep. Republic of Rwanda, Sept. 2007. Web. <<http://siteresources.worldbank.org/INTRWANDA/Resources/EDPRS-English.pdf>>.

actively promoting donor coordination. In 2010, the GOR and the USG agreed that United States investments would target Economic Growth (with a focus on agriculture and rural enterprise), Health, Basic Education and Democracy and Governance. The 2015-2020 USAID/Rwanda CDCS Results Framework continues to focus on these sectors.

The Regional Context

As one of six pillars in its Vision 2020 development strategy document, the GOR considers regional and international integration a key element to the successful achievement of its development agenda. In this long-term strategy, the GOR focuses on pursuing an open, liberal trade regime while minimizing barriers to trade and encouraging foreign investment.¹² As a landlocked country, Rwanda is inextricably linked to, and dependent upon, its immediate neighbors' cooperation in order to grow and develop, and has therefore prioritized its economic integration in the East Africa region. Within the past ten years, Rwanda has formally acceded to the East African Community (EAC), and has also become a member of the broader Common Market for Eastern and Southern Africa. The decision to join these communities has steadily increased the volume of trade with fellow EAC members, particularly Uganda, Tanzania and Kenya.¹³ Although intra-EAC trade has increased in aggregate (from \$2.2B in 2005 to \$4.1B in 2010), it has decreased as a percentage of total EAC trade, with non-EAC partners becoming an increasingly larger share (47 percent in 2010 compared to 28 percent in 2005) of total EAC trade.¹⁴ However, while there are clear opportunities for Rwanda to further strengthen intra-EAC trade, this raises potential risks to Rwandan producers who may not be competitive against products from EAC economies with ports providing access to cheaper inputs. As such, competitiveness is a key component to Rwanda's integration strategy.

With a relatively small domestic market, regional and international trade is key to achieving USAID/Rwanda's economic development goals. Coffee and pyrethrum have already demonstrated USAID's success in supporting Rwanda's efforts to increase exports in high-value cash crops; other exportable products include tea, processed fruits, essential oils, processed beans, and dairy. Given increases in regional trade in agricultural commodities, propelled by a nearly three-fold increase,¹⁵ and the barriers to market integration that persist, addressing these inefficiencies will have significant impacts on poverty reduction.

Nutrition

While overall achievements in Rwanda have been impressive, problems persist. Malnutrition is one of the major causes of infant, child and maternal morbidity and mortality in Rwanda. One child in thirteen does not live to the age of five years. According to the Rwandan Demographic and Health Survey (RDHS, 2010), chronic malnutrition affects 44 percent of children under the age of five years. The heaviest burden for stunting is for children under the age of 23 months (peaking at 55.1 percent for age-group 18 to 23 months old) with boys at 47.4 percent compared to girls at 41.1 percent. Geographic variations exist too; the Northern Province has high chronic malnutrition at 50.7 percent. Micronutrient deficiencies (hidden hunger) are another challenge for the GOR. RDHS reports that 38 percent of children are anemic, with high burden borne by children aged 6-8 months (70 percent anemic). Other forms of malnutrition such as wasting and underweight have been dropping and currently fall into "acceptable" levels.

¹²Rwanda Vision 2020. Rep. Republic of Rwanda. Web. <http://www.minecofin.gov.rw/webfm_send/1700>.

¹³Rwanda: Bank Group Country Strategy Paper 2012-2016. Rep. African Development Bank. Web. <<http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/Rwanda%20-%20CSP%202012-2016.pdf>>.

¹⁴The State of East Africa 2012. Society for International Development. April 2012 <http://www.sidint.net/docs/SoEAR2012_final.pdf>

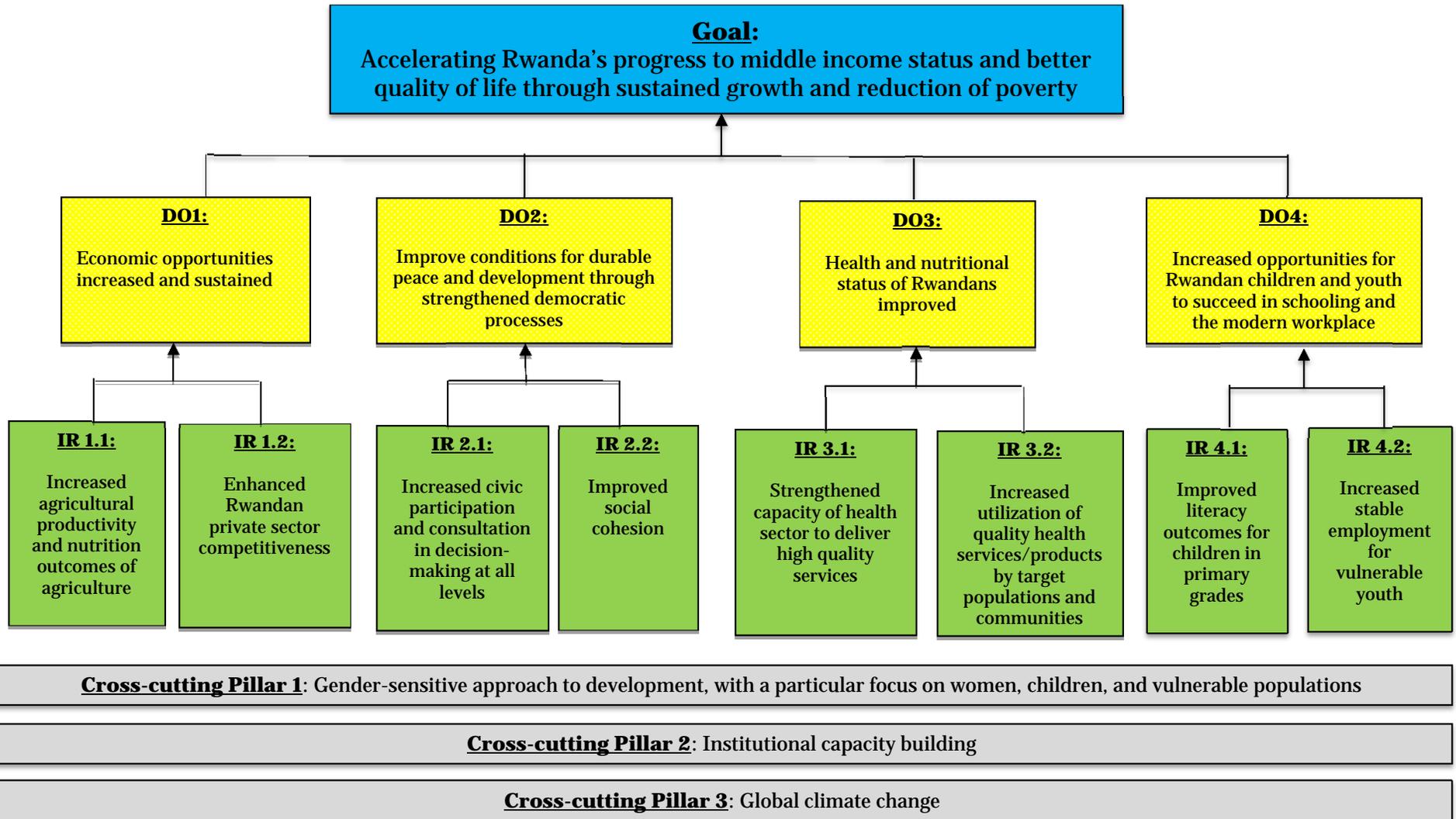
¹⁵Ibid.

Challenges that are particularly severe in Rwanda include poor complementary feeding of children older than 6 months, which is driven by poverty and low supply of nutrient rich foods, particularly animal source foods such as milk, eggs and meat. Repeated child infections like viral, bacterial and parasitic infections that impact the child's food consumption and nutrients absorption also pose a severe challenge.

The GOR, together with its development partners and educational institutions, is committed to find solutions that address under-nutrition. Under the Ministry of Health (MOH), multi-sector initiatives have been put in place over the past decade aimed at improving malnutrition. These include the adoption of policies such as the National Protocol on Management of Malnutrition at facility and community levels in 2009, and the 2010 National Multi-Sectoral Strategy to Eliminate Malnutrition (2010-2013). A new multi-sector Food and Nutrition Policy (2013-2018) has been developed to provide policy guidelines to effectively address stunting and micronutrient deficiencies.

Effective coordination among donors, the health ministry and other sectors such as agriculture, education, finance, gender ministry, and local government is ongoing. To further improve the coordination, the two nutrition technical working groups of Ministry of Agriculture and Health were merged to form one core group during the policy development process. In 2013, USAID, as the co-chair of the national Nutrition Technical Working Group, contributed to the development and finalization of the National Food and Nutrition Policy for Rwanda (2013-2018) and its strategic plan. USAID staff co-led and provided technical support during consultative meetings. As specified in the National Strategic Plan to Eliminate Malnutrition, district nutrition plans are important for nutrition planning, budgeting, coordination and monitoring which are essential components of the country's program to eliminate malnutrition.

USAID/Rwanda Results Framework



Goal: *Accelerating Rwanda’s Progress to Middle Income Status and Better Quality of Life through Sustained Growth and Reduction of Poverty.*

USAID/Rwanda’s CDCS Goal is closely aligned with key GOR priorities for the next five years and mirrors the overarching goal of the EDPRS 2: “*Accelerating progress to middle income status and better quality of life for all Rwandans through sustained growth of 11.5% and accelerated reduction of poverty to less than 30% of the population.*” The main premise of this goal is to accelerate the progress already achieved and to shape the country’s development in the future. USAID/Rwanda’s CDCS Goal seeks to strengthen Rwanda’s successful growth and development with a focus on capacity building, sustainability, gender equality and women’s empowerment, and adaptation to local conditions through increased consultation.

The first pillar of Vision 2020—Good Governance and a Capable State—highlights the importance of capacity building in Rwanda’s strategy as “the situation calls for rapid development and deployment of public sector skilled human resources, who grasp the needs of other sectors and can translate them into sound policies and strategies.”¹⁶ These priorities will be carried out through the strengthening of both host country systems and the institutional capacity of local organizations to contribute to national development and policy recommendations.

The capacity component of the CDCS Goal will be defined using guidance from USAID’s Bureau for Economic Growth, Education, and Environment (E3) which defines human and institutional capacity development (HICD) as *a USAID model of structured and integrated processes designed to identify fundamental causes of performance gaps in host country partner institutions, address those gaps through a wide array of performance solutions in the context of all human performance factors, and enable cyclical processes of continuous performance improvement through the establishment of performance monitoring systems.*¹⁷ By utilizing an organizational approach—rather than an individual approach—USAID/Rwanda will move beyond increasing knowledge and skills (i.e. training) to addressing additional performance factors such as information, resources and tools, incentives, capacity, and motives.¹⁸

Selectivity and Focus

Given the small size of Rwanda and the GOR’s stated preference for “broad-based” development implemented through nation-wide programming, USAID/Rwanda will not limit its Goal or Development Objectives to a few geographic areas, but will rather seek national impact either directly or through replicable investments, largely following technical areas of focus agreed upon by GOR and development partners. Although USAID/Rwanda as a Mission will not be targeting specific geographic areas, each Development Objective will focus on relevant sectors and sub-sectors (e.g. beans and maize value chains, land-related conflict, etc.) while select institutions will be targeted for capacity building efforts. Throughout the CDCS, reference is made to these sub-sectoral and institutional foci. This selectivity and focus allows for USG investments to have the greatest development impact. In addition, USAID/Rwanda has created three cross-cutting pillars described below to focus efforts across teams and serve as a foundation for project designs. With the deployment of the new management information system, AidTracker+, the Mission will increasingly use detailed project data/results and GIS tools to inform decision-making as well as programming U.S. foreign assistance, including nutrition and poverty reduction, and gender-sensitive activities.

¹⁶Rwanda Vision 2020. Republic of Rwanda. Web. <http://www.minecofin.gov.rw/webfm_send/1700>.

¹⁷<http://inside.usaid.gov/EGAT/offices/edu/programs/upload/HICD-Handbook-2011-08-2.pdf>

¹⁸Ibid.

Cross-cutting Pillars¹⁹

This CDCS illustrates the importance of gender, institutional capacity building, and global climate change issues by incorporating these priorities into the Results Framework as cross-cutting pillars which underpin all USAID/Rwanda investments.

Gender: USAID/Rwanda is moving beyond a gender-neutral development approach and will proactively advance gender issues throughout each Development Objective. The Mission decided that a cross-cutting pillar would be the best way to emphasize the importance of gender to the mission and ensure that gender will be a consideration in all Mission activities to address existing and potential gender inequalities in Rwanda. By integrating gender into the DOs and IRs, USAID/Rwanda will be able to make greater progress towards the desired outcomes highlighted by USAID's Policy on Gender Equality and Female Empowerment.²⁰

Institutional Capacity Building: Recognizing the importance of well-functioning and effective organizations in Rwanda to achieving and sustaining results of U.S. foreign assistance, USAID/Rwanda will increasingly be focusing on improving local capacity of the GOR institutions, private sector, civil society organizations, and other key stakeholders. Capacity development has been incorporated into the Mission's entire program in order to ensure long-term, sustainable impact for the people of Rwanda. USAID/Rwanda will continue to build local capacity in key areas within the health, education, economic growth, and democracy and governance sectors. In addition, gender equality and female empowerment principles will be integrated into capacity building interventions to support the implementation of the USG and GOR gender policies. To continue to operationalize this commitment to capacity and greater country ownership, the Mission plans to increasingly transition the financing of programs directly to GOR institutions and local civil society organizations. Maintaining recent development progress will depend heavily on collaboration with GOR and continued engagement with Rwandan citizens. By building institutional capacity, USAID/Rwanda will help to place Rwanda permanently on the road to sustained, broad-based, and gender-responsive national development.

Global Climate Change Adaptation: In response to Rwanda's vulnerability to the effects of Global Climate Change (GCC) and consistent with U.S. and GOR prioritization of climate change as recognized through the Executive Order 13677 that requires the integration of climate-resilience considerations into all U.S. development work and the GOR's EDPRS 2 and the National Green Growth and Climate Adaptation Strategy, USAID will integrate climate change throughout the Mission's portfolio. This will be done by targeting those sectors at most risk of being affected by climate change. Climate projections for Rwanda suggest a rapidly warming and increasingly wet climate. Although uncertainties exist, and there is considerable variability among various models, risks are expected to increase in Rwanda in many key development sectors, especially agriculture, in addition to energy, infrastructure, and health, which are also impacted by climate variability. USAID/Rwanda will continue to support the GOR's efforts to

¹⁹ While cross-cutting pillars are required across the board for each DO, the lenses (which are not required) ensure that the Mission does not lose sight of its multi-sectoral Goal while working towards technical DOs.

²⁰ These are: Reduce gender disparities in access to, control over and benefit from resources, wealth, opportunities and services economic, social, political, and cultural; Reduce gender-based violence and mitigate its harmful effects on individuals and communities; and Increase capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.

promote climate resilient development and will look for opportunities to integrate cost effective and sustainable solutions that support climate resilience, applicable to the Rwandan context.

Influence and Collaboration: A Non-Financial Resource Agenda

USAID/Rwanda utilized the CDCS process as an opportunity to re-assess its collaboration with key stakeholders. USAID currently co-chairs the Development Partners' Coordination Group (DPCG), which is responsible for overseeing the entire aid coordination system. The DPCG also coordinates an annual Development Partners Meeting and Development Partners Retreat between the GOR and its development partners. In the GOR's foreign aid infrastructure, USAID additionally plays an active donor role in the Health, Education, and Agricultural sectors, allowing the USG to participate and affect key discussions between GOR, other donors, NGOs and the private sector regarding the strategic planning and future investments in these three sectors in Rwanda.

Development Hypothesis

Rwanda must perform what might be termed a form of “developmental jujitsu,” where it transforms what currently is a major development challenge—its high, largely-unskilled population relative to its economy and natural resource base—into a comparative advantage as the basis for a modern, competitive knowledge-based economy that serves the region and beyond. Currently, realizing the full potential of Rwanda's population is significantly constrained by limited GOR resources, low education levels, poverty, lack of sufficient economic opportunity, and limited civic engagement.

USAID/Rwanda's development hypothesis is as follows: If USAID/Rwanda helps address the lack of regional competitiveness of the domestic economy; the limited economic opportunities, especially in rural areas and among youth; limitations to peaceful, public expression of dissent from government policy; the weak institutional capacity of GOR and local civil society, especially in the health sector; and the limited skills that are foundational to a modern economy; then Rwanda's capacity to sustain long-term and broad-based economic growth and to reduce poverty will be strengthened.

With the urgency of realizing this transformation, several key sectors must be addressed simultaneously by building their respective capacities to support this transformation and achieve sustainable national development. USAID's programmatic and gender-sensitive approach focuses on the following sectors, consistent with USAID's comparative advantages in delivering assistance:

- Agriculture must be modernized to improve the quantity and quality of production, and thereby increase both household income and food security while promoting women's rights to equally benefit from household economic resources. This income effect will significantly grow the domestic consumer market, providing in turn new income and employment opportunities. The process of officially certifying private ownership of land, (which USAID is supporting) —Rwanda's scarcest and most politically and culturally sensitive economic resource, must be continued in the most transparent and predictable way possible.
- GOR institutions—including ministries, the justice system, the public-health system, local government, and civil society organizations must be strengthened in regards to their human and institutional capacity, including gender integration competencies.

Enhanced capacity will allow these entities to be able to fully participate in the formulation, execution and debate of public policy and enforcement of human rights, taking into account the principles of gender equality and women's empowerment. Yet, in order to succeed, this capacity building effort cannot be purely directive. It must also be consultative and participatory through participation of vulnerable and marginalized populations, including women and youth, so that all citizens develop a personal stake in its achievement. This is important not only to good governance, but to providing the outlets for peaceful dialogue that can prevent potential unrest that may threaten long-term political stability and social cohesion.

- The health sector's capacity to deliver an appropriate package of health services down to the local level, with minimal reliance on external expertise and financing, is essential to minimizing service-delivery costs and sustaining recent improvements in Rwanda's health sector. But delivering these services is not enough; individuals, especially poor and vulnerable populations and communities must have the capacity to equally access and effectively utilize these services while taking more ownership over their own health.
- The education system must be strengthened to ensure that all Rwandan primary school-age children regardless of circumstance have at least a minimum, functional foundation in literacy and numeracy, so as to be able to effectively participate in a modern economy. Out-of-school youth must be provided with employable skills and employment opportunities that support their enthusiasm for productive participation in Rwanda's development process. Gender perspectives must be integrated into these investments to ensure that female and male students have equal access and participation so that they can benefit from the interventions.

Risks²¹

While the USAID Conflict Vulnerability Assessment (CVA) for Rwanda did not foresee a likelihood of significant violent conflict in the near term, it did raise concerns that some of the current development strategies employed by the GOR could increase grievances, creating potential flashpoints for future civil unrest. Risks to achieving the objectives outlined under this strategy include the following:

Unemployment & the Youth Bulge: An enormous post-genocide youth bulge (54 percent of the population is under 20 years of age)²² is beginning to make itself felt in the labor market, seeking both skilled and unskilled jobs, and having high expectations for Rwanda's future prosperity. In the near term, the number of graduates is likely to outpace the number of new employment opportunities. Given the combination of this youth bulge, a displaced rural workforce, and the mismatch between the education and skills of this population and what is needed by even the relatively modest requirements of Rwanda's urban economy, there is a potential for insecurity. This situation has the potential to lead youth, particularly females, into sexual abuse and human trafficking issues, as well as into drug abuse and crime (particularly males). Resource constraints do not allow USAID to invest as much as is needed to address the youth bulge and unemployment, but USAID/Rwanda's investments under the CDCS will help to

²¹ For the purposes of this CDCS, *Risks* are defined as those situations that are a) understood, and b) could hinder USAID/Rwanda's capacity to achieve its development objectives. Efforts should be made to mitigate risks therefore increasing the likelihood of achieving USAID development objectives.

²² *2010 Rwanda Demographic and Health Survey: Key Findings*. National Institute of Statistics of Rwanda and ICF International. 2012. Calverton, Maryland, USA: NISR and ICF International.

mitigate this risk by strengthening sustainable economic growth and increasing employment opportunities for youth; recognizing youth as critical stakeholders for consolidating democracy and change agents to promote peace and reconciliation; supporting practices that promote health and improved nutritional status among this population; and addressing gender imbalances faced by female and male youth that prevent them from accessing employment opportunities and overall contributing to the country's development.

Global Economic Trends: The GOR prioritized regional integration due to the long-term benefits of increased trade and cooperation. In an increasingly interconnected world, a significant weakening of international market demand—potentially caused by economic slowdown in the U.S. and/or the European Union (EU) would severely limit Rwanda's options for economic growth²³ through increased exports and tourism. A major domestic slowdown in growth would further exacerbate the GOR's already-large challenge in generating sufficient new employment opportunities for Rwanda's rapidly-growing labor force, posing risks for Rwanda's political and social stability. Furthermore, debt-driven fiscal pressures in major donor countries—including the U.S. and major EU member states—are constraining their budgets - which may result in significantly reduced foreign assistance to Rwanda. In addition, Rwanda is vulnerable to external shocks due to its narrow export base.²⁴ Unless Rwanda diversifies its export portfolio and increases exports, Rwanda's reliance on foreign assistance during a global recession would lead to considerable cutbacks in government spending²⁵ and could weaken the country's macroeconomic environment as it deals with imbalances in its trade account resulting from decreased levels of official development assistance.

Top-down authority: The GOR has achieved impressive development results using a strong government approach. However, if the authority continues to grow and stifles the freedom and political space of citizens, that success could become the catalyst for other long term problems.

USG Budget Priorities: Throughout the life of the CDCS, USAID/Rwanda's budget will likely be affected by the U.S. government's fiscal constraints and Congressional earmarks but also a range of other factors including a change in the U.S. Executive Administration (in 2017).

Capacity Gaps within Rwandan Institutions: The African Development Bank notes that Rwanda's ambitious reform agenda could outstrip its capacity to implement and manage the investment program.²⁶ In addition, the World Bank cited weak implementation capacity as a major constraint to successful implementation of the first Poverty Reduction Strategy Paper and that these risks are particularly pronounced at decentralized levels.²⁷ Similarly, despite strong governance indicators, USAID/Rwanda considers the high turnover rate of personnel and weak capacity within all institutions as a continued risk to the achievement of its assistance objectives. Not only are civil society organizations consistently changing leadership and personnel but GOR ministers are reassigned or replaced at a high rate, resulting in sudden changes in approaches and a permanent learning curve at the top ministerial level. Lower-level personnel, particularly in the health and education sectors, show high turnover rates due to poor compensation, heavy workloads and inconsistent supervision. In addition, the consistently high number of unfilled

²³Rwanda Business Forecast Report. Rep. no.Q1 2012. Business Monitor International, 2 Dec. 2011. Web.

²⁴Rwanda: Bank Group Country Strategy Paper 2012-2016. Rep. African Development Bank. Web.<<http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/Rwanda%20-%20CSP%202012-2016.pdf>>.

²⁵Rwanda Business Forecast Report. Rep. no.Q1 2012. Business Monitor International, 2 Dec. 2011. Web.

²⁶Rwanda: Bank Group Country Strategy Paper 2012-2016. Rep. African Development Bank. Web.

²⁷Country Assistance Strategy for Rwanda. Rep. The World Bank, 2008. Web

positions in local ministries further strains employee morale and weakens government institutions. The GOR has recognized these challenges and recently took measures to begin addressing these gaps with a newly approved Pay and Retention Policy. Although civil society organizations have been constrained by tight government control, their input has been more welcomed when it is well-founded in evidence-based research and a high degree of professionalism. Despite the GOR's high level commitment to gender equality and women's empowerment, the Ministry of Gender and Family Promotion and the Gender Monitoring Office have highlighted that capacity building for gender analysis and integration by public and private institutions remains problematic. A number of gender-sensitive laws and policies are in place, but the implementation has been very challenging due to lack of adequate skills of staff and limited education and dissemination of these documents to the community. These factors demonstrate the importance of USAID's institutional and human capacity-development efforts—which are themselves key to both the USG's and the GOR's development priorities—but also demonstrate the complex capacity building environment. Within the GOR, this instability complicates USAID/Rwanda's ability to maintain programmatic alignment with GOR priorities and to maintain strong working relationships with high-level GOR decision-makers. To mitigate this risk, USAID/Rwanda will work directly with several targeted GOR institutions including the Ministry of Health (MOH), Ministry of Education, Ministry of Agriculture, and the Ministry of Finance and Economic Planning (MINECOFIN).

GOR Revenue Generation to Sustain and Expand Development Investments: Forty percent of the GOR's annual budget of approximately \$2.2 billion is financed by foreign assistance. Over time the GOR must lessen its dependency on external financing due to likely continued reductions in external assistance for Rwanda, and in order to attain middle-income status (which it aspires to achieve by 2020), and ensure sustainable economic growth. Although the GOR policy is to reduce dependence on external financing, the Ministry of Economic Cooperation and Finance is focused on supporting broad-based economic growth under EDPRS2, while domestic resources for certain sectors, such as health, will remain constant. At the same time, the largest health sector donors, the USG and Global Fund, are expecting the GOR to assume a greater share of health sector recurrent costs through domestic financing, as both PEPFAR and Global Fund disbursements in Rwanda will likely decline in coming years. Rwanda does not yet have the level of economic growth and tax revenue to boost domestic spending on health care. Even under the current resource envelope, there is an estimated 33 percent gap in financing to support the government's Health Sector Strategic Plan III (HSSP III). USAID will continue to assist the GOR in addressing financing for development through three key approaches. 1) A key component of all USAID assistance is to include measures that promote sustainability prior to commencing a project by ensuring the integration of activities into GOR policies and approaches (among other measures). 2) USAID also strategically seeks to engage GOR leadership in discussions about financing approaches. For example, in health USAID is working to expand nascent private sector involvement in health service delivery, develop greater efficiency in the delivery of health services, and prioritize investments in the health sector 3) Finally, USAID is exploring opportunities to assist the Rwanda Revenue Authority to improve tax administration, while complementing support from the IMF.

Critical Assumptions²⁸

Government-to-Government Assistance: Government-to-Government (G2G) assistance is a key aspect of USAID *Forward*, as it strengthens host country systems and builds local capacity. In

²⁸ For the purposes of this CDCS, *Critical Assumptions* are defined as trends that are a) understood, b) consistent, and c) could hinder USAID/Rwanda's capacity to achieve its development objectives *if the trends change course*.

March 2014, USAID decided not to proceed with proposed plans to conduct G2G in the health and agriculture sectors in Rwanda or in the area of rural feeder roads due to foreign policy concerns about the provision of direct funding from the USG to the GOR. In addition, Section 7031 of the FY 2014 Appropriations language adds new provisions to prohibit direct government-to-government assistance unless the Secretary of State certifies the recipient government: “has demonstrated a commitment to democracy or is taking significant steps to strengthen democratic institutions” and “is taking steps to protect the rights of civil society, including freedom of association and assembly.”²⁹ The Mission consequently is not actively pursuing G2G options, though capacity on the part of the GOR suggests this could remain an option for the future should the policy environment allow. USAID/Rwanda has conducted due diligence in planning G2G assistance through dialogue with the GOR and through rigorous assessments of the GOR’s institutional capacity to effectively, appropriately and transparently manage USG resources.

Cross-Border Conflict: The chronic instability and insecurity of the Eastern DRC—despite the presence of a significant United Nations peace-keeping force (MONUSCO)—continues to influence the political, security, and economic dialogue between Rwanda and neighboring countries. This vast region, rich in valuable natural resources and over which the central DRC government exercises little or no effective control until recently, has been a source of national-security concern for the GOR. Important questions related to reintegration of M23 soldiers, the return of refugees and internally displaced civilians affected by the conflict, and the political future of the M23 movement remain critical to securing peace in the Eastern DRC. USAID/Rwanda assumes that the likelihood that any conflict in Eastern DRC would spill over into Rwanda during the CDCS period (2015-2020) is limited.³⁰ This assumption is based on the fact that Rwanda has sufficiently effective and well-trained security forces and intelligence capabilities, and that non-state armed movements in the region—such as that of the FDLR³¹—continue to be too weak to seriously threaten Rwanda’s security, let alone the authority of its government.

Continued Regional Integration: More so than has been the case in the past, Rwanda’s leadership recognizes that their country cannot succeed if it is economically isolated or if its population does not have the capacity to compete in regional and global markets. Its long-term development prospects depend, in large part, on becoming a hub for trade and services within the East African Community and with the DRC. Therefore, the GOR’s development strategy is based on significantly increased trade and economic integration cooperation with the East Africa region. USAID/Rwanda assumes that the GOR will continue to focus on strengthening regional integration and trade, by reducing formal and informal trade barriers which will promote private sector investments and increase both agriculture and non-agriculture growth. Given USAID/Rwanda’s focus on private-sector led economic growth, Rwanda’s continuing on a path of regional integration is essential for achieving the objectives and goal of this CDCS.

²⁹ These requirements only apply to direct government-to-government assistance in excess of \$10 million and “all funds available for cash transfer, budget support, and cash payments to individuals.”

³⁰ “*Country Report: Rwanda.*” Economist Intelligence Unit, August 2011.

³¹ The FDLR is made up of the remnants of Rwanda’s genocidal regime and its armed forces. It is currently the only significant armed group in the region (in eastern DRC) specifically opposed to the current Rwandan Government.

Development Objective 1: Economic Opportunities Increased and Sustained

During the last ten years Rwanda has experienced one of the most robust periods of growth and socio-economic progress in its history. It was the tenth fastest growing economy in the world during the 2000-2010 decade, and more than a million people have been lifted out of poverty.

USAID/Rwanda's Development Objective 1, aimed at increasing and sustaining the economic opportunities, will focus on agriculture and rural development while taking into account the different and unique needs of female and male farmers. With this focus, DO1 intends to maximize impact by serving the majority of Rwandans. At the same time, the DO allows the Mission to contribute to other sectors with high economic potential, which are not necessarily present only in rural areas. This DO is directly aligned with GOR targets—outlined in the 2013-2018 EDPRS 2—to “accelerate progress to middle income status and better quality of life for all Rwandans through sustained growth of 11.5% and reduction of poverty to less than 30% of the population” and to “raise agricultural productivity and ensure food security.” Since Rwanda has consistently led the continent in successful and effective implementation of the Comprehensive Africa Agricultural Development Program (CAADP), the Mission will support key USG foreign policy objectives by aligning assistance with the country-owned Strategic Plan for the Transformation of Agriculture in Rwanda (PSTA III). The main goals of PSTA III are “to transform Rwandan agriculture from a subsistence sector to a knowledge-based, value creating sector” and “to grow as rapidly as possible, both in relation to production and commercialization, in order to increase rural incomes and reduce poverty.”

Eighty-six percent of the labor force in the agriculture sector is primarily women, but they do not benefit from returns like their male counterparts, who are typically in control of household economic benefits. Approximately, 34 percent of households in rural areas are female-headed, and are the most vulnerable due to low access to inputs, asset stocks or financial services to invest in agriculture and other income generating activities. DO1 will align its activities with the GOR agricultural sector gender strategy and will promote gender parity and women's economic empowerment, particularly through the FTF Initiative by developing rural women's capacity to increase agricultural productivity, improve nutrition, entrepreneurship, access to finance and markets. Men will be sensitized to gender parity and other women rights and will be encouraged to support women in farm and household activities in order to reduce women's heavy workload and promote female leadership in society. Low income women and female-headed households will also be linked to income generating activities and social welfare programs.

Through the FTF Initiative and the Global Health Initiative, the USG is supporting country-owned programs to address the root causes of malnutrition and improve the future potential of millions of people. Nutrition is the defining link between the two initiatives, which aim to reduce malnutrition through integrated investments in health, agriculture, and social protection. These investments lead to saved lives, healthier people, more resilient communities, increased economic opportunities, and more productive countries. Partially due to low agricultural productivity, nearly a quarter of all Rwandan rural households experience food insecurity. Despite progress in agricultural productivity, the nutrition status of Rwandans remains unacceptably low with a 44 percent stunting rate. Despite a reduction from 51 percent to 44 percent between 2005 and 2010 (RDHS, 2012), stunting is classified as very high by the World Health Organization (WHO, 2011). The Rwanda FTF Multi-Year Strategy has nutrition-specific objectives to support GOR efforts in managing and preventing malnutrition and reducing micronutrient deficiencies.

Existing data indicate stunting from birth attributable to poor maternal nutrition or serious illness during pregnancy (RDHS, 2012). The persistence of chronic child malnutrition is strongly linked to poor feeding practices, shocks, household vulnerabilities, and limited access to quality health care. Another explanation of the causes of malnutrition in Rwanda is household poverty. Among the lowest two of the GOR poverty categories, chronic malnutrition was significantly higher, 60 percent among those living in abject poverty and 53 percent among the very poor, compared to the other four income groups (WFP, 2012). And, not surprisingly, poverty was closely associated with food insecurity and poorer household food consumption (WFP, 2012).

The GOR has handled nutrition as a health matter until fairly recently, with the Ministry of Health's (MOH) Unit of Mother Child Health and Nursing being responsible for implementing the 2007 National Nutrition Plan and for coordinating nutrition for the country. At the same time, traditionally, the Ministry of Agriculture and Animal Resources (MINAGRI) has defined food security in terms of access to and availability of staples for adequate caloric consumption with no focus on use. This changed in 2009 when the inter-ministerial system was asked to develop the National Multi-Sectoral Strategy to Eliminate Malnutrition (NMSEM) 2010-2013, under the MOH's leadership. The NMSEM recognized that malnutrition is a multi-sectoral issue requiring the collaboration between the MOH and MINAGRI as well as other ministries. An Inter-ministerial Coordination Committee, located in the Prime Minister's office, meets quarterly under MOH leadership. A Nutrition Technical Working Group and a Multi-Sectoral Committee for the Elimination of Malnutrition also meet regularly to coordinate nutrition activities among partners. MINAGRI is now close to completing its own Nutrition Action plan and framework to support the NMSEM. The Rwanda National Nutrition Policy and the National Multisectoral Strategy to Eliminate Malnutrition are both currently being revised through a Multisectoral Nutrition Task Force, in which USAID/Rwanda is participating.

In direct alignment with the fifth pillar of the GOR's Vision 2020, Productive High-Value and Market-Oriented Agriculture, U.S. assistance will focus on expanding economic opportunities in rural areas by transforming the agriculture sector from its current subsistence nature to market-led, demand-driven agriculture, while supporting the role of agriculture in improving the nutritional status of the population and strengthening women's leadership roles and decision-making. In particular, USG assistance will help develop sustainable market linkages in targeted staple and high-value agricultural value chains, deliver innovations to enable sustainable agricultural growth, and advocate for improved policy—all with a strong focus on economic empowerment of women. In addition, efforts to improve the capacity to manage natural resources and adapt to climate change will contribute to increased agricultural productivity and will be done through a resilience-based approach, which will focus on strengthening the capacity of households and communities and providing distinct capacities and coping mechanisms for women, girls, boys, and men to manage future shocks. Increasing economic opportunities for all Rwandans with a focus on rural areas will be key to addressing challenges faced by Rwanda's existing youth bulge. Development of income-earning opportunities for rural youth will help diminish pressures for rural-urban migration by youth who have few prospects for gainful employment in urban areas.

Both the EDPRS 2 and PSTA III demonstrate a paradigm shift in GOR's approach by recognizing the private sector as a key engine of economic growth. In this regard, the Development Objective will work to enhance the private sector competitiveness in the country. USAID/Rwanda will help the GOR improve the environment for investment promotion, and support both the GOR and the private sector in taking full advantage of the opportunities that

the regional integration offers, and cooperate with the GOR to harness Rwanda's energy resources.

The GOR has started taking action on climate change, and has made progress in undertaking an assessment of climate vulnerabilities; identifying priorities; promoting harmonization between sector strategies; and beginning to implement climate change activities in the field. The assessments conducted (funded by DFID) were judged by USAID/Rwanda to be of good quality to inform decision-making. To complement the GOR assessments, USAID/Rwanda also conducted an assessment to identify opportunities and constraints for USAID's climate change adaptation programming in Rwanda, including an institutional analysis of GOR counterparts, and potential civil society and private sector partners. The assessment focused on the agriculture, health and water sectors to inform the Mission's plans for climate change adaptation programming as described under Sub-IR 1.1.2.

Gender

A recently drafted Gender Assessment by USAID/Rwanda identified several key constraints in advancing women's empowerment, including limited financial independence, few chances to explore new economic opportunities, and limited decision-making power within the household.

Women are disproportionately represented among the poorest, most marginal subsistence-farming households. In fact, 82 percent of women work in agriculture compared to 61 percent for men;³² women are also more likely than men to practice subsistence farming and to be impoverished. Most female adult only households work in agriculture (90 percent) compared with 62 percent of male and female adult households. Women are also much less likely to have paid non-farm work, though the opportunities that are open to them are primarily in sales and commerce. There are almost 2 million female small-scale farm workers compared with just over 1.1 million men. Nearly half of all Rwandan agricultural households experience food insecurity, and female-headed households, which represent slightly less than one-third (28 percent) of all Rwandan households, are more likely to be food insecure. These conditions make increasing agricultural productivity a critical component of reducing poverty, reducing malnutrition, and promoting development in Rwanda. By focusing on agriculture, this DO will benefit a high proportion of women.

Examination of women's empowerment, decision-making power, household hunger, and the women's dietary diversity score shows that households reporting no hunger have a higher prevalence of women's achievement for four of the ten Women's Empowerment in Agriculture Index indicators. In addition, the prevalence of moderate or severe household hunger significantly declines with higher decision-making capacity of women. Also, the number of food groups consumed by women of reproductive age who have achieved empowerment, or with higher decision-making capacity, is significantly higher than among women who have not achieved empowerment, or with lower decision making capacity. With these considerations in mind, USAID agricultural-sector activities will seek to proactively address gender inequities in the sector by increasing women's active participation in economic decision-making while also utilizing sensitization techniques with their male counterparts. These activities will include: targeting dairy cooperatives that are women-led; designing microfinance interventions for women's solidarity groups; developing labor-saving agricultural technologies that benefit

³²*The Third Integrated Households Living Conditions Survey: Main Indicators Report*. Rep. National Institute of Statistics of Rwanda, Feb. 2012. Web.<<http://statistics.gov.rw/publications/third-integrated-household-living-conditions-survey-eicv-3-main-indicators-report>>.

women in agricultural cooperatives; and engaging in policy dialogue and advocacy on issues that directly impact women, such as land reform.

Institutional Capacity Building

The U.S. Government's core investment areas of building market linkages, increasing agricultural productivity, and improving infrastructure and nutrition will be designed into a coordinated approach to build capacity and strengthen the policy environment to facilitate private sector driven growth. USAID/Rwanda will continue to focus building capacity within value-chains to improve the competitiveness of Rwandan farmers and commodities, while promoting leadership and economic empowerment of women farmers. To be able to meet the demands of expanding markets, the Mission will also support specific capacity building activities that will improve GOR's ability to better target policies and develop modern approaches to address economic growth constraints. USAID-funded capacity building interventions for the Ministry of Agriculture and Animal Resources (MINAGRI) and key sector civil society groups will respectively improve public financial management capacity and analytical capacity of CSOs to advocate and negotiate for policy reforms. USAID will also support the capacity of different GOR institution to create an attractive investment climate that meets private sector needs through a well-organized investment promotion and support system. Additional human and institutional capacity related to DO 1 will be built through activities led by DO 2.

Influence and Collaboration

Strong collaboration with the GOR and development partners allows USAID/Rwanda the opportunity to leverage USG resources to further advance the CDCS agenda with key stakeholders. USAID/Rwanda's participation in agriculture-sector working groups³³ ensures that USAID interventions focus on value chain segments without conflict or redundancy with other donors.

Collaboration and influence also work within USAID/Rwanda to create a development-impact multiplier effect. For example, human and institutional capacity-development (HICD) efforts led by the Development Objective (DO) 2 (democracy & governance) team will improve the impact of activities of the DO 1 (economic growth/agriculture) team by building the capacity of MINAGRI to effectively carry out its mission of increasing agricultural-sector income and productivity. DO 2's HICD effort will support the DO 3 (health) team in its efforts to build the capacity of health-oriented civil-society organizations to foster household awareness of health issues and demand for accessible, quality health services. DO 1 will also support DO4 activities to improve the employability of youth.

Improving food availability and access to nutritious foods, as well as stability and resilience, are necessary but not sufficient conditions for household food security and nutrition. To build on work in agriculture, DO 1 will work closely with DO 3 on programming designed to reduce malnutrition levels in Rwanda. DO 1's comparative advantages are in food availability, access, and stability (sub-IR 1.1.1 and 1.1.2), through interventions focusing on agricultural production, livelihood development and income generation, risk mitigation, etc. Meanwhile, DO 3 focuses on utilization and behavior change through improving nutrition knowledge and facilitating

³³ The nutrition and agriculture sector working groups meet on a monthly basis to share information, monitor sector progress, and discuss policy issues while efforts are underway to strengthen a nascent sector-wide approach (SWAp). The Multi-sector Committee for the Elimination of Malnutrition also meets regularly to discuss similar issues and coordinate efforts.

adoption of appropriate nutrition practices by female and male members of the household, including both adults and youth. To achieve optimal nutrition, DO 3 also addresses lowering the disease burden through effective health services, activities on appropriate maternal and child feeding and care, and through activities in water, sanitation, and hygiene. The results will be captured through a planned Mission-wide, cross-sectoral nutrition Project Approval Document. In addition to DO specific activities, DO 1 and DO 3 will design and implement a joint integrated nutrition activity as well. Together, DO 1 and DO 3 address the three important elements of food and nutrition security: food availability, food access, and food utilization.

Program Transformation

If USAID/Rwanda efforts under DO1 are successful, with increased agricultural productivity and a more competitive private sector, the percentage of the population employed in subsistence agriculture-related activities, predominantly by women, will be reduced. In anticipation of this eventual graduation from subsistence-based agriculture, USAID/Rwanda's DO1 will gradually incorporate a stronger and gender-responsive employment and business development focus that is not agriculture-centric, as well as increased support for regional integration and cross border trade, including women's small and medium scale enterprises. This transformation will scale up USAID/Rwanda's non-agriculture employment opportunities—especially those prioritizing youth—and will support the GOR goal of transitioning to a knowledge-based economy. The Mission believes that this transformation which will increase the income of rural Rwandans, especially women and youth, will significantly contribute to the reduction of malnutrition.

Development Hypothesis

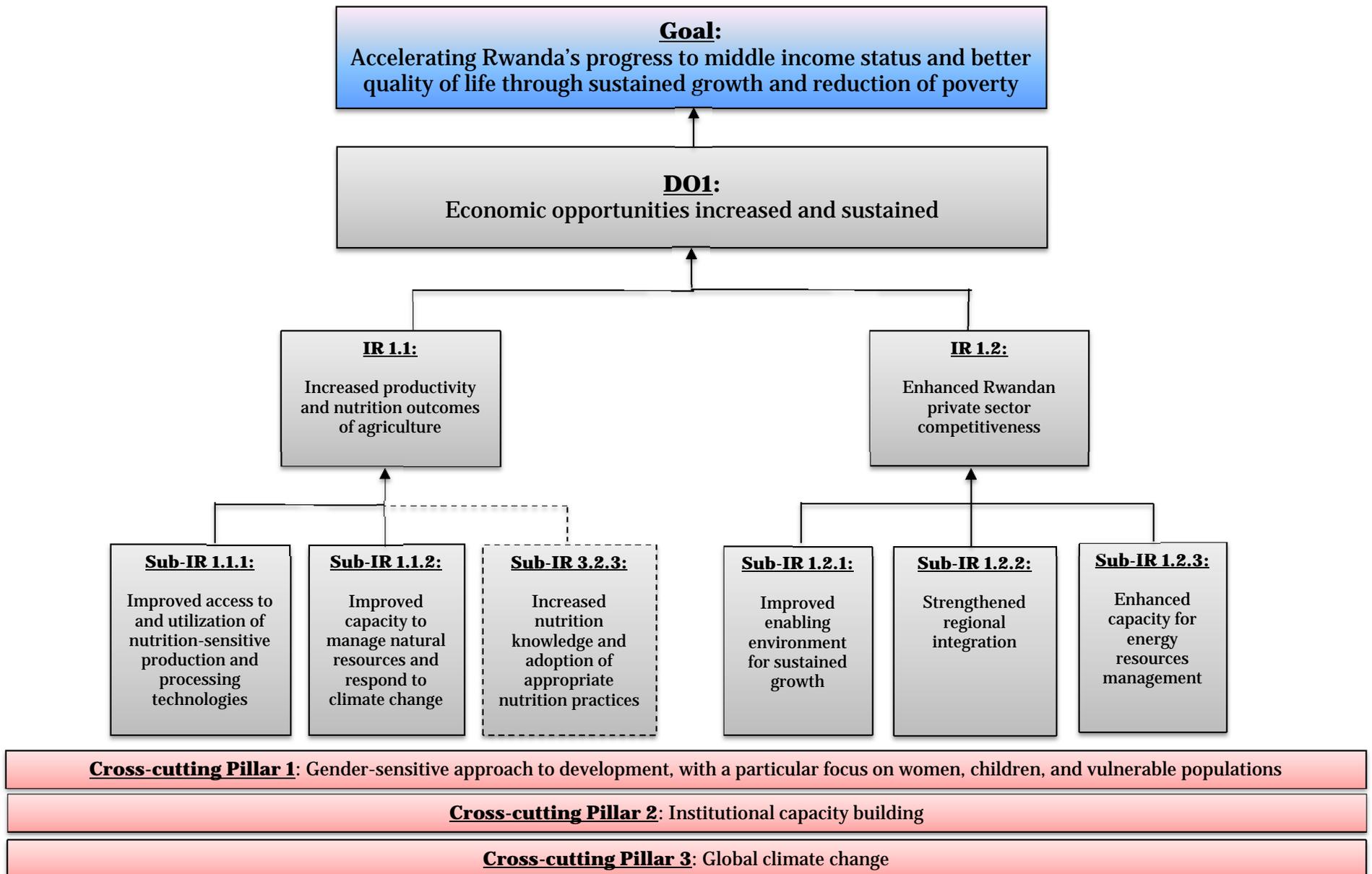
USAID/Rwanda hypothesizes that increased agriculture productivity in conjunction with enhanced private sector competitiveness will result in increased and sustained economic opportunities for Rwandans. The agriculture sector, employing such a large percentage of the population, is key to the expansion of economic opportunities. Increased efficiencies and quality in value chain production can have a substantial impact on the economic status of rural households. Enhanced private sector competitiveness, increased ability to harness energy resources, and to take advantage of opportunities provided by regional integration, as well as an enabling environment for market driven growth, will support economic advancement of the country. USAID/Rwanda hypothesizes that by increasing household level incomes, empowering women, and promoting joint-decision making in the household, we can significantly reduce the malnutrition rate. The Mission recognizes that this hypothesis will need to be tested and is proposing to include it in the learning agenda. The following Intermediate Results illustrate how these objectives will be achieved.

USAID/Rwanda believes that an increase in the access to and adoption of key nutrition-sensitive agricultural technologies and techniques among farmers, especially women, as well as improved capacity to manage natural resources and to adapt to climate change, will result in increased agricultural productivity. Improved access to and adoption of production and processing practices will strengthen farmers' capacity to manage their resources and increase efficiency, therefore contributing to greater productivity. The increased productivity will serve to improve food security for targeted households through increased food production and income, particularly when interventions are undertaken with consideration to gender issues and women's empowerment.

By improving the enabling environment for sustainable growth, strengthening regional integration and women's financial capacities, and enhancing the capacity for energy resources management, USAID/Rwanda will enhance Rwandan's private sector competitiveness. A strategy

focusing on any one of these, but not all, will be insufficient as rural farmers' capacity to access markets will be limited. As an example, improving trade capacity without giving farmers the infrastructure necessary to effectively access markets will not expand economic opportunities in rural areas. For this reason, this strategy addresses these issues with a two-pronged "soft" and "hard" approach.

Results Framework: Development Objective 1



Intermediate Results

Intermediate Result 1.1: Increased Productivity and Nutrition Outcomes of Agriculture

Recent studies suggest that every one percent increase in agricultural income per capita reduces the number of people living in extreme poverty by between 0.6% and 1.8%.³⁴ Increased agricultural productivity will contribute to increasing agricultural incomes and, by focusing support on the 70 percent of the Rwandan labor force and targeting the rural poor, of whom many are vulnerable female headed households, will lead to expanded economic opportunities in rural areas. Research from the International Food Policy Research Institute also supports this theory, showing that increased staple food crop production can have significant poverty-reducing impact in Rwanda.³⁵

Under-nutrition is both a cause and consequence of poverty; it negatively affects all aspects of an individual's health and development and further limits societies' economic and social development. Widespread malnutrition reflects a failure of multiple sectors to provide for basic food security and disease prevention and treatment (Pearson & Ljungqvist, 2011). The determinants of malnutrition are multifaceted stemming from individual health status to household food access, to social, economic, political, and environmental factors at national and global levels. A household's access to safe, healthy, and diverse foods, health services, and safe water and sanitation underlie adequate nutrition (UNICEF, 1998). Fundamental to these factors is a complex array of determinants including women's empowerment, caregiving practices, education, the economy, political situation, sociocultural factors, and the environment. The Mission's FTF strategy recognizes that reducing malnutrition is necessary for economic growth. It prioritizes poverty reduction and nutrition improvements at the smallholder farmer and household levels, with a heavy emphasis on integrating nutrition through agriculture interventions. Stunted children will suffer the negative effects of chronic childhood malnutrition for their entire lives; they will be less able to learn in school, less able to earn a living, and more likely to live in poverty as adults.

Agricultural productivity in Rwanda is extremely low; the vast majority of farmers practice subsistence farming on small, hilly plots with degraded soils. Increased agricultural productivity reflects medium- to long-term qualitative and quantitative improvements in the production of staple, horticultural and cash crops. This will be achieved through investments in increased access to inputs by farmers, especially among women, and improved agricultural production techniques such as soil and water conservation.

USAID/Rwanda will increase productivity of the agricultural sector through investments that foster greater equality and increasing returns to land, labor and capital. These investments will be shaped through a gender-sensitive and climate-resilient lens. Targeted interventions along the pyrethrum, dairy, beans and maize³⁶ value chains will improve production methods, increase productive capacity and competitiveness, promote effective storage and post-harvest handling of staple food crops, increase agricultural research and development capacity, and improve farmers' access to agricultural information. USAID interventions will also target

³⁴"Approach." *FEED THE FUTURE*. USAID.Web. 20 Jan. 2012. <<http://www.feedthefuture.gov/approach/Inclusive-Agriculture--Sector--Growth>>.

³⁵Diao et al., *Agricultural Growth and Investment Options for Poverty Reduction in Rwanda*, IFPRI, 2010.

³⁶Coffee has historically been a significant investment for USG. After many years of success in the coffee industry, USAID/Rwanda has prioritized pyrethrum, dairy, beans and maize for future value chain investments given GOR priorities and the OTF Group report *Value Chain Analysis for Beans, Maize and Soy in Rwanda (May 2011)*.

interventions in other high value-added value chains by promoting and leveraging private investment through public-private partnership or GDAs. Increased productivity will improve food security for targeted households through increased food production and income, particularly when interventions are undertaken with consideration to gender issues and women's empowerment. This gender-sensitive approach is also taken based on existing evidence about the role of women empowerment in the improvement of nutrition status. These efforts support the EDPRS 2 priority to "increase the productivity of agriculture" by continuing to support the efforts to move from a largely subsistence to a commercialized base building on the sector's comparative advantage and a progressive shift towards enhancing the role of the private sector. USAID investment targeting nutrition sensitive agriculture also supports the national food and nutrition policy, to improve the nutritional status of women and children, and the livelihoods of vulnerable populations through sustainable, integrated nutrition and agriculture interventions at the community and household levels.

Sub-IR 1.1.1: *Improved Access to and Utilization of Nutrition-Sensitive Production and Processing Technologies*

Since the introduction of the Crop Intensification Program (CIP) in 2008, the total area under land-use consolidation in Rwanda has risen significantly, bringing additional increases in food production. Despite improvements in production, the anticipated increase in value-adding processing of commodities has not occurred. USAID/Rwanda's investments will target increased crop and animal production and the promotion of best practices for post-harvest handling and processing. Similarly, investments will be made to improve farmers' access to agricultural inputs and services, in part through increased access to finance and increased utilization of extension services, credit and fertilizers. Gender-sensitive and climate resilient initiatives that provide access to improved inputs, production techniques and storage facilities will link farmers to processors while supporting farmers' cooperatives in produce processing. These value-added practices will result in higher prices and increased incomes for farmers and rural households.

Since 2008 the GOR's CIP embarked on a massive fertilizer import program for major staple crops using local private services providers, who also provide extension services to farmer organizations. USAID supported the transition of fertilizer distribution from the public to private sector, enabling commencement of imports and distribution of fertilizer by the private sector instead of the GOR as of mid-2013. The Mission will continue to assist strengthening the transition of the distribution and commercialization of fertilizers from GOR to the private sector. In addition, the extension services model is complex and varies greatly depending on the value chain and availability of extension services in a given geographical area.

USAID/Rwanda will support capacity building of GOR stakeholders, strengthen the technical capacity of the private sector, help attract foreign private investment, and assist in scaling up successful extension services models to address farmer needs in a gender-sensitive manner. These efforts will be complemented by support programs at the policy and institutional levels to increase access to finance to farmer organizations and local private firms. Focus will be placed on strengthening institutional capacity of financial service providers and improving borrowers' capacity, including that of women, to access and manage financial services.

Nutrition-sensitive production and processing have the potential for significant, positive nutritional impact if they have explicit nutrition objectives, empower women, and target poorer households (Ruel et al., 2013). Some potential focus areas that demonstrate nutrition-sensitive technologies/approaches include:

- Invest in agricultural technologies to increase access by scaling up production of diverse nutritious foods
- Promote private sector partnerships that channel inputs, services, and technology to farmers and herders, and enhance food production and marketing systems to increase access to healthy foods
- Diversify agriculture production to improve household consumption of a variety of healthy foods, with an emphasis on the empowerment, participation, and time allocation of women. Diversified foods will address micronutrient deficiencies
- Promote sustainable food production systems that prevent environmental contamination harmful to the growth and development of infants and young children
- Embed nutritional messages in agriculture extension services along value chains and behavior change activities to increase demand for nutrient-dense foods and improve feeding practices
- Reduce postharvest losses and seasonality of food insecurity, and improve food processing to increase food availability
- Support the removal of barriers women farmers face such as access to land, financial services, market entry, and extension services
- Increase women's income and favorable working environment by employing them in agricultural value chains
- Support/promote fortification of locally produced flours

Sub-IR 1.1.2: *Improved Capacity to Manage Natural Resources and Respond to Climate Change*

Given the dependence of Rwanda's agricultural sector, and thus the great majority of the population, on the natural resource base, improper management of resources can seriously threaten agricultural output. In addition to population-based pressures, a climate change impact assessment conducted by the Stockholm Environment Institute in 2009 shows that existing climate variability has significant economic costs in Rwanda and that the country is not adequately prepared to deal with existing climate risks. With the heavy reliance on rain-fed agriculture, impacts of variability in climate patterns are affecting communities and livelihoods throughout Rwanda.

USAID/Rwanda will strengthen the GOR's capacity to manage natural resources, conserve biodiversity and respond to global climate change. USAID/Rwanda will provide targeted support to different GOR institutions at central and decentralized levels, and farmers to use climate data in agricultural production and land use planning. Over recent years, donors such as DFID and the Least Developed Countries Fund through the UN Development Program and the UN Environment Program have begun supporting Rwanda to strengthen its meteorological observation systems, and to a lesser extent its hydrological monitoring system. However, Rwanda still lacks an integrated and coordinated data management system related to climate for decision making across different sectors. USAID/Rwanda will work in helping the Rwanda Meteorological Agency, the Ministry of Agriculture, the agriculture extension services provided through the Rwanda Agriculture Board, and District land use planners to collaborate to provide relevant information to farmers. Through this work, USAID/Rwanda will positively impact human health, food security, and resiliency to climate change for vulnerable populations, especially for women, the disabled, older men and youth.

Sub-IR 3.2.3: Increased nutrition knowledge and adoption of appropriate nutrition practices

Increasing agricultural productivity is a necessary but not sufficient condition to address malnutrition. This proves that malnutrition is not just about the lack of food, but feeding practices, water, sanitation, hygiene, and food security – all of which contribute to good nutrition. To build on work in agriculture, DO 1 will work closely with DO 3 on programming designed to reduce malnutrition levels in Rwanda. Together, DO 1 and DO 3 address the three important elements of food and nutrition security (food availability, food access, and food utilization), with DO 1 focusing on availability and access to nutritious foods (sub-IRs 1.1.1 and 1.1.2), and DO 3 on utilization and behavior change. The results will be captured through a joint nutrition Project Approval Document. Please refer to Sub-IR 3.2.3 for more information.

Intermediate Result 1.2: Enhanced Rwandan Private Sector Competitiveness

The EDPRS 2 recognizes the small size of Rwanda's private sector as a major limiting factor to economic growth, and recommends a structural transformation to allow the private sector to become the main driver of economic growth and job creation³⁷.

In order to contribute to strengthening the private sector, USAID/Rwanda will focus on enhancing market opportunities through energy development, strengthening trade capacity through regional integration, and improving the environment for private sector-led economic growth. Based on evidence that trade expansion, induced by greater market access, leads to acceleration in the growth rates of developing countries³⁸, USAID/Rwanda's investment to enhance private sector competitiveness will focus on investments aimed at increasing market access. In Rwanda, agricultural productivity gains are hindered by missing or dysfunctional markets in rural and urban sectors; these include business services (credit and savings), agricultural inputs (seeds, fertilizer), and logistics (transportation, handling, and storage), among others. The absence of functioning private sector-oriented markets for these products and services hinders Rwanda's capacity to achieve its development goals.

USAID/Rwanda will support the development of private sector markets for agricultural inputs, outputs, information, and services. Efficient and transparent markets in the domestic rural economy will increase returns to production, expand agricultural investment, promote specialization, smooth seasonal production and consumption cycles, incentivize quality, strengthen competition, and ultimately benefit consumers with lower food prices. Expanded access for both men and women to regional and international markets will allow Rwandan producers to maximize comparative advantages and produce to meet external demand, which will also promote job creation. Building and enhancing access to markets throughout agricultural value chains will help supply and demand actors to come together and will bring significant gains to the rural economy.

USAID/Rwanda pursues broadened market access in a variety of ways. One of its Feed the Future (FTF) core investments is building sustainable market linkages across multiple agricultural value chains. Another priority will be building reliable demand-driven markets for agricultural inputs, particularly fertilizer, through the privatization of government-administered procurement and distribution systems. USAID/Rwanda will also strive to build the GOR's

³⁷ROR (2013), Economic Development and Poverty Reduction strategy (2013-2018) – Shaping our development.

³⁸Romalis, John. *Market Access, Openness and Growth*. Rep. European Trade Study Group, Mar. 2006. Web.<<http://www.etsg.org/ETSG2006/papers/Romalis.pdf>>.

policy capacity to support a market enabling environment to shift the agriculture sector in a commercial direction while supporting private sector investment and trade to facilitate the strengthening of local, regional and international markets. Towards this end, USAID/Rwanda is supporting the GOR in promoting investment opportunities, as well as in assessing and removing barriers to private trade and investment, including cross border trade, reduction in cost of export and import of goods, and development of policy frameworks to support greater regional linkages. These activities directly contribute to the “regional and international integration” pillar of Vision 2020. Given the GOR’s commitment to regional integration as a core element of its national development strategy, a component of the Mission’s FTF strategy is advocacy and support for addressing regional issues that have the greatest impact on food security locally, including transit efficiency, food safety and quality standards, market information, and research.

Sub-IR 1.2.1: *Improved Enabling Environment for Sustained Growth*

Target activities will ensure stronger linkages of smallholder farmers to national, regional and international markets in order to increase opportunities to sell produce and increase incomes. During the last five years, largely due to GOR programs of land use consolidation and crop intensification, agricultural production has increased significantly, generating marketable surpluses in main staple and cash crops. Broadening physical access to rural markets through feeder road infrastructure is a key component of USAID/Rwanda’s strategy.

With 70% of Rwanda's economically active population earning their living (directly or indirectly) from agriculture and mostly through subsistence farming, of which a large proportion are women, it is essential that these farmers have easy access to information; this increases their ability to negotiate a fair price and compare potential returns from one crop to another. USAID/Rwanda’s efforts to increase access to reliable markets will significantly enhance farmers’ incentives to increase production and therefore incomes. The Mission will also build the public financial management and policy development capacity of the Ministry of Agriculture and Animal Resources (MINAGRI) that support agricultural marketing as well as improve the Ministry’s ability to interact with the private sector—farmers, traders, processors and other civil society organizations. USAID/Rwanda will also develop a detailed understanding of domestic and export market (formal and informal) information in order to identify private sector opportunities for Rwandan agricultural commodities.

In the spirit of supporting a private sector-led economic development, the Mission will support activities aimed at increasing GOR interactions with the private sector. This will be done in two ways, first through targeted support to the nascent private sector actors in policy dialogue, and secondly in supporting government officials to effectively interact with the private sector. In addition to activities related to the agriculture sector, the Mission is also assisting the GOR’s efforts toward economic transformation by informing effective urbanization approaches for increased growth countrywide. USAID is supporting targeted activities to integrate climate change in the growth strategies for a number of planned (by GOR) secondary cities in Rwanda.

Sub-IR 1.2.2: *Strengthened Regional Integration*

USAID/Rwanda will promote economic development in Rwanda through deeper integration with regional markets. EAC integration implies significant structural adjustments in the organization’s member economies and USAID/Rwanda will support this transition in Rwanda. Specific elements of this approach include working with GOR and donor partners to identify Rwanda’s competitive strengths in the region, promote opportunities for private investment,

work with neighboring countries to mitigate non-tariff barriers to trade that impact Rwandan businesses, and help position the country to achieve higher levels of competitiveness through policy reforms and public investments. USAID/Rwanda will assist the GOR and the private sector to exploit the economic opportunities EAC integration represents.

Sub-IR 1.2.3: *Enhanced Capacity for Energy Resources Management*

Currently, just 17% of Rwanda’s population is connected to the electrical grid. Meeting the energy demand will contribute to accelerating economic transformation of Rwanda and the country reaching its development goals. The government has ambitious plans to increase electricity generation to 563 MW by 2017 from current 110 MW.

The 2010 National Gender Policy highlights that access to energy is a serious issue for both men and women; however women are more concerned as they are primarily involved in seeking firewood for cooking and other related domestic activities. This issue affects the time that women could use for other activities for the development of their own families and communities. In both urban and rural communities, many women supplement family incomes by engaging in small-scale businesses that fit with, and are often extensions of, their household activities. Consequently, improved electrical services and better fuels not only lighten the burdens of women’s daily chores, but also open up new opportunities, such as other household and income-generating uses. Providing clean energy for women will help prevent smoky indoor fires with poor ventilation, most respiratory diseases and related problems, including acute eye infections in women, girls, and children as these issues are often caused by the use of wood or charcoal in the households.

USAID/Rwanda investment in the energy sector will target activities which can be catalytic in unlocking future private investment. Complementing other donors’ investments in the energy sector, USAID/Rwanda will invest in institutional capacity development for the GOR that will provide the private sector with the ability necessary to invest in commercial exploitation of geothermal resources. Availability of economic/financial/cost-benefit analyses and a more detailed understanding of the costs of geothermal exploration will greatly inform GOR’s policy regarding the appropriate level of engagement with the private sector. Further analyses conducted in Fall 2014 will further inform potential USAID and other donor support in this area.

Development Objective 2: *Improved Conditions for Durable Peace and Development through Strengthened Democratic Processes*

USAID/Rwanda will focus on *improving conditions for durable peace and development through strengthened democratic processes* by building the capacity of civil society to participate in the political sphere and strengthen human rights while consolidating peace and stability. The Mission will promote social cohesion, peace building, and reconciliation, specifically focusing on grievances that have the potential to threaten social cohesion. In an environment where self-censorship is common, more substantive dialogue and understanding within communities and between citizens, advocacy groups, and government are necessary for developing an understanding of differences, acceptance of the past, and a willingness to move forward. DO2’s contribution to USAID/Rwanda’s CDCS goal is based on the premise that strengthened social cohesion, civic engagement and respect for human rights will increase the sustainability of long-term and broad-based growth and development by promoting a more participative and gender-sensitive development approach that incorporates stakeholders at all levels.

The 2011 USAID/Rwanda Gender Assessment pointed out several key gender constraints that should be addressed to successfully promote peace and development. Sexual and Gender Based Violence (SGBV) is a persistent problem. Levels of SGBV remain high, and such violence is often culturally sanctioned. Much of the violence occurs as a result of conflict over resources (notably land). Women also have relatively little voice or say in decision-making at the household or community levels regarding matters that affect their lives. Culturally, men are expected to have more power and to be the decision-makers within the household and community. DO2 will help address these issues through interventions targeted to strengthen social cohesion, civic engagement, and respect for human rights, which will help promote women's active participation in decision-making and leadership and will also encourage men's participation in women's empowerment and the fight against SGBV.

Institutional Capacity Building: A Multi-Sectoral Approach

With limited resources, and the need great, the DO2 team looked beyond its "borders" when planning portfolio priorities. The team recognized that the overall capacity of the GOR and CSOs was weak in the technical areas where USAID/Rwanda works, so it developed a five-year Human and Institutional Capacity Development (HICD) project, based on USAID/E3's capacity - building approach. This model, adapted to the Rwandan context, offers all technical teams the opportunity to focus on targeted capacity building in their sectors. DO1, DO2, DO3 and DO4 funds are already committed to this project.

Strengthened dialogue, engagement and respect for human rights are also prerequisites for reinforcing conditions that allow for a durable peace. Peace will prevail, if there are shared values, goals, and institutions (e.g. democratic political systems and rule of law), economic interdependence, and a sense of national identity. DO2 will continue investing in activities that offer advances in this complex sector. USAID/Rwanda will implement a Mission-wide approach to ensure policy and programming complement each other where possible and appropriate.

DO2's Results Framework and accompanying analysis was initially informed by a 2011 Conflict Vulnerability Assessment, which concluded that while potentially destabilizing political and economic grievances do exist, there are no actors with the capacity to mobilize large groups of people towards political violence, especially in a country where state control remains strong. In an attempt to promote security and stability, and avoid a repetition of the 1994 genocide, the GOR has placed significant limitations on freedom of expression, and often treated political dissent with suspicion. These measures limit Rwanda's ability as a nation and society to develop the degree of flexibility and resiliency needed to face its daunting development challenges. Centralized planning, top-down political administration, and restricted political space have limited opportunities for Rwandan citizens to take initiative and fully participate in decision-making at all levels. The Executive Branch dominates public policy decision-making, government critics are silenced and there exist very weak media and young political institutions.

This complex political environment creates both opportunities and challenges for USAID/Rwanda's strategy development process. USAID/Rwanda is well positioned to build on some of the successes of the Rwanda Millennium Challenge Corporation (MCC) Threshold Program and the investments of the last several years by supporting media reforms currently underway, further building justice sector capacity, improving civic engagement between local communities and government at the local and national levels and strengthening the capacity and accountability of CSOs and GOR partners. As the GOR has repeatedly emphasized the importance of civic engagement in Rwanda's development process, the Mission will place

greater emphasis on a bottom-up approach. USAID/Rwanda also will promote reforms and greater democratization of decision-making by building the capacity of key actors involved in political reform, ensuring more robust consultation and participatory planning with local populations and stakeholders, and encouraging improved community relationships and social cohesion, while also promoting gender equality and women's empowerment principles. All of these objectives align with the GOR's vision for the future in the EDPRS 2 and Vision 2020 documents. Efforts under this DO will directly contribute to the GOR's EDPRS 2 Accountable Governance Objective to *"Enhance accountable governance by promoting citizen participation and mobilization for delivery of development, strengthening public accountability and improving service delivery."*

Gender

This Development Objective is proactively promoting gender by prioritizing programs that benefit women and advocate for women's rights. As an example, the cross-sectoral land project, implemented from 2012-17, is addressing issues regarding women's land rights. Because women are marginalized in the traditional land inheritance laws, improved understanding of land rights is disproportionately benefitting women as land is distributed according to national law. In addition, USAID/Rwanda continues to work closely with local partners to ensure that capacity building programs for civil society organizations and GOR entities prioritize gender equality both internally (e.g. gender-empowering management structure) and externally (e.g. gender-focused programs and advocacy efforts). USAID/Rwanda recognizes that in order to successfully empower women, their male counterparts must fully participate in this process; the Mission will therefore engage both female and male stakeholders in all gender promotion efforts. An in-depth gender analysis completed in late 2014 for the democracy and governance civic participation Project Approval Document (PAD) is providing the Mission with up-to-date information and the appropriate lens on gender issues currently affecting this complex sector. USAID/Rwanda is also considering direct gender-based violence activities that will be informed by the upcoming analysis.

Institutional Capacity Building

USAID/Rwanda will continue building the capacity of GOR institutions, civil-society organizations (CSOs) and research institutions to be more responsive to the citizens of Rwanda, as well as improving the role of local CSOs as advocates for change, government accountability and respect for human rights. The goal of capacity-building activities is to improve the day-to-day performance of CSOs and increase their confidence and capacity to deliver services and appropriately engage and monitor government on a number of policies (including land issues), thus empowering the voice of CSOs and average citizens in the governance of their country. This DO engagement will include enhancing working relationships with CSOs that are active in promoting gender equality and women's empowerment in order to contribute to women's empowerment. USG-development assistance will continue to focus on strengthening the capacity of independent media as well as new human rights CSO partners to effectively engage in areas that are politically-sensitive but imperative to increasing political space, particularly leading up to the much anticipated 2017 presidential elections. In addition, technical assistance will continue to improve governance at key Rwandan ministries (i.e. Ministry of Agriculture) to help the GOR better represent and consult with their local constituencies, and in doing so, improve their service delivery and accountability.

Influence and Collaboration

USAID/Rwanda works closely with its development and diplomatic counterparts at the British High Commission, the European Union, German and Dutch embassies. The team also

coordinates and regularly consults with counterparts representing the Canadian, Swedish, Belgian and Swiss governments along with multilateral donors such as the World Bank and United Nations Development Program. Although the USG investment in the democracy and governance sector is modest compared to many donors in Rwanda, our influence remains high with consistent requests for participation and buy-in by USAID/Rwanda on important policy and programmatic issues facing the country. The Mission also actively participates in, and contributes to, sector working groups in the justice, decentralization, and capacity building sectors, and in the thematic working group on land, which is part of the environment and national resources sector working group. USAID's current projects also support several GOR ministries including the Ministry of Agriculture, Ministry of Local Governments/target districts, and Ministry of Natural Resources/Rwanda Natural Resources Authority. U.S.-funded projects also support the Rwanda Governance Board and the National Women's Council. This participation ensures that USAID/Rwanda projects are well coordinated with relevant and related GOR and development partner initiatives.

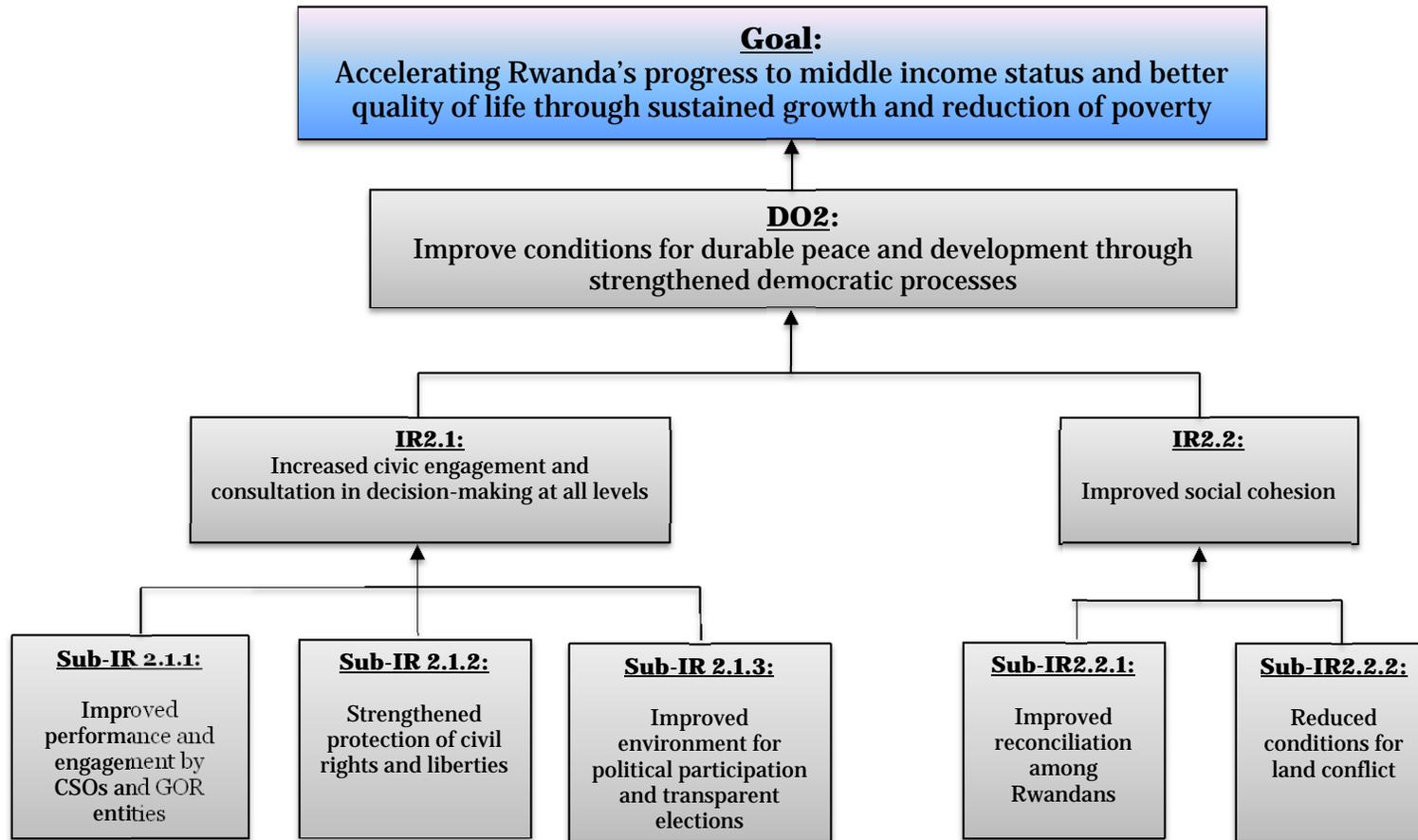
Development Hypothesis

USAID/Rwanda hypothesizes that if citizens are able to freely participate in public-policy decision-making at all levels, and social cohesion is improved through peaceful resolution of differences, then democratic processes will be strengthened and conditions for durable peace and development will be improved. This hypothesis will be operationalized through a series of activities designed to: (1) increase civic participation in order to strengthen citizens' democratic engagement by improving civil rights and liberties and increasing the capacity of CSOs and communities to influence GOR public-policy decision-making; and (2) improve social cohesion through continued peace-building and reconciliation efforts that foster a more adaptable and stable society in which citizens can freely engage with government on a wide range of issues.

USAID/Rwanda hypothesizes that improved performance and engagement of targeted CSOs and GOR entities—combined with strengthened protection of civil and human rights, enhanced gender equality promotion and women's empowerment and an improved political participation environment—will lead to increased civic participation and consultation. A comprehensive strategy for increasing civic participation must target not only the capacity of CSOs and government entities, but also their source of independent information and protection of rights (civil rights and liberties,) and citizen voice (political participation.) By creating opportunities for DO2 to successfully increase constructive civic participation and genuine consultation at all levels of decision-making, projects over the next five years will contribute toward building a vibrant community of CSOs and journalists, and engaged government and legal actors who effectively advocate for, and represent the interests of, Rwandan citizens throughout the country. In a constantly changing environment, USAID/Rwanda will focus our efforts in areas that need attention but also offer entry points for engagement. The Mission will continue to evaluate and adjust our programming based on USG and GOR priorities.

Social cohesion occurs when communities live and work together despite differences of opinion, race, religion, region, ethnicity, sex, gender identity, and/or other defining factors. It implies trust, bonding, and shared social responsibility. Social cohesion is not possible unless people find ways to resolve issues in a mutually-satisfactory and non-violent way. Addressing issues of reconciliation, reintegration, and land rights will allow Rwandans to work through sensitive topics in a productive way so that they can live together peacefully. Therefore, USAID/Rwanda hypothesizes that if disputes related to land are resolved peacefully— and post-genocide reconciliation at the community level is strengthened—then conflict is reduced and social cohesion will be improved.

Results Framework: Development Objective 2



Cross-cutting Pillar 1: Gender-sensitive approach to development, with a particular focus on women, children, and vulnerable populations

Cross-cutting Pillar 2: Institutional capacity building

Cross-cutting Pillar 3: Global climate change

Intermediate Results**Intermediate Result 2.1:** *Increased Civic Participation and Consultation in Decision-making at All Levels*

An essential building block of a representative and vibrant democracy is a proactive civil society that has the will and capacity to positively and productively engage and impact government decision-making and public policy implementation. Currently, civil society is often seen as the implementers of government policy, rather than playing an active role in policy formulation and monitoring processes.

Civil society lacks not only the power but also the capacity to effectively influence decision-making and implement gender-sensitive laws and policies at the local and national levels of government or to advocate for human rights and government accountability. Increased civic participation toward these ends will be addressed by building the capacity of: (1) civil society organizations, thereby increasing their ability to meaningfully participate in policy dialogue and hold the government accountable to its laws and policies, and (2) government counterparts, encouraging them to be more open to consultation, as well as more capable of responding to citizens' input, especially women's voices. Targeted training designed to build CSOs' organizational, outreach and advocacy capacities will increase and positively impact civic participation and consultation and respect for human rights and gender equality at all levels, including for youth, women and vulnerable populations, such as the disabled, the lesbian, gay, bisexual, and transgender community.

Sub-IR 2.1.1: *Improved Performance and Engagement by Civil Society Organizations and Government of Rwanda Entities*

In order for CSOs (including research institutions) and the GOR to become more effective, enhanced capacity must translate into improved performance, which results in tangible development outcomes improving the lives of Rwanda citizens. USAID/Rwanda is already investing with resources from all technical sectors to improve performance (i.e. outreach, operational, monitoring and evaluation, and advocacy) of CSOs and the GOR that enable citizens and CSOs to better communicate policy preferences with the GOR using evidence-based information and research. Participating CSOs have greater confidence in their work and the GOR is able to effectively respond to citizen needs and preferences and adjust policies accordingly. To represent their constituencies, and to ensure an accountable delivery system of public goods at the local and national levels, CSOs need the skills to solicit public input, analyze issues, prepare presentations, defend positions, and question decisions when appropriate and productive. Current investments of USAID/Rwanda include capacity-building with the Ministry of Agriculture, as well as CSOs from the Health, Education and Agriculture sectors. Given the challenges of effective bottom-up civic participation in Rwanda, a strong civil society and an engaged public that effectively and regularly communicates clear and evidence-based policy preferences to government and private sector, through a strong, vibrant, and independent media, needs to be supported and empowered. USAID/Rwanda is working with GOR institutions and already existing "home grown" local structures in order to improve capacity to solicit civic input on plans and activities and meaningfully incorporate it into the development process and implementation. Utilizing these public platforms will strengthen the decentralization process underway, increase local ownership, and make gains more sustainable.

Sub-IR 2.1.2: Strengthened Protection of Civil Rights and Liberties

“USAID recognizes that long-term, sustainable development is closely linked to sound democratic governance and the protection of human rights.”³⁹ In support of President Obama’s Strategy toward Sub-Saharan Africa, DO2 is currently developing a comprehensive and innovative short, mid and long-term human rights strategy that will strive to “build upon the aspirations of Africans for more open and accountable governance, promoting human rights and the rule of law.”⁴⁰ This strategy is being coordinated closely with State Department colleagues in order to maximize all resources available.

This strategy is being designed in the context of Rwanda’s complex political environment. The 2010 GOR National Gender Policy urges all stakeholders to address the following gender issues in their interventions in order to strengthen protection of civil rights and liberties: insufficient awareness of women’s rights as human rights; limited education of the population and dissemination of gender and anti-discriminatory laws to ensure equal rights for men and women; slow implementation and enforcement of laws, including gender and human rights protective policies; and lack of adequate measures for effective prevention of and response to GBV. The media sector lacks professionalism and gender-sensitivity, employs poor business models, and operates under a weak legal enabling environment. Moreover, since the 1994 Genocide, when “hate media” were instrumental in inciting violence, there has been mistrust of the media sector. Over the last two years, however, several new media laws have aimed to improve access to government information, introduce greater self-regulation by practitioners, and lay the foundation for a public broadcasting agency. A legal environment that protects the independence of well-trained media practitioners will play a crucial role in upholding democratic values, improving the transparency and accountability of government, and providing a meaningful and productive interaction between government and civil society. While the media sector is far from “free,” the reforms have created an opportunity to increase the space for freedom of expression, including media’s ability to play a more effective role in oversight and accountability of the GOR. During the life of the CDCS, USAID plans to support media strengthening efforts in collaboration with other donors.

In order for Rwanda to fully transition to an effective and impartial justice system, respect for, and adherence to, the rule of law must underpin the dispensation of justice at all levels. As a component of the new USG strategy on human rights, USAID/Rwanda is exploring the possibility of supporting the improvement of the skills of judges, prosecutors, lawyers and other legal practitioners in Rwanda, and establishing effective oversight mechanisms, which is vital for the justice sector institutions to perform their functions effectively, particularly in upholding laws protecting women and vulnerable populations. The operational norms that ensure efficiency, impartiality, and logical legal interpretation need to be reinforced through comprehensive legal education and practice. Moreover, USAID/Rwanda may seek to strengthen rule of law and foster government accountability for its actions by facilitating lawyers and rights groups to seek redress for government actions in violation of its own laws. By improving rule of law, USAID/Rwanda will strengthen the institutions and frameworks that make it possible for civil society to engage in open political debate, advocate for human rights and gender equality, and participate effectively in decision-making. This results in improved public sector and service delivery and allows civil society to represent citizens’ interests.

³⁹<http://www.usaid.gov/what-we-do/democracy-human-rights-and-governance/importance-democracy-human-rights-governance>

⁴⁰ U.S. Strategy Toward Sub-Saharan Africa (June 14, 2012).

Despite the GOR's efforts to decrease GBV, incidence rates are still high as long-term, behavior change-oriented approaches have had limited success. Therefore, utilizing the results of the Mission's gender analysis, USAID/Rwanda will explore opportunities to strengthen the capacity of public actors and civil society to address gender inequalities, empower women, and prevent and respond to GBV.

Sub-IR 2.1.3: *Improved Environment for Political Participation and Transparent Elections*

Political parties' role in the 1994 Genocide created negative public perceptions of these organizations. As a result, there is still a limited understanding of, and a lack of willingness to embrace, the importance of differing opinions and views in a democratic society. While citizen participation in politics and government decision-making has marginally increased in recent years, including that of women, emphasis on "consensus and national unity" has restricted the freedom of political parties and other groups to organize independently and to develop and publicly debate positions on issues of national or local concern that differ from current government laws and policies. A functioning and representative democracy in Rwanda requires that a broader political space exist for political party development and the inclusion of all Rwandans in the political process. A more competitive, pluralistic party system would empower citizens to participate more substantively in the electoral process and advocate for reforms. In turn, this would help forge consensus and national unity by recognizing and allowing diverse citizen policy preferences to be expressed through free and fair elections, and subsequently in representative legislatures.

The Mission will support programs that promote an informed and engaged citizenry and encourage an environment for open political dialogue among political parties, CSOs, youth, and the media, including women's organizations that will help strengthen the role of women in political participation, and transparent and peaceful elections. USAID/Rwanda will also work with key players in the political system, such as watchdog groups and independent political parties, to engage with GOR counterparts in a productive way, by building their capacity as credible interlocutors on political engagement issues. Interventions should also engage with men, women, and youth at the national and local levels in addressing gender sensitive political and civic participation issues that would otherwise undermine broader and free participation of certain groups of the population.

The end goal of these initiatives is a Rwanda marked by free and open democratic processes and accountable institutions, with an independent and effective civil society and a broad respect for human rights, especially for the most vulnerable.

Intermediate Result 2.2: *Improved Social Cohesion*

Persistent tensions from the 1994 Genocide, and the lack of a follow-on strategy after the transitional justice system known as "*gacaca*," and lack of tolerance for competing interpretations of Rwanda's history, have the potential to undermine the GOR's success in maintaining peace. To address these grievances, Rwandans need to work through unresolved conflicts and differences that could lead to instability. Long-standing issues around land, identity, and reconciliation persist, and have the potential to affect medium- to long-term economic growth and political stability. Problems of gender-equity gaps and gender-based violence are also detrimental to the continued growth of the country. Therefore, supporting the peaceful resolution of complex challenges in a culturally relevant and sensitive way is necessary. In the most densely populated country on the African continent, land is scarce and often a source of dispute. Improved social cohesion will be achieved by targeting land rights and reconciliation. The draft gender analysis for the VOICE PAD suggests that cultural views

regarding women can play a positive role. For example women are traditionally seen as peacemakers; however, the majority of the time, attitudes, beliefs, and socio-cultural practices in Rwanda strongly favor participation of men over women. DO2 will partner with the GOR, civil society, and key development partners to improve land regulation, strengthen land-related research capacity of local institutions, and advocate for improved land-related laws and legal aid. USAID/Rwanda will specifically work with civil society to disseminate this information to marginalized populations, especially women.

Sub-IR: 2.2.1: *Improved Reconciliation among Rwandans*

The GOR approach to post-Genocide social healing is based on the conviction that a peaceful country requires the eradication of allegiance to ethnic identities. However, the conflict assessment suggested that limits on open discussion of peoples' relationships to their Hutu, Tutsi, Twa, or mixed identities, have hindered a deeper process of reconciliation. For citizens, regardless of their backgrounds, to have equal opportunity in co-creating a new Rwanda, a national dialogue is needed in which there is space to speak of multiple wounds, multiple histories, and multiple aspirations. USAID/Rwanda will strengthen these lines of communication within Rwandan society, allowing for a more open dialogue on issues of identity, economic and rural/urban gaps, land, and other key issues that Rwandans face today.

This should happen at all levels: in villages, secondary and high schools, universities, civil society forums, and national debates. USAID/Rwanda will continue to support diverse approaches to reconciliation that build on existing efforts to encourage critical thinking around reconciliation, and also support programs focusing on reintegration activities and mental health services, particularly those capable of addressing trauma-healing, taking into consideration the fact that women, men, and youth might have been differently affected by the Genocide. These will continue to be gender-sensitive, particularly given that most perpetrators and ex-combatants are men, while most survivors are women.

Sub-IR 2.2.2: *Reduced Land Conflict*

Rwanda faces serious challenges around land and land conflict. Exacerbated by the gradual return and reintegration of displaced populations who fled during and after the genocide, it is essential to address the issues surrounding land tenure. USAID/Rwanda will continue to support Rwanda's long-term sustainability by strengthening the resilience of its citizens, communities, and institutions (including government and civil society) and their ability to adapt to land-related economic, environmental, and social changes. To achieve this, programming over the next three years will build on the country's existing capacities around land-use planning, land management, community engagement in land-use decisions, public education about land-related laws and regulations, and community justice mechanisms to address land-related disputes. After several years of significant investment in the land sector, USAID/Rwanda has a greater understanding regarding which interventions are most effective. In the coming year, the Mission will evaluate whether or not continued investments beyond the existing three year timeline through a follow-on activity will be the best use of US taxpayer resources.

Any such programs will significantly address the issues of vulnerable populations such as women, orphans, and people with disabilities and indirectly contribute to reducing Gender Based Violence (GBV). A main catalyst for GBV is family conflict over resources; in Rwandan families, the main resource is often land. Land issues, already tenuous in a densely populated country with limited resources, have become even more complicated as women have gained the same legal rights to inheritance as men. Peaceful resolution of differences must begin at home,

where women and men resolve issues in accordance with existing laws, through discussion and mutual respect, and serving as an example for children and communities. Decreasing GBV by understanding the part it plays in land- conflict issues, in coordination with gender-focused efforts under the other DOs, not only protects vulnerable populations from violence but also plays a key role in community relationship building, economic growth, and empowerment of women. As previously mentioned, USAID/Rwanda is conducting a gender assessment for DO2 which also will look for possible new GBV-focused activities that complement the on-going and previous investments in the land sector.

Development Objective 3: *Health and Nutritional Status of Rwandans Improved*

This development objective directly contributes to USAID/Rwanda's CDCS Goal to *accelerate Rwanda's progress to middle income status and better quality of life through sustained growth and reduction of poverty*, and is based on the evidence-based intervention linking improved health outcomes to increased sustainable growth and development. In addition, evidence⁴¹ demonstrates that health inequality has a negative effect on income levels and income growth. USAID/Rwanda has therefore chosen a broad-based approach that will address constraints faced by women, girls, and other vulnerable or marginalized populations.

The 2010 Demographic and Health Survey (DHS) reported some impressive successes that Rwanda achieved over the previous five years. Fertility declined from 6.1 children per woman (DHS 2005) to 4.6 children (DHS 2010). The proportion of married women using modern contraceptive methods continued to increase at an unprecedented rate: from 6 percent in 2000, to 10 percent in 2005, 27 percent in 2008 and 45 percent in 2010. The infant and child mortality rates decreased during the last five years, from 86 infant and 152 children under five deaths per 1,000 live births in 2005 to 50 infant and 76 children under five deaths per 1,000 live births in 2010.

Improvements in malaria indicators have also been impressive. In 2010, 82 percent of all households possessed at least one insecticide-treated mosquito net (ITN), almost 5.5 times more than in 2005 (15 percent). Over five times more children under the age of five slept under an ITN the night preceding the survey, 70 percent in 2010 compared to 13 percent in 2005. Over four times more pregnant women age 15-49 slept under an ITN the night preceding the survey, 73 percent in 2010 compared to 17 percent in 2005.

Despite Rwanda's significant progress in improving the health status of its population, much work remains. According to the DHS 2010, forty-four percent of the children under five years of age are chronically malnourished or stunted. When the data is disaggregated (by age, sex and/or area of residence) clear disparities emerge. For example, the heaviest burden for stunting is borne by children under the age of 23 months (peaking at 55.1 percent for age-group 18 to 23 months old), male children at 47.4 percent compared to female children at 41.1 percent, and Northern Province with high chronic malnutrition at 50.7 percent. Life expectancy among females is 59.5 years and 56.6 years for males.⁴² The maternal mortality rate is 487 deaths per

⁴¹Grimm, Michael. *Does Inequality in Health Impede Economic Growth?* Publication. Oxford Economic Papers, 2011. Web. <<http://oep.oxfordjournals.org/content/63/3/448.abstract>>.

⁴²*Life Expectancy at Birth*. CIA World Fact Book <<https://www.cia.gov/library/publications/the-world-factbook/fields/2102.html>>

100,000 live births.⁴³ HIV prevalence has remained unchanged between 2005 and 2010 and is 3 percent for the population between the ages 15-49. HIV prevalence is higher for women (3.7 percent) versus men (2.2 percent).⁴⁴

As described above, Rwanda's core health indicators have improved dramatically in recent years, but maintaining this accelerated progress is essential. USAID/Rwanda's Development Objective "*Health and Nutritional Status of Rwandans Improved*" is aligned with the GOR's Health Sector Strategic Plan III (2012-2018), which states that the vision for the health sector is to "*continually improve the health of the people of Rwanda, through coordinated interventions by all stakeholders at all levels, thereby enhancing the general well-being of the population and contributing to the reduction of poverty.*" USAID/Rwanda plans to support sustainability of the health system by continuing to promote host-country ownership through investments in strengthening health systems at the national and decentralized level as well as local civil society organizations, communities and families.

Because of health's correlation with poverty reduction, it plays an important role in achieving socio-economic progress described in Rwanda's Vision 2020. Improved health contributes to development in a number of ways. Healthier workers are more productive, earn higher wages, and miss fewer days of work, directly impacting the profitability of enterprises as well as agricultural production. Health status also has an impact on education, as healthy children learn better and are absent less, thus reducing the number of school drop-outs. Healthy people have more resources to devote to savings, which leads to better economic prospects for their households.

Gender

The recently conducted gender analyses for the Community Health and Improved Nutrition and the Strengthening Capacity of Health Sector to Deliver Quality Health Services projects identifies key gender findings that should be addressed. A lack of male engagement in caregiving and domestic work is seen as a primary barrier to achieving desired health outcomes. In addition, a woman's level of education and involvement in decision making and control of household resources are directly correlated to improved health outcomes of her family. Social norms and stigmas are a major barrier to accessing health services, particularly for the most vulnerable people, including LGBT and disabled populations. There are significant gaps in training and sensitization of health care providers which causes further marginalization of vulnerable populations. In addition stigma and discrimination are associated with access to health care and health service delivery in combination with limited awareness/sensitization of the community about patients' rights and protective gender laws and policies. Other factors include unequal social power and decision-making for women and girls; limited women's mobility; women's economic dependency; illiteracy, limited knowledge about reproductive health for rural adults and youth in general; and the negative effect of gender norms that drive health behavior and health decision making.

USAID/Rwanda will continue to support Rwanda's implementation of its National Gender Policy and other strategies that promote gender equality. This includes scaling-up sexual and gender-based violence prevention, treatment, and care; advancing professional development of women in the health sector and services that benefit primarily women; promoting couples- and

⁴³ 2010 Rwanda Demographic and Health Survey: Key Findings. National Institute of Statistics of Rwanda and ICF International. 2012. Calverton, Maryland, USA: NISR and ICF International.

⁴⁴ Ibid.

family-centered approaches (e.g. for voluntary counseling and testing, childhood immunization, and family planning); encouraging increased male involvement in maternal and child health (MCH), family planning/reproductive health (FP/RH), prevention of mother to child transmission of HIV/AIDS and antenatal care. In addition, USAID will actively link low-income women and child- or female-headed households to income-generating and social welfare programs, while also addressing the special health needs of vulnerable populations, such as disabled and LGBT communities.

Institutional Capacity Building

The health sector's capacity to deliver an appropriate package of health services from the central level down to the local level, with minimal reliance on external expertise and financing, is essential to minimizing service delivery costs and sustaining recent improvements in Rwanda's health sector. USAID/Rwanda's approach supports the goal of the Global Health Initiative to strengthen the human and institutional capacity of the health system to plan, manage, implement, and monitor sustainable health programs at all levels. Human and institutional capacity building interventions will be provided using a gender lens to promote gender-sensitive health systems. More specifically, the health programs may support capacity building of commodity procurement and distribution institutions, private sector expansion, and improvements in Ministry of Finance/Health budget allocation performance.

Influence and Collaboration

Development partner coordination in Rwanda's health sector is highly organized and inclusive of all partners (bilateral and multilateral donors, international and local NGOs, private sector). The Development Partners Coordination Group (DPCG), co-chaired by the Ministry of Finance and USAID, is the highest-level coordination body in country and is responsible for overseeing the entire aid coordination system. The DPCG coordinates an annual Development Partners Meeting and Development Partners Retreat for dialogue between the GOR and its development partners. USG serves as co-chair of the Health Sector Working Group (HSWG), which is the main entity through which the GOR and respective donors coordinate and discuss health sector initiatives. Twelve technical working groups serve as key entities for technical experts to review and discuss program planning and implementation under the HSWG.

Program Transformation

Rwanda's achievement of impressive and unprecedented improvements in health status is an indicator of GOR's effectiveness in managing nationwide health programs. USAID/Rwanda will leverage GOR leadership to promote long-term capacity building within Rwanda to sustain improvements in health; this shift is also reflective of the transition from the original emergency focus of the President's Emergency Plan for AIDS Relief (PEPFAR) to a new focus on promoting sustainable, integrated and country-led programs.

Development Hypothesis

In order to achieve DO3, the interaction between supply (quality health services as described under IR3.1) and demand (active utilization of quality services as described under IR3.2) must be simultaneously addressed. Unless individuals and communities are able to access quality services through strengthened capacity of the health sector and themselves, health and nutritional status is unlikely to be improved. Gaps in services (or poor quality services) may result in limited uptake and distrust in health services. Similarly, unless households have the capacity to effectively utilize these services and take ownership over their health status, with support from strengthened and engaged civil society organizations (described under DO2,

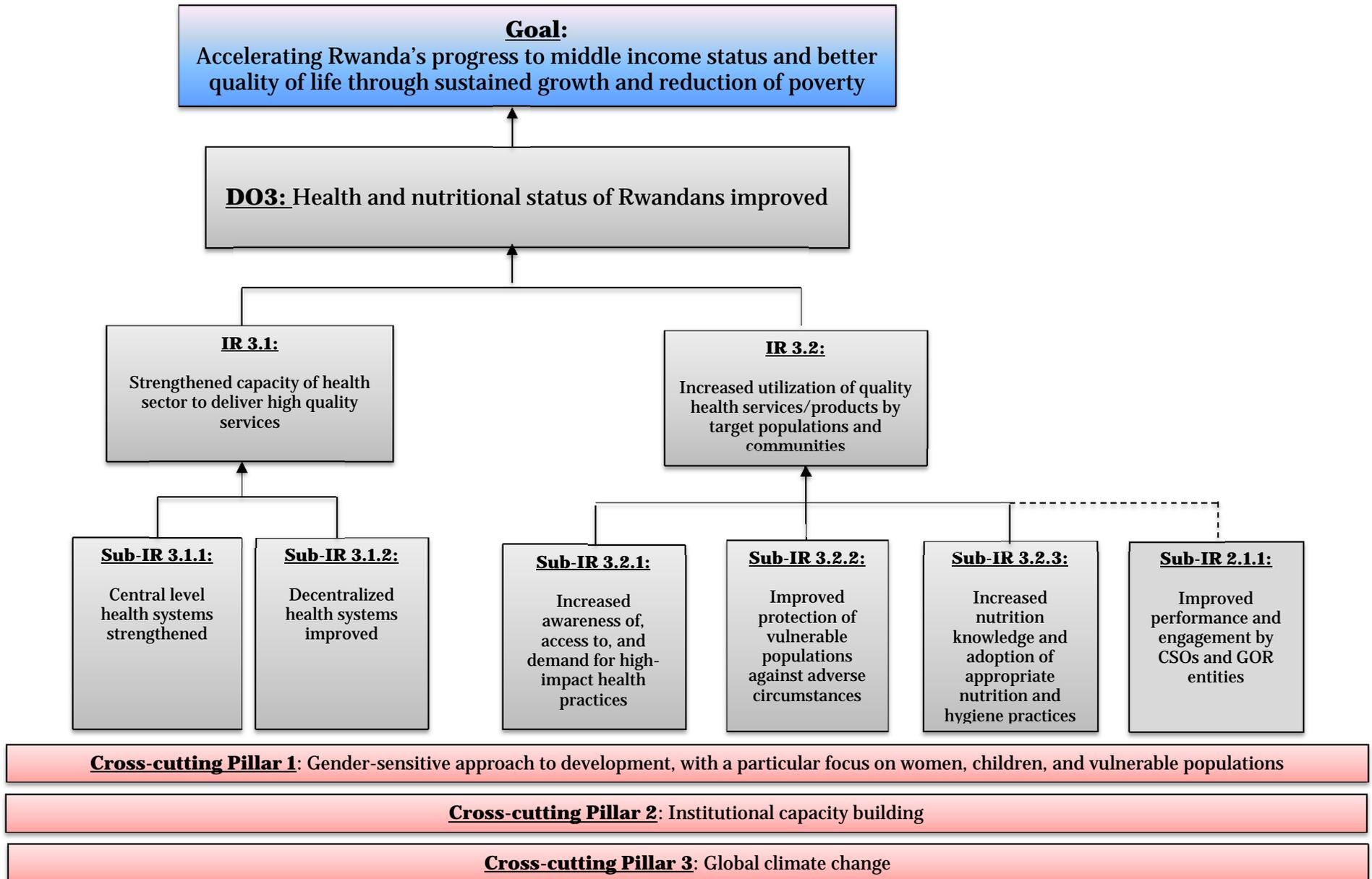
IR2.1.1), the delivery of high-quality health services will have limited impact on improving health and nutritional status; poorly utilized services—no matter the quality—will be unable to sustain recent improvements. Both are critical factors which directly impact the achievement of this Development Objective.

In the Rwandan context, successful delivery of high-quality health services is not possible without a two-pronged approach that focuses on the central level structures as well as the decentralized systems and entities. The public sector is key to ensuring that goods and services are distributed from the central level to district hospitals and health centers, at which point community health workers (CHW) play a key role in reaching communities.

Households must be empowered, especially women and girls given their crucial role as care givers, to take ownership of their health in order to sustain the recent improvements in Rwanda's health indicators, meaning that they must become informed and active participants in improving and maintaining their health and nutrition status. USAID/Rwanda believes that, in order to achieve this greater ownership, households must be sufficiently informed to demand the high-impact health services and products they need, as well as be able to access them. This includes knowledge of their rights to healthcare and having a sufficient understanding of how/when/where to receive services, as well as which products they may need. With the assumption that the GOR will continue to focus on equitable and comprehensive access to quality health services, IR 3.2 focuses on ensuring that vulnerable populations in particular are better able to protect themselves from adverse circumstances that are health-related.

Additionally, IR3.2 will depend on the work done under DO2 IR2.1.1 to strengthen CSOs' capacity to engage and play a key role in many interventions of public health interest, including: facilitating community interactions with services; distributing health products such as condoms; building health worker morale and support; obtaining and disseminating health information; building informed public choice on health; implementing and using health research; helping to shift social attitudes through gender equality and women's empowerment education; mobilizing and organizing for health; monitoring responsiveness and quality of health services; giving voice to marginalized groups; promoting equity; representing patient rights in quality of care issues; and channeling and negotiating patient complaints and claims.

Results Framework: Development Objective 3



Intermediate Results**Intermediate Result 3.1:** *Strengthened Capacity of Health Sector to Deliver High Quality Services*

USAID/Rwanda's underlying development hypothesis underlying this IR is that by improving both the central and decentralized health systems, the Mission will strengthen the capacity of the health sector to deliver high-quality services, thus directly impacting the improvement of health and nutritional status of Rwandans. IR3.1 capitalizes on this opportunity to increase the Government of Rwanda's capacity to manage available resources and address health issues.

USAID/Rwanda's support is closely aligned with the priorities of the MOH, as articulated in Rwanda's Health Sector Strategic Plan (HSSP III 2012-2018): 1.) *Achieve Millennium Development Goals 1 (underweight children - nutrition), 4(child survival), 5(MCH) and 6 (disease control) by 2015; 2.) Improve accessibility to health services (financial, geographical, community health); 3.) Improve quality of health provision including quality assurance, training, medical equipment, supervision; 4.) Reinforce institutional strengthening, especially toward district health services and the district health unit; and 5.) Improve quantity and quality of human resources for health (HRH).* It will also emphasize nutrition as a strong component of health services as elaborated in the National Food and Nutrition Policy and Strategy (2013-2018) and described in the Mission's Multi-sectoral Nutrition Plan (2013-2018). To support these priorities, USAID/Rwanda will strive to increase the use of facility and community-based family health services as well as build the capacity of districts to implement national health policies; plan, budget, manage, supervise, monitor and evaluate health services; and coordinate with the MOH and other health partners to improve district health services.

USAID/Rwanda will support central MOH units responsible for quality, integration, and decentralization at all levels. For example, at the district level, USAID/Rwanda will provide financial and technical support to district authorities to plan, manage, monitor and sustain integrated service delivery and progress towards improved health outcomes. At the facility and community level, USAID/Rwanda will support health providers to deliver essential and gender-sensitive health interventions in a timely manner and in compliance with quality of care standards. Other support may include strengthening integrated supervision, the promotion of integrated training for health care workers, and investments in infrastructure improvements (e.g., solar energy equipment, improved access to clean water) that benefit the Rwandan health system as a whole.

Sub-IR 3.1.1: *Central Level Health Systems Strengthened*

Strengthening health systems that support service delivery will be foundational to achieving IR 3.1. The first pillar of the GOR's Vision 2020 —Good Governance and a Capable State— highlights the importance of capacity building in Rwanda. The strategy asserts that “the situation calls for rapid development and deployment of public sector skilled human resources who grasp the needs of other sectors and can translate them into sound policies and strategies.” Under Sub-IR 3.1.1 USAID/Rwanda, will provide financial and technical support to the central health system with a holistic, integrated, and gender-informed approach to capacity building.

Support at the central level will include management skills, gender integration competencies, strengthening integrated supervision, and the promotion of integrated training for health care workers in both pre-service and in-service settings that benefit the Rwandan health system as a whole.

Sub-IR 3.1.2: Decentralized Health Systems Improved

Continuing its vision to holistically provide financial and technical capacity building support to the health system, under IR 3.1.2, support will be provided to district authorities to plan, manage, monitor, and sustain both integrated service delivery and progress toward improved health outcomes, which will take into consideration the use of gender data. At the facility and community level, USAID will support health providers to deliver essential health interventions in a timely manner and in compliance with quality standards of care.

In addition, with an emphasis on building and transferring capacity in a sustainable manner, USAID/Rwanda's support for health systems strengthening will closely intersect with human and institutional capacity development. The Mission will improve and strengthen the health system through improved capacity of health managers to plan, finance, implement and monitor health activities for efficient and effective service delivery.

Intermediate Result 3.2: Increased utilization of quality health services/products by target populations and communities

The development hypothesis underpinning this IR is that strengthened capacity of targeted groups to lead increasingly productive and healthy lives by addressing their own health issues in a timely manner will lead to increased utilization of quality health services and products, thereby contributing to inclusive and sustained improvement of the health and nutritional status of Rwandans, especially women and children. By building this capacity at the individual, household and community level, USAID/Rwanda will increase their resiliency to external shocks, with emphasis on the role of women and girls as care givers. This decentralized strategy is also a GOR priority and is closely aligned with the GOR's EDPRS 2 goals to “*Improve Health Status*” and “*Promote Citizen Participation and Empowerment*.”

IR 3.2, with support from DO 2 IR 2.1.1, will build the capacity of targeted local NGOs and CSOs to provide services to vulnerable populations and to increase utilization of services. Improved health and nutritional status (supported by IR3.1) will be achieved by promoting health-seeking behavior, increasing knowledge and demand; expanding access to key services such as education and psychosocial support; building family-level assets; improving food security; promoting gender equality; and improving intra-household communication and decision-making patterns. With support from DO1, Rwandans of varying needs will access a range of market-based economic support activities, such as savings groups, youth vocational training, and apprenticeships, and value chain interventions that strengthen cooperatives. This strategy will focus on knowledge-based skills development so that individuals and households possess the capacity (knowledge, opportunities, and resources) to improve their family and community health.

In addition to household behavior change activities, IR3.2 also covers family-oriented community-based services provided by Community Health Workers (CHWs). For example, USAID/Rwanda is working with the GOR and other partners to build the skills of CHWs to provide family planning information, counseling, and services, as well as nutrition education and counseling, in line with national guidelines. These CHWs also promote a stronger link with health facilities to increase the demand for, and uptake of, FP/RH and other health and nutrition services.

Sub-IR 3.2.1: *Increased awareness of, access to, and demand for high-impact health practices*

The underlying premise of sub-IR 3.2.1 is that households and communities have tremendous incentive to improve their health; however, they often lack the information and capacity to access and demand high-impact health practices.⁴⁵ Barriers to accessing health services and products can lead to unmet health needs, delays in receiving appropriate care, inability to access preventive services, and result in increased morbidity due to the failure to receive care in a timely manner. The recently completed gender analysis for the Community Health and Improved Nutrition project finds that women are primarily responsible for maintaining the health of family members and providing water for consumption. Women's (particularly poor women) ability to do this is constrained because they are primarily responsible for household chores and caregiving, and have limited mobility and exposure to services and products. Additionally, they have minimal access to financial resources to invest in preventative measures that may reduce their burden and improve family health. Due to male norms that stigmatize accessing health care and the transitory nature of their work, women and girls are not likely to be reached by health messaging and services provided through standard means. Community participation, health promotion, focused outreach campaigns, innovative ways of targeting health information, products and services, and the empowerment of individuals (especially women) are critical to ensure that individuals, households and communities gain awareness of and access to health care. Through the work of CSOs and CHWs, USAID/Rwanda will strive to ensure that individuals, households and communities have the appropriate information, counseling, services/products, physical access to health services and products (particularly for disabled individuals) and referral links to achieve sustainable improvements in health. These efforts will contribute to IR3.1.2 as well.

Sub-IR 3.2.2: *Improved protection of vulnerable populations against adverse circumstances*

As the primary donor for orphans and vulnerable children (OVC) programs in Rwanda, USAID is responding to GOR goals and priorities by reaching OVC with an integrated focus on service provision and psycho-social support. USAID/Rwanda's strategy is to provide direct support to OVC and their households to increase the socio-economic resilience of their families while assisting the GOR to strengthen its district- and sector-level support to OVC through children's forums and orphan care committees. These interventions ensure the coordinated participation of children and local leaders in OVC activities and services. UNICEF, the other international donor working with OVCs in Rwanda, focuses on central-level technical assistance and does not provide direct services to OVCs or their families.

Household responsibilities and social norms reduce women's participation in socio-economic and political spheres of life. This leaves them with minimal capacity to engage in economic opportunities and limits their role in group decision-making and leadership processes on behalf of OVCs in their households. In addition, social norms limit men's engagement in caring for their children. However, when men are sensitized to the value of their participation in child care, their effort has the added effect of freeing women's time to engage in livelihood activities that improve the nutrition of the family.

Services directed towards OVCs and people living with HIV and AIDS act as the primary entry point to target vulnerable households, especially female and youth headed households, in an

⁴⁵Ensor, Tim and Stephanie Cooper. "Overcoming barriers to health service access: influencing the demand side." *Health Policy and Planning*. (2004) 19 (2): 69-79 <http://heapol.oxfordjournals.org/content/19/2/69.full.pdf+html>

integrated manner. Communities receive a network of services in health, education, social services, nutrition, food security, and economic stability. This strategy will focus on knowledge-based skills development so that households possess the capacity (knowledge, opportunities, and resources) to mitigate the impact of shocks. The Mission has also developed a transition strategy focused on local capacity strengthening and direct funding to Rwandan civil society organizations. USAID will target female-headed households and households with single mothers and widows to increase their access to key resources, including credit. USAID will work to initiate value-added activities, to the extent possible, within women's homes or within convenient reach of their homes, while initiating a social change process that both extends women's mobility and increases men's involvement in support for domestic duties. In addition, USAID will target children with disabilities among OVC that need accessible service provision and psychosocial support.

Sub-IR 3.2.3 Increased Nutrition Knowledge and Adoption of Appropriate Nutrition and Hygiene Practices

Rwanda is committed to improving the nutritional status of women, young children and the population in general, as seen in the newly developed multi-sectoral GOR National Food and Nutrition Policy 2013 – 2018, and in the EDPRS 2, where chronic malnutrition is identified as an area that requires urgent attention in GOR planning initiatives. USAID/Rwanda has developed a draft five-year multi-sectoral nutrition strategy aligned to the GOR's food and nutrition policy with a strong emphasis on addressing stunting. Malnutrition is a key public health concern in Rwanda and is one of the major causes of infant, child and maternal morbidity and mortality; 44 percent of children under five years of age are stunted, and 38 percent of children under five have anemia. Although women may have knowledge about nutrition, if the husband is not also aware of good practices and/or does not prioritize them, a woman may not be able to apply those practices – selling rather than eating the nutritious foods that are available. Increased incomes can translate into improved nutrition, especially when such resources are controlled by informed women.

The Mission will support the GOR to carry out formative research and secondary analysis of existing data to better understand the underlying causes of chronic malnutrition and to inform the scale-up of evidence-based nutrition interventions. USAID/Rwanda plans to continue supporting initiatives that address micronutrient deficiencies such as the use of micronutrient powders, home-based fortification, and Vitamin A and deworming campaigns.

Behavior change will likely be a significant component to USAID/Rwanda's approach to malnutrition. Nutrition interventions addressing increased knowledge and improved nutrition practices will increase appropriate nutrition and feeding behaviors. Activities under this Sub-IR 3.2.3 will link to Sub-IR 3.2.1 and may aim to improve appropriate maternal, infant and young child feeding practices (e.g., immediate initiation of breastfeeding within 1 hour after birth, exclusive breastfeeding up to six months and timely introduction of optimal complementary feeding at six months and beyond). Potential key activities include community-based growth monitoring and promotion to help detect early growth faltering and provide effective nutrition counseling messages to mothers/caretakers, and promotion of proper hand washing and safe hygiene practices.

The need to promote knowledge and adoption of appropriate nutrition practices is further supported by recent studies: the USAID-funded Micro Nutrient Powder (MNP) study (2011) and the USAID-funded BASICS Trials of Improved Feeding Practices (2009) both highlighted the gaps in knowledge of frontline health workers and CHWs who are expected to provide nutrition counseling and accurate information to mothers and caregivers. These studies also highlighted

a clear lack of knowledge at all levels regarding stunting; foods that can impact anemia; and optimal maternal, infant and young child feeding. Taking advantage of the recently developed national nutrition counseling cards and tools, USAID/Rwanda plans to increase nutrition knowledge and skills of frontline health workers and CHWs to improve nutrition counseling and message transfer to mothers of children under two years of age to improve maternal and child feeding practices.

In addition, USAID will contribute to the national “1,000 Days in the Land of 1,000 Hills” campaign. There is a growing body of evidence suggesting that the 1,000 days period—from conception/pregnancy through the first two years—is critical to a child’s long-term intellectual development and determines his/her health prospects for life. This intervention aims to introduce the problems and solutions surrounding child stunting to the nation. The use of the “1st 1,000 Days” theme promotes the importance of growing to a normal height during the 1st 1000 days of life - as an achievement that affects a whole lifetime. Interventions in the 1st 1,000 days should also include community-based interventions to improve maternal, infant and young child nutrition (MIYCN), promotion of kitchen gardens to increase food diversity, antenatal care, hygiene, food preparation, use of treated bed nets, social protection services, cooking demonstrations, food preservation, micronutrient supplementation, deworming, and other services and practices that promote optimal nutrition. USAID/Rwanda is also exploring opportunities to support early childhood development in order to improve nutrition and education outcomes.

DO 2 Sub-IR 2.1.1: *Improved performance and engagement by CSO and GOR entities*

DO 3 will support strengthening of CSOs in the health sector through work captured under DO 2 IR 2.1.1.

Since the World Health Organization’s Alma Ata Declaration in the 1970s, civil society organizations have been recognized as playing a crucial role in the achievement of improved health outcomes by both strengthening CSO capacity and directly funding local CSOs. Regarding the former, USAID/Rwanda will support international partners to build the capacity of Rwandan CSOs and to provide the financial and technical assistance to deliver key health interventions. Regarding the latter, in support of GOR initiatives to transition financial and programmatic management of health interventions and services to national organizations, the Mission plans to directly fund Rwandan CSOs.

Rwandan CSOs which USAID/Rwanda may fund directly include local non-governmental organizations, faith-based organizations, community-based organizations, private organizations, and/or professional associations and consortiums. Directly-funded CSOs will promote the reduction of risk behaviors among vulnerable populations at the community level through activities such as the promotion and use of effective social and behavior change communication activities, which address integrated nutrition, maternal and child health care, family planning, reproductive health, malaria, and HIV/AIDS. Findings from a recent gender analysis highlight that there is lack of capacity building and focused gender training for CSOs and GOR entities to enhance staff’s knowledge and skills on gender issues in their respective fields of interventions. Moreover, women and men in the community and associations/cooperatives have differences in experience, skills, and confidence regarding gender equality and women’s empowerment. Interventions may be delivered through a variety of integrated approaches, including interpersonal communication, radio and community events such as monthly growth monitoring and promotion, *Umuganda* days, etc. Additionally, these approaches will be sensitive to gender-based violence prevention and gender equality, women’s empowerment and men’s engagement, potential predictors of risk behaviors that spur at-risk

behaviors and disease transmission. The focus on community-based nutrition interventions will be to reach young children below the age of two and mothers vulnerable to malnutrition, especially during pregnancy and lactation. There will be special emphasis to provide a comprehensive package of interventions that ensures increased local ownership and greater financial sustainability of beneficiaries.

Development Objective 4: *Increased Opportunities for Rwandan Children and Youth to Succeed in Schooling and the Modern Workplace*

The USG, through its assistance in basic and higher education, is supporting the GOR in its efforts to give students the foundational skills they need to prepare Rwandan children and youth to succeed in school and the modern workplace.

The GOR's Vision 2020 and EDPRS 2 lay out ambitious plans for transforming the country into a knowledge-based economy built on a skilled workforce that is able to compete both regionally and internationally. Toward this goal, the GOR recognizes that education is key to this transformation. Thus far, Rwanda has achieved remarkable success in expanding its education system. Primary-school fees and lower-secondary fees were eliminated in 2003 and 2008, respectively. As a result, primary enrollment has grown by an average of 5.4 percent per year between 1998 and 2012⁴⁶, with net enrollment reaching 97 percent in 2012; (51 percent girls). Beginning in 2012, the GOR further extended fee-free education through 12 years of schooling.

While the GOR has focused on access, a number of major challenges remain, specifically with regard to education quality. Challenges in the provision of quality education include an inadequate supply of teachers along with the recruitment and hiring of unqualified teachers, putting pressure on both teacher preparation (pre-service) and teacher professional development (in-service) systems. Challenges also include a pupil-teacher ratio of 1-52 with double-shifting of classes and a skills gap in teaching methodology that includes a predominantly "chalk and talk" method with little evidence of effective use of textbooks or other teaching materials. In 2009, to support better integration with the East Africa Community, Rwanda switched from French to English as the medium of instruction from Grade 4 onwards. A language assessment of teacher competence in English conducted by the British Council in 2013 revealed that 93 percent of teachers possessed only a "basic level" of English with speaking skills particularly weak⁴⁷, thus, further stressing an already weak professional development system. In addition, Rwanda faces a large youth bulge with 67 percent of the population 25 years of age or younger.⁴⁸ Rwandan youth grapple with low-quality education and limited pathways for skills development. Without advanced levels of literacy, demonstrated vocational skills, and a secondary education at minimum, youth are largely unprepared for the formal labor market. Recognizing these challenges, the GOR has turned its focus in the newly revised [2013/14-2017/18 Education Sector Strategic Plan](#) (ESSP) to improving education quality for all levels of the system.

⁴⁶Rwanda Education Country Status Report. Rep. World Bank, 2011. Web.<http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2010/11/29/000350881_20101129112950/Rendered/PDF/579260SR0P11151353788B01PUBLIC10Web.pdf>.

⁴⁷Wilson, Jean; Colquhoun, Hamish; and Masterjerb, Paul. *Skills Development for English as a Medium of Instruction in Rwandan School: Report on a Consultancy to Design In-Service Training Strategy for English Language Training for Rwanda Teachers*, September 25, 2013.

⁴⁸Butler, Erik, Cornelia Janke, and Tim Haskell. *Rwanda Youth Employment Assessment Report*. Rep. USAID, Jan. 2010. Web

The recently completed gender analysis for the basic education and youth workforce development projects highlights the following key gender constraints to be addressed by this DO. Girls are less likely than boys to continue school through higher education, to be high academic achievers, and to assume leadership positions in the education sector. The most influential factors that hinder girls' achievement and advancement include the gendered norm of female responsibility for household tasks that diverts time and attention from school/teaching; unplanned pregnancy which leads to increasing childcare responsibilities; and environments that discourage the participation of girls. Furthermore expectations for academic achievement of girls may be lower than for boys, and some teacher behavior is not conducive to encouraging the active participation and attendance of girls. The lack of female role models in high-level and decision-making positions reinforces the tendency of girls not to pursue these positions and the low number of women who complete higher levels of education limits qualifications necessary to reach higher positions in employment. The ability of women to successfully complete trainings (such as workforce development training) is affected by household obligations, gender-based violence, pregnancy and early marriage, restricted mobility, and household poverty. Training also is limited because of societal perceptions, stereotypes, and mindsets that technical and vocational options are better-suited to out-of-school male youth.

In consultation with the GOR's Ministry of Education and other development partners, the USAID/Rwanda investment strategy for basic education and workforce development will support GOR priorities on quality education for all as outlined in the ESSP and take into consideration gender inequalities highlighted in a number of gender documents, including the National Girl's Education Policy and the National Gender Policy to ensure adequate and equal access and participation of female and male students. In addition, USAID/Rwanda will help address the needs of children with disabilities, who constitute an underserved population.

Gender

GOR efforts on girls' education have been widely praised as being among the most progressive on the continent. Statistics show slightly higher enrollment rates for girls (98 percent) over boys (95 percent) in primary school, and although overall secondary school enrollment of girls (30 percent) also remains higher than boys (26 percent), there is a significant drop in overall enrollment. Despite the Ministry's efforts to increase access to girls, especially at the primary level, statistics show that boys still outperform girls in end of primary school exams.⁴⁹ With this in mind, USAID/Rwanda programming aims to improve the quality of teacher training and student instruction for all beneficiaries by strengthening the capacity of Rwandan teacher training institutions to take the lead in promoting gender equity and female empowerment in education. This will be achieved through developing research capacity at the university level, revising curriculum and instructional methods to enhance gender equitable outcomes, and improving female recruitment to teacher training programs and the teaching profession. DO4 will also ensure the promotion of gender-sensitive and inclusive teaching environments and methodology, the implementation of school-based clubs supporting gender equality, and the incorporation of mentoring/counseling programs to support the professional development of female teachers. The Mission will ensure that partners from skills development institutions are gender-sensitive and take into consideration gender imbalances and constraints, as well as the needs of disabled children and youth, when designing workforce development programs and outreach activities for female and male youth.

⁴⁹ Ministry of Education, 2012 Rwanda Education Statistics, January 2012

Institutional Capacity Building

USAID/Rwanda will focus on further developing the capacity of the Government of Rwanda (GOR) in basic education and workforce readiness that will provide children and youth with the foundational skills they need to succeed in schooling and in the modern workplace. The Mission will work with GOR counterparts to strengthen the capacity of the Ministry of Education and the institutions such as the Rwanda Education Board and National University of Rwanda and affiliated Teacher Training Colleges under its purview to develop national policies, strategies, as well as implementation plans to improve quality of teaching and increased access to proper learning materials. The core approach of USAID/Rwanda in workforce development is to leverage and build the capacity of Rwandan youth-serving organizations to provide labor-market-demand-driven education, skills training and livelihood opportunities for youth. Gender equality and women's empowerment considerations will be integrated into institutional capacity building efforts, so as the institutions can provide female and male students in basic education and workforce readiness programs with adequate foundational skills needed to succeed in schooling and in the modern workplace.

Influence and Collaboration

USAID/Rwanda will continue to collaborate with key stakeholders through the Education Sector Working Group and its sub-working groups, several of which USAID co-chair alongside Rwanda Education Board (REB) officials. These collaborative working relationships have enabled USAID to complement other stakeholder efforts and maximize results; in one example, UNICEF installed computers at Teacher Training Colleges, after which USAID connected the computers to the internet and trained teachers on internet use. Through CDCS strategic planning efforts, USAID/Rwanda will continue to build relationships with key stakeholders at all levels within the education sector.

Program Transformation

Throughout this strategy period, USAID/Rwanda's focus is on strengthening the quality of basic education at the primary level. If USAID/Rwanda is successful in these efforts, the current focus on Primary 1-4 may eventually transition to a focus on improving quality at the Primary 5-6 levels. In addition, focus may expand from an emphasis on in-service teacher training to creating a bridge between pre-service and in-service teacher training to promote sustainability of best practices among Rwanda's teaching force. Following the GOR's strategy for increasing access to education and the national Girls' Education Policy, USAID/Rwanda will continue to move along the education continuum in its efforts to improve access to quality education for all children of primary school age regardless of circumstance. The transformation from Primary 1-4 to Primary 5-6 may or may not take place during the life of this CDCS.

Additionally, the CDCS under DO 4 includes activities designed to increase skill levels and income-generating opportunities for youth, particularly out-of-school youth. USAID/Rwanda will continue to work on developing the work-readiness skills and basic literacy and numeracy competencies of targeted youth, and with prospective employers to provide on-the-job learning opportunities that will enhance their long-term employment prospects, including self-employment through entrepreneurship.

Development Hypothesis

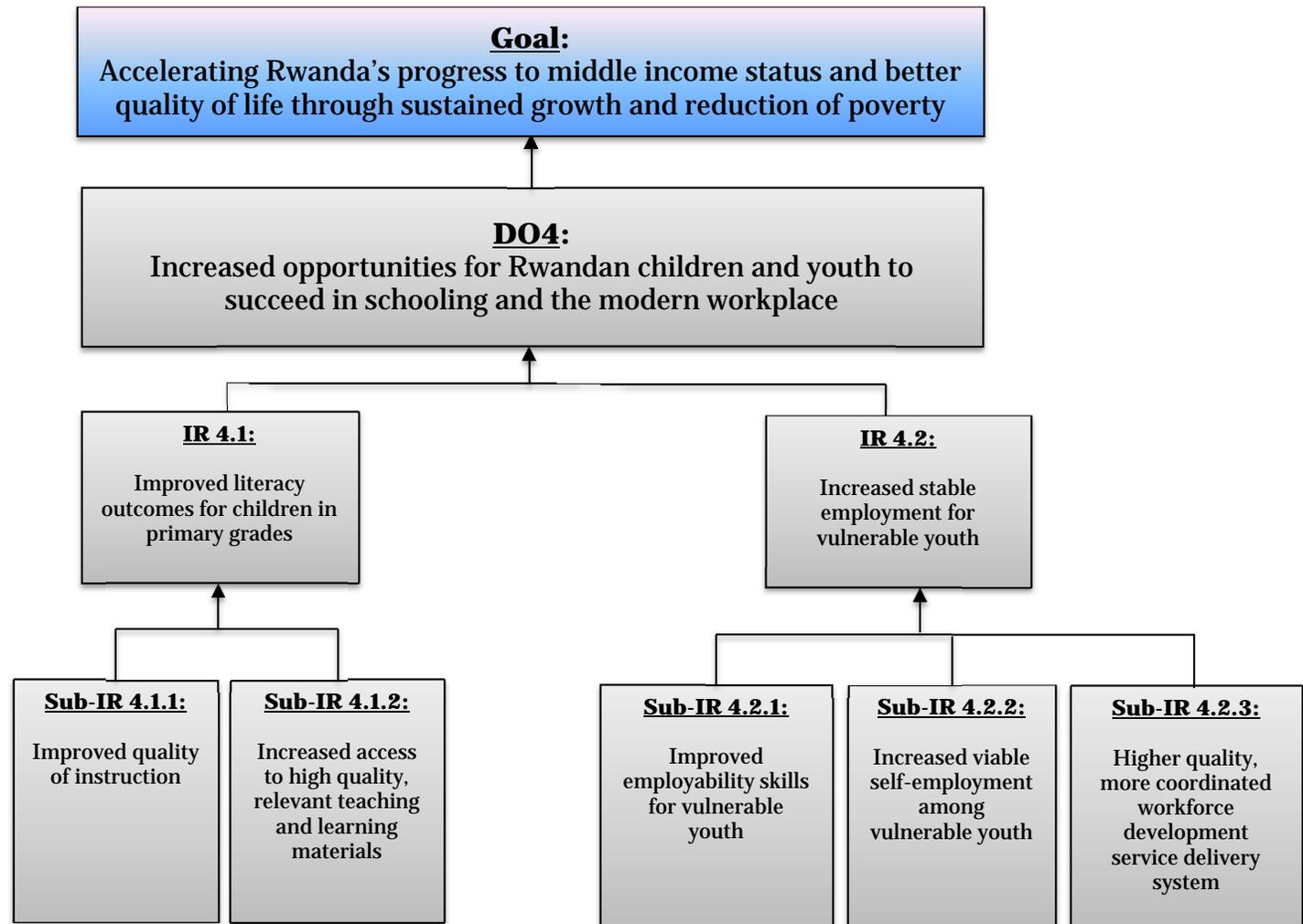
USAID/Rwanda has a two-pronged approach toward achieving its objective of increasing opportunities for Rwandan children and youth to succeed in schooling and the modern

workplace. The first is through support to the Ministry of Education in its efforts to provide children basic foundational skills at the primary school level and the second is through strengthening of workforce readiness training systems both in the public and private sector for in and out-of-school youth.

If quality of instruction is improved through better pre- and in-service teacher training complemented with increased access to relevant, high quality and gender-sensitive teaching and learning materials then literacy and numeracy outcomes will improve leading to increased opportunities for Rwandan children to succeed in school and eventually the modern workplace.

If the system for youth workforce readiness and coordination is improved along with increased access to gender-sensitive learning opportunities and work reading training then Rwandan youth will develop the essential employability skills necessary to succeed in the modern workplace.

Results Framework: Development Objective 4



Cross-cutting Pillar 1: Gender-sensitive approach to development, with a particular focus on women, children, and vulnerable populations

Cross-cutting Pillar 2: Institutional capacity building

Cross-cutting Pillar 3: Global climate change

Intermediate Results**Intermediate Result 4.1: Improved Literacy Outcomes for Children in Primary Grades**

Improved literacy outcomes for children in primary grades will ensure that all children leave primary school with the foundational skills they need to succeed in a knowledge-based economy.

In countries with economic policies that encourage the efficient use of labor, capital, and other resources, improvements in the coverage and quality of basic education can provide a major boost to economic growth. A 10 percent increase in the share of students reaching basic literacy translates into a 0.3 percentage point higher annual growth rate for that country.⁵⁰ A World Bank study of East Asia's high-performing economies concluded that their investment in education was among the most important factors in rapid growth of these countries.⁵¹ Econometric evidence drawn from a much larger set of developing countries demonstrates that higher average education among the labor force contributes strongly to growth.⁵² With this support, it is believed that improved basic education skills will serve as a foundation for building Rwanda's capacity to sustain long-term and broad-based growth and development.

IR4.1 will directly contribute to the Education Sector Strategic Plan (ESSP) goal of improving education quality, particularly through the strategic priorities of improved textbooks and materials, strengthened teachers, and improved literacy and numeracy.

Furthermore, USAID/Rwanda will work with the Ministry of Education to improve the quality of teaching and learning in early grades (Primary 1-4). Programming will include training teachers in producing gender-sensitive teaching/learning materials as well as engaging in gender-sensitive teaching practices; these will encourage girls to excel, while communities will be sensitized to encourage and support girls' education. Beyond gender aspects, programming of education activities will consider the needs of rural populations to ensure that there is equity between urban and rural communities. For example, learning/teaching materials will portray both urban and rural communities as being able to excel. To the extent feasible, activities undertaken by USAID/Rwanda to improve early grade literacy and numeracy outcomes will reflect the Agency's commitment to inclusivity and equity, including a focus on addressing the needs of disabled children.

Sub-IR 4.1.1: Improved Quality of Instruction

USAID/Rwanda will provide assistance to the Ministry of Education to strengthen teachers' effectiveness in delivering quality education by helping the Ministry create nationwide education standards for early grades in literacy, numeracy, and English as a second language. Gender-sensitive pedagogical techniques will be adopted to promote greater participation of girls in the classroom. Through this approach, inclusiveness will be enhanced so that the different needs and demands of boys and girls, as well as disabled children, that may impact learning can be addressed. USAID/Rwanda will help develop highly explicit, directive, and carefully sequenced instructional packages that enable

⁵⁰Hanushek, Eric A., and LudgerWoessmann. "Do Better Schools Lead to More Growth? Cognitive Skills, Economic Outcomes, and Causation." *The National Bureau of Economic Research* (2009). Web. <<http://www.nber.org/papers/w14633>>.

⁵¹The World Bank, 1993; *The East Asian Miracle: Economic Growth and Public Policy* <http://www.wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/1993/09/01/000009265_3970716142516/Rendered/PDF/multi_page.pdf>

⁵²Birdsall, N. and J.L. Londono. 1997. "Asset Inequality Matters: An Assessment of the World Bank's Approach to Poverty Reduction," *American Economic Review* 87: 32-37; <<http://www.jstor.org/sici?sici=0002-8282%28199705%2987%3A2%3C32%3AAIMAAO%3E2.0.CO%3B2-Z&>>

teachers, even at the most basic level of proficiency, to more effectively build students' foundational skills.

The Ministry's sector plan also calls for the implementation of a School-Based Mentoring Program (SBMP) to give teachers access to a locally delivered professional development program. USAID/Rwanda will work with Ministry authorities on the development of an institutional framework that defines the role and responsibilities of actors at all levels of the system in the implementation of an SBMP, including procedures for selecting and evaluating mentors and the resources available to support the implementation of the system. Efforts include collaborating with and complementing efforts of other major donors such as DFID, UNICEF, and Voluntary Service Overseas Rwanda along with relevant NGOs within the sector.

Sub-IR 4.1.2: Increased Access to High Quality, Relevant Teaching and Learning Materials.

Complementing USAID/Rwanda's efforts to improve the quality of instruction is access to and appropriate use of teaching and learning materials. The Ministry's new Textbook Procurement and Distribution Policy serves as a foundation for increasing distribution of learning materials in early grade classrooms. However, the large deficit of reading materials—in classrooms, communities, and homes—remains a barrier to improving student learning outcomes. In order to overcome this impediment, USAID/Rwanda will focus on developing a complete package of instructional materials: teacher's guides with daily scripted lessons, assessment tasks to monitor student performance on key skills, and print and audio materials for students. The Mission will ensure that materials are reviewed for gender-sensitivity and aligned with the new national curriculum, including the competency-based, learner-centered approach. In addition, in early grade environments, USAID/Rwanda will deliver over one million supplementary books and texts to students while using accessible and sustainable technologies (radio/audio, cell phones, and video) to enhance learning. In collaboration with the Ministry of Education and stakeholders at all levels of the spectrum, USAID/Rwanda will work to promote a culture of reading throughout Rwanda. Collaboration will continue with other USG entities including Peace Corps on joint programming initiatives such as the highly successful Mobile Library Project to further enhance efforts to promote a culture of reading in some of the hardest to reach areas of Rwanda.

Intermediate Result 4.2: Increased stable employment for vulnerable youth

Increased stable employment for vulnerable youth will be achieved by connecting Rwanda's vulnerable youth population with an effective workforce-readiness curriculum, specialized technical and entrepreneurship training, as well as market opportunities, while improving the capacity of workforce development actors to bridge labor supply and demand. This will take into account gender imbalances faced by male and female vulnerable youth in obtaining employment and will directly contribute to *increased opportunities for youth to succeed in the modern workplace.*

USAID/Rwanda will also address the significant youth bulge by maximizing opportunities for youth to participate productively in the economy. Activities will include creating and linking youth to formal and informal training opportunities including

Pooling Resources to Address the Youth Bulge

One vulnerability in Rwanda's development process is the bulge of unemployed youth. To address this *high-risk* issue, USAID/Rwanda's DO teams pooled resources (Education, Economic Growth, Democracy & Governance, and Health) to develop a model program that trains unemployed youth for either joining the workforce or returning to education. The lessons learned from this initiative will guide efforts to address youth unemployment during its program transformation process.

apprenticeships and internships. These efforts will prepare out-of-school youth for work or for re-integration into the formal education system by providing basic skills acquisition in literacy, numeracy, critical thinking and communication. Youth education programming will also strengthen life skills to empower young women and men to realize their rights and determine their life outcomes. For girls especially, such efforts will empower them to take control of their lives by encouraging them to pursue non-traditional livelihood opportunities and enabling them to manage their own economic situation. The Mission will also help to increase market-relevant job skills for youth, and link them to employers who are prepared to hire youth.

Sub-IR 4.2.1: *Improved Employability Skills for Vulnerable Youth*

USAID/Rwanda will continue working with the GOR and other stakeholders to ensure that all youth have equal opportunities to learn and prepare for work, regardless of their sex, gender identity, ethnic group, disability status, or place of origin. Training in Workforce Readiness will continue in a variety of formal and informal sectors to ensure that Rwanda has a workforce that is well prepared to participate in the transformation of the country into a knowledge-based economy by the year 2020. Efforts under this sub-IR also aim to develop a thriving youth livelihood support system by creating linkages among youth, the Rwandan economy, and relevant institutions so that youth and their potential employers can maximize opportunities for productive engagement in the Rwandan society. In addition, these efforts complement those of the German Federal Development Agency (GIZ) - co-chair with the Workforce Development Agency (WDA) of the Technical Vocational Education and Training (TVET) cluster of the education sector. Even though the youth livelihoods project was not initially designed to provide support to TVET but rather to out-of-school youth, it has been working successfully with the Rwandan WDA and GIZ, to incorporate the Workforce Readiness Curriculum funded by USAID/Rwanda into the TVET curriculum.

Sub-IR 4.2.2: *Increased Opportunities for Viable Self-Employment Among Vulnerable Youth*

This Sub-IR aims to strengthen and expand partnerships with private employers, and to take advantage of local market opportunities in which youth entrepreneurs can start businesses and upgrade products and services. It aims to encourage a sector focus, targeting employment and income opportunities in labor-intensive, non-agriculture and agricultural off-farm activities that are complementary to Feed the Future target sectors (such as agribusiness & agro-processing; equipment maintenance & technical repair; transport, renewable energy solutions, Ag-ICT, etc.) and potentially other non-agriculture sectors prioritized by Rwanda's EDPRS 2, by the National Employment Program (NEP) and the Skills Sector Councils. Gender equality and women's empowerment will be promoted through partnerships with private employers so that female and male vulnerable youth can acquire adequate knowledge and skills for viable self-employment.

Sub-IR 4.2.3: *Higher Quality, More Coordinated Workforce Development Service Delivery System*

The principle behind this Sub-IR is ensuring sustainability of the youth livelihood support system created under the Youth Livelihood initiative. This Sub-IR aims to assist organizations—networked together—to build capacity to sustainably serve youth with livelihood and employability services beyond USAID/Rwanda's youth project. Local institutions (government, private sector, and civil society) will be enabled to better prepare youth for work and better connect them to personal development, employment and self-employment opportunities. Where programmatic or management gaps exist, USAID/Rwanda will add value by building institutional capacity, including gender integration competencies to identify and address gender inequalities faced by male and female youth, and enabling local organizations to access international best practices that can help meet local needs.

Monitoring, Evaluation and Learning

USAID/Rwanda considers Monitoring, Evaluation, and Learning (ME&L) a key component of USAID’s Program Cycle. In order to track the progress of each DO and explore learning opportunities, USAID/Rwanda has incorporated Collaborating, Learning and Adapting (CLA) approaches, a thoughtful Research Agenda and key evaluation questions into its CDCS ME&L component. The Mission will ensure that these approaches are guided by gender equality and women’s empowerment principles so that women and men’s situations and experiences are adequately captured. Standard and custom gender indicators and key issues will be used to track and report progress in closing gender gaps through Mission’s interventions. Best practices and lessons learnt will be shared through gender-related success stories and through performance and impact evaluations. This will ensure that the CDCS is not an ephemeral document that collects dust on a bookshelf but rather a flexible tool that adjusts as changes on the ground require.

ME&L under the Institutional Capacity Building Pillar

In attempt to support—and be able to rely on—the national monitoring and evaluation (M&E) systems, as well as avoid duplication, USAID/Rwanda provides technical assistance to GOR efforts that prioritize data accuracy. Aligning and harmonizing M&E systems has been quite successful in the health sector; similar efforts will be directed to the economic growth sector. This M&E capacity building focus cross-cuts all of the DOs and contributes directly to Pillar #2: Institutional Capacity Building.

Collaborating, Learning, and Adapting

A CLA approach will be utilized to adjust programming and strategic direction during the CDCS lifecycle. To the extent possible, gender analyses will be conducted at the project and activity level so that findings can guide the designs to ensure that men’s and women’s needs and constraints are taken into consideration in Mission’s interventions. By building flexibility into the CDCS, USAID/Rwanda will be able to quickly respond to lessons learned (through rigorous and gender-sensitive evaluation) and/or a new country context, potentially resulting from the manifestation of a game changer. This approach will allow USAID/Rwanda to carefully monitor development in Rwanda and ensure that extenuating circumstances do not become significant inhibitors to the achievement of CDCS results. USAID/Rwanda will incorporate the following activities into Mission planning:

Collaborating

Action	Responsible Party
Multi-sectoral collaboration through the lenses of institutional capacity building, household resilience, civic engagement, and gender integration.	CDCS Coordinator
Monthly brownbag lunches that are led by technical teams and intended to emphasize cross-sectoral topics such as land titling, civil society, etc.	CDCS Coordinator
Mission-wide innovation award that rewards employees for innovative approaches to collaboration across teams, as well as improving efficiencies.	Open to all staff
Identify a Program Cycle Point of Contact in each DO Team that will be responsible for project design, learning, program transformation, etc.	CDCS Coordinator
Geospatial maps to identify the location of each USAID/Rwanda activity and opportunities for multi-sectoral collaboration; share this information with key stakeholders.	Program Office
Collaboration maps that highlight synergies and actionable programmatic gaps across technical teams.	CDCS Coordinator
Engage in sector working groups, technical working groups, and their respective sub-groups. ⁵³	Technical Team Leaders
Provide non-investment technical assistance and feedback to GOR during the development of sector strategies.	Technical Team Leaders
Lead and participate in donor partner meetings.	Technical Team Leaders
Maintain key roles in joint sector reviews.	Technical Team Leaders
Provide material and input for cable writing and other forums for interagency dialogue.	All Staff
Share information with the interagency through USAID-led discussion forums and targeted meetings on relevant topics.	All Staff

⁵³ Sector Working Groups (and their sub-groups) are forums designed to facilitate in-depth dialogue between GOR and development partners, therefore increasing coordination and joint planning/monitoring. Technical Working Groups (and their sub-groups) are established to prepare policy discussions that require more technical analysis and donor input.

Learning

Action	Responsible Party
USAID/Rwanda will focus on a sustainable transition of the Monitoring and Evaluation Management System used to manage data collection.	M&E Officer
Ensure that access to the M&E data informs programmatic decision-making; this will prove useful in tracking significant changes and trends.	COR/AORs
Ensure that findings from the gender analyses inform project designs and activity M&E plans	Gender Coordinator
Informal knowledge exchange through exit interviews with key Mission staff that are leaving post.	Replacement and/or CDCS Coordinator
Conduct exit interviews with implementing partners upon close-out.	COR/AORs
Work with regional missions to identify opportunities for knowledge exchange through conference calls or occasional temporary duties.	CDCS Coordinator
Leverage the Ambassador's Youth-Outreach Strategy, whereby the Ambassador meets with a youth group every quarter on youth-related challenges, to inform Mission policy on Youth—a key target population for achievement of the CDCS.	CDCS Coordinator
Develop and implement an evaluation plan that answers key development questions related to each DO.	M&E Officer

Adapting

Action	Responsible Party
Utilize a Portfolio Review process that focuses on activity level achievements, questions development hypothesis validity, and assesses progress on the Development Objectives (and their subsequent IRs).	Supervisory Program Officer
Institute an additional (informal) Portfolio Review session with team leaders to discuss achievement of the Goal and any significant trends; this will serve as a bi-annual opportunity to assess the long-term trends and any necessary changes to the CDCS.	Supervisory Program Officer

Evaluation

Throughout the CDCS, USAID/Rwanda will explore opportunities for rigorous impact evaluation to precisely determine the impact of USAID interventions. These efforts will inform CDCS implementation, project design, and policy makers. The evaluation questions below reflect a sub-set of the Mission's evaluation plan as outlined in the recently completed Mission Performance Management Plan. The Mission will annually update its evaluation plan.

Development Objective 1

- *Were the selected value chains the most efficient at attracting private sector investment and increasing smallholder incomes? How effective were the Mission's interventions in lifting the policy constraints to private investment in the agriculture sector?* This evaluation will focus on the Mission's programming to support private sector investment in agriculture as part of the FtF strategy.

- *Are nutrition education activities linked to agriculture productive programming supported by the Mission contributing to improved household nutrition status, especially for women and children? For example, are the used kitchen garden and nutrition messaging approaches effective to reduce malnutrition?*

Development Objective 2

- *Does the Human and Institutional Capacity Development model result in demonstrated improvements in institutional capacity and service delivery?*
USAID/Rwanda has identified an evaluation opportunity to determine whether the HICD model results in reducing institutional capacity gaps. By conducting robust pre- and post-treatment surveys in one or two entities receiving treatment and several more as comparisons, this evaluation would have a very low sample size at the treatment level (i.e. Ministry or Ministry branch) but a significantly larger sample size at the individual level (i.e. Ministry employees). Lessons learned from this evaluation would be instrumental in determining whether the HICD model should be scaled up to other GOR Ministries.

Development Objective 3

- *To what extent, and why, has stunting decreased among children under 5, as result of USAID nutrition interventions in high prevalent stunting districts?*
USAID/Rwanda has recently developed a Mission nutrition strategy to leverage GOR efforts in combating malnutrition among children under 5. As there exists little evidence that links specific nutrition interventions in Rwanda to reduction in stunting, USAID/Rwanda plans to test the effectiveness of nutrition interventions, which will be implemented over next five years in selected districts. A treatment group and a comparison group will be selected to allow the Mission to compare intervention outcomes from both groups. If the results confirm to what extent specific nutrition interventions can successfully reduce stunting, they will be scaled up in other districts.

Development Objective 4

- *Which quality improvement interventions have the most impact on student assessment scores?* Under an early grade literacy and numeracy program, USAID/Rwanda would leverage a phased implementation plan (with treatments and controls) to test various treatments (intended to improve quality and assessment scores) before scaling up the intervention nationwide. The identified evaluation would actually be a series of one-year impact evaluations throughout the project that allows for various aspects of the “quality improvement package” to be tested. A rigorous performance evaluation for the entire program will also be conducted using nationwide testing materials.

Appendix

Appendix 1: Alignment with USAID Priorities/Strategies

Appendix 2: Performance Indicators

Appendix 1: Alignment with USAID Priorities/Strategies

Goal

The 2015-2020 CDCS fully reflects USG foreign-policy priorities for Rwanda, as set forth in the 2013 State Department Africa Bureau Strategic Resource Plan, and the corresponding Mission Strategic Resource Plan for Rwanda. It embodies USAID’s policy priorities as set forth in its 2011-2015 Policy Framework, including the core objectives of expanding and sustaining the ranks of stable, prosperous, and democratic states by promoting governance systems that are more efficient, participatory, accountable, and transparent. In direct support of the OECD/DAC 2005 Paris Declaration on Aid Effectiveness, the 2008 Accra Agenda for Action and the Busan 4th High Level Forum on Aid Effectiveness (HLF4), this strategy meets USAID *Forward* objectives of building the capacity of local organizations to participate more fully in national development. Furthermore, this strategy is aligned with USAID’s Gender Equality and Female Empowerment Policy. (USAID’s policy is linked to other USG and USAID policies and strategies, such as: the U.S. National Action Plan on Women, Peace, and Security; the U.S. Strategy to Prevent and Respond to Gender-Based Violence; the U.S. Action Plan on Children in Adversity; the USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children; the USAID Counter-Trafficking in Persons Policy; the USAID Youth Policy; and the USAID LGBT Vision for Action). This alignment will help to ensure that Mission’s programs, projects, and activities are guided by the principles embedded in those policies and strategies to reduce gender inequalities, enable women, girls, orphans and vulnerable children, and other marginalized populations (such as LGBT, the disabled, etc.) to realize their rights, enhance leadership and influence decision-making, and become active and valued members of Rwandan society.

Development Objective 1

The Feed the Future (FTF) initiative prioritizes countries with demonstrated commitment to actively promoting agricultural-sector growth and food security—proven by alignment with the Comprehensive Africa Agricultural Development Program (CAADP) process—and supports “country-owned” agriculture strategies. USAID/Rwanda’s [Feed the Future Multi-Year Strategy](#), which heavily shapes Development Objective #1, integrates key Administration priorities, such as the Global Climate Change (GCC) Initiative (through agricultural adaptation and sustainable natural resource management) and the Global Health Initiative (GHI) (through integration of agriculture and nutrition), and leverages USG resources from other agencies such as the U.S. Department of Agriculture (USDA). Feed the Future is designed to maximize coordination across the USG, as well as with the GOR and development partners; this results in greater collective impact with fewer investments, resources, and programs. Equally important, *improved access to strengthened local, regional, and international markets* directly contributes to the Mission Strategic and Resource Plan Goal of *building a Rwandan economy capable of providing food security and economic opportunity for all citizens*.

Development Objective 2

The first two objectives of USAID *Forward*’s Implementation and Procurement Reform agenda—strengthening host country systems and building local capacity to participate in development—are highlighted in USAID/Rwanda’s Development Objective #2, where both government and civil society organizations will receive support to improve aid effectiveness and sustainability.

Development Objective 3

Rwanda’s Global Health Initiative (GHI) Strategy, which directly aligns with Development Objective #3, integrates key Administration priorities, such as the President’s Emergency Plan

for AIDS Relief (PEPFAR) to help save the lives of those suffering from HIV/AIDS; the President's Malaria Initiative (PMI) to reduce the social and economic burden of malaria in Africa; the Feed the Future initiative which integrates agriculture and nutrition; and Best Practices at Scale in the Home, Community and Facilities (BEST) to strengthen integrated programming in family planning, maternal and child health, and nutrition. DO3 interventions will contribute to USAID's Global Health vision of ending preventable maternal and child deaths and creating an AIDS free generation.

Development Objective 4

Development Objective #4 is aligned with USAID's Education Strategy which is premised on the development hypothesis that education is both foundational to human development and critically linked to broad-based economic growth and democratic governance. The IRs under this DO mirror the priorities identified in [USAID's Education Strategy](#). The first IR is directly aligned with the first goal of USAID's Education Strategy —*to improve reading skills for 100 million children in primary grades by 2015*—which recognizes that, while learning takes place at all levels, a particular focus on early-grade reading improvement has the strongest returns on investment in terms of building a solid foundation for future learning.⁵⁴ The second IR is directly aligned with the second goal of USAID's Education Strategy—*improved ability of tertiary and workforce development programs to generate workforce skills relevant to a country's development goals*.

⁵⁴*Education: Opportunity Through Learning*. Rep. USAID, Feb. 2011.

Web.<http://www.usaid.gov/our_work/education_and_universities/documents/USAID_ED_Strategy_feb2011.pdf>.

Appendix 2: Performance Indicators

Goal: *Accelerating Rwanda's progress to middle income status and better quality of life through sustained growth and reduction of poverty*

Goal	Indicator	Indicator Type	Data Acquisition			Disaggregation
			Data Source	Method of Collection	Frequency	
Accelerating Rwanda's progress to middle income status and better quality of life through sustained growth and reduction of poverty	Growth in (real) gross domestic product (GDP) per capita	CDCS/4-15	GOR, Central Bank/MINECOFIN	Statistical Calculation	Annual	n/a
	Percentage of GOR national budget that is financed by external resources	CDCS/Custom	GOR	GOR Statistics	Annual	n/a
	Human Development Index Score	CDCS/Custom	UNDP	Composite Index	Annual	n/a
	Gini Coefficient	CDCS/Custom	World Bank	Calculated Statistical Dispersion of Income Distribution	Every Four Years	n/a
	Prevalence of Poverty: Percent of people living on less than \$1.25/day	CDCS/4-16	UNDP	Integrated Household Living Conditions Survey (EICV)	Every Four Years	n/a
	Scores on World Bank Worldwide Governance Indicators (Voice and Accountability dimension)	CDCS/Custom	World Bank	Compilation of Perception Surveys and Assessments	Annual	n/a

Development Objective 1: *Economic opportunities increased and sustained*

DO	IR	Sub-IR	Result	Performance Indicator	Indicator Type	Data Acquisition			Disaggregation	
						Data Source	Method of Collection	Frequency		
1			Economic Opportunities Increased	Percentage change in agricultural GDP	CDCS/4.5.3, FTFMS	WB Development indicators	Composit Index	Annual	n/a	
				Per capita expenditure (as a proxy for income) of USG targeted beneficiaries	CDCS/Custom	GOR/NISR	Survey	Every Two to Three Years	Male/Female	
				Score on the Women Empowerment in Agriculture Index	CDCS/FTF	PBS	Survey	Every Two to Three Years	n/a	
	PROJECT: Feed the Future/Increased Productivity and Nutrition Outcomes of Agriculture									
	1.1			Increased productivity and nutrition outcomes of agriculture	Value of incremental sales (collected at household level) attributed to FTF implementation	CDCS/4.5.12-23 FTFMS	RDCP II	Survey	Quarterly	n/a
					Percent of women of reproductive age consuming targeted nutrient-rich value chain crops or products	CDCS/Custom	PBS	Survey	Every Two to Three Years	n/a
					Percent of children who consume targeted nutrient-rich value chain crops or products	CDCS/Custom	PBS	Survey	Every Two to Three Years	Male/Female
	1.1.1			Improved access to and utilization of nutrition-sensitive production and processing technologies	Number of private enterprises (for profit), producers organizations, water users associations, women's groups, trade and business associations, and community-based organizations that applied new technologies or management practices as a result of USG assistance	CDCS/4.5.2-28 Referenced 4.5.2-42, FTFMS	RIWSP, PReFER, IILP, RDCP, PYRAMID, PSD-AG	Partner Records	Quarterly	Type of Technology, Type of Organization, New or Continuing
					Number of farmers and others who have applied new technologies or management practices as a result of USG assistance	CDCS/4.5.2-5, FTFMS	RIWSP, PReFER, IILP, RDCP, PYRAMID, PSD-AG	Partner Records	Quarterly	Male/Female, Type of Technology (Nutrition Sensitive or Other)

	1.1.2	Improved capacity to manage natural resources and adapt to climate change	Number of hectares under improved technologies or management practices as a result of USG assistance	CDCS/4.5.2-2, FTFMS	RIWSP, IILP, LWH, PYRAMID	Partner Records	Quarterly	n/a
			Number of stakeholders with increased capacity to adapt to the impacts of climate change as a result of USG assistance.	CDCS/4.8.2-26	GCC Activities	Partner Records	Quarterly	Organization/ Individual, Male/Female
	3.2.3	Increased nutrition knowledge and adoption of appropriate nutrition practices	Percentage of children 6-23 mo receiving a minimum acceptable diet (MAD)	CDCS/3.1.9.1-1	DHS, MICS	Survey, Facilities' Records	Every Five Years, Bi-Annual, Annual	Male/Female
			Women's dietary diversity score: Mean number of food groups consumed by women of reproductive age (WRA)	CDCS 3.1.9.1-2	PBS	Survey	Bi-Annual	n/a
PROJECT: Feed the Future/Enhanced Rwandan Private Sector Competitiveness								
1.2		Enhanced Rwandan private sector competitiveness	Percentage change in volume of exports of targeted commodities as a result of USG assistance	CDCS/Custom	GOR/NISR	Customs Records	Annual	EAC/non-EAC
			Doing Business: Trading Across Borders Score	CDCS/Custom	World Bank Doing Business Project	Composite Index	Annual	n/a
			Dollar value of exports of targeted commodities as a result of USG assistance	CDCS/4.5.2-36	PSD-AG	Partner Records	Quarterly	Commodity
1.2.1	Improved enabling environment for sustained growth	Value of new private sector investment in the agriculture sector or food chain leveraged by FTF implementation	CDCS/4.5.2-38 FTFMS	PreFER, IILP, PYRAMID, PSD-AG, RDCP II	Partner Records	Quarterly	n/a	
		Number of business enabling environment policies/regulations/ administrative procedures passed or approved with USG assistance	CDCS/Custom	PSD-AG	Partner Records	Annual	Sector	

		1.2.2	Strengthened regional trade and integration	Number of beneficiaries with new market linkages as a result of USG leveraged infrastructure or market analysis	CDCS/Custom	PSD-AG	Partner Records	Quarterly	n/a
				Average of number of days required to trade goods across borders (average import/export times)	CDCS/FTF 4.5.1-26	TMEA	GOR Customs, WB Doing Business	Annual	n/a
				Average cost of import/export transactions	CDCS/Custom	TMEA	GOR Customs, WB Doing Business	Annual	n/a
		1.2.3	Enhanced capacity for energy resources management	TBD					
				TBD					

Development Objective 2: *Improved conditions for durable peace and development through strengthened democratic process*

DO	IR	Sub-IR	Result	Performance Indicator	Indicator Type	Data Acquisition			Disaggregation
						Data Source	Method of Collection	Frequency	
2			Improve conditions for durable peace and development through strengthened democratic processes	Increase in score on World Bank's Worldwide Governance Indicators, Voice and Accountability Indicator	CDCS/Custom	World Bank	Compilation of perception surveys and assessments	Annual	n/a
				Improvement in score on USAID's CSO Sustainability Index for Sub-Saharan Africa	CDCS/2.4.1-10	USAID/DCHA	Focus group	Annual	n/a

PROJECT: Civic Participation								
2.1		Increased civic engagement and consultation in decision-making at all levels	Increase in score on National Unity and Reconciliation Commission (NURC) Rwandan Reconciliation Barometer, indicator on "% respondents who believe they have the 'space and opportunities to influence those that make the laws of the country'"	CDCS/Custom	NURC	Experts Survey	Every Three Years	n/a
			Score in percent of combined key areas of organization capacity among USG direct and indirect local implementing partners	CDCS/CBLD-5 (F-FTF)	HICD	Partner Records	Annual	GOR/CSOs
2.1.1	Improved performance and engagement by CSOs and GOR entities		Number of CSOs receiving USG assistance engaged in advocacy interventions	CDCS/2.4.1-9	HICD/Land/International Alert	Partner Records	Quarterly	n/a
			Number of performance solution package recommendations implemented by partner institutions	CDCS/Custom	HICD	Partner Records	Quarterly	GOR/CSOs
2.1.2	Strengthened protection of civil rights and liberties		Number of human rights defenders trained and supported	CDCS/2.1.4-7	Never Again Rwanda	Partner Records	Annual	n/a
			Proportion of females who report increased self-efficacy at the conclusion of USG supported training/programming	CDCS/F-GNDR	Land	Partner Records	Annual	n/a
2.1.3	Improved environment for political participation and transparent elections		Number of individuals receiving voter and civic education through USG-assisted programs	CDCS/2.3.2-12	IWPR	Partner Records	Annual	n/a
			Number of consensus building forums (multi-party, civil/security sector, and/or civil/political) held with USG assistance	CDCS/2.3.1-7	Land	Partner Records	Quarterly	n/a
PROJECT: Social Cohesion								
2.2		Improved social cohesion	Measures of trust and reconciliation from the NURC Rwanda Reconciliation Barometer	CDCS/Custom	NURC	Public Opinion Survey	Every Three Years	n/a
			Percentage of women and men in target districts who report that changes in land-related policies and laws have reduced their vulnerability	CDCS/Custom	Land	Partner Records	Bi-Annual	Male/Female
2.2.1	Improved reconciliation among Rwandans		Number of USG supported events, trainings, or activities designed to build support for peace or	CDCS/1.6.2-13	International Alert/Landesa	Partner Records	Annual	n/a
			Number of groups trained in conflict mediation/resolution skills or consensus building techniques with USG-assistance	CDCS/2.3.1-6	International Alert	Partner Records	Annual	n/a

		2.2.2	Reduced conditions for land conflict	Percentage of target population who demonstrate an improved understanding of the law and their rights related to land	CDCS/Custom	Land	Partner Records	Bi-Annual	Male/Female
				Percent change in target communities who perceive the existence of conflict associated with land reform	CDCS/Custom	International Alert	Review of Police Records	Annual	Male/Female

Development Objective 3: *Health and well-being of Rwandans improved*

DO	IR	Sub-IR	Result	Performance Indicator	Indicator Type	Data Acquisition			Disaggregation
						Data Source	Method of Collection	Frequency	
3			Health and nutritional status of Rwandans improved	Percentage of children under five years who are stunted	CDCS/Custom	DHS/PBS	Survey	Every Five Years	Male/Female
				Maternal mortality ratio	CDCS/Custom	DHS	Survey	Every Five Years	n/a
				HIV prevalence rate	CDCS/Custom	DHS	Survey	Every Five Years	Male/Female
				Total fertility rate (TFR)	CDCS/Custom	DHS	Survey	Every Five Years	n/a
				Under-five mortality rate	CDCS/Custom	DHS	Survey	Every Five Years	n/a

PROJECT: Decentralized Health Systems Strengthening (DHHS)								
3.1		Strengthened capacity of health sector to deliver high quality services	Percent of births taking place in health facilities	CDCS/Custom	HMIS	Facilities' Records	Annual	n/a
			Couple years protection in USG-supported programs	CDCS/3.1.7.1-1	HMIS, DHS	Facilities' Records, Survey	Annual/Every Five Years	n/a
			Percentage of pregnant women who attend at least 4 ANC visits	CDCS/Custom	HMIS, DHS	Facilities' Records, Survey	Annual/Every Five Years	n/a
			Percentage of HIV-positive pregnant women who received antiretrovirals to reduce mother-to-child transmission during pregnancy and delivery	CDCS/ PMTCT_ARV	HMIS	Facilities' Records	Annual	n/a
			Ratio of household out-of-pocket expenditure on health to total expenditure on health	CDCS/Custom	National Health Accounts (NHA), HMIS	NHA Data, Facilities' Records	Annual	n/a
	3.1.1	Central level health systems strengthened	Proportion of households with at least one insecticide-treated net (ITN)	CDCS/Custom	HMIS, MIS	Facilities' Records, Survey	Annual, Every Three Years	n/a
			Percentage of health facilities at all levels that experienced a stock out of USG supported drugs and commodities during the year	CDCS/Custom	CMIS/eLMIS	Facilities' Records	Annual	n/a
			Reduction in administrative costs as a percent of total revenues at the Community-Based Insurance (CBI) Scheme, with a target of less than 20% of total revenues.	CDCS/Custom	Implementing Partners	RSSB Reports, DHMT Site Visit Reports, Partner Records	Annual	TBD
			Percent of health facilities with greater than 50% score on data use for planning, as per District guidelines.	CDCS/Custom	HMIS, Implementing Partners	DHMT Supervision Reports, Min of Local Govt Reports	Annual	n/a
	3.1.2	Decentralized health systems improved	Percentage of facilities achieving greater than 85% in their PBF quality assessments	CDCS/Custom	GOR PBF Data Base	PBF Reports	Annual	n/a
			Percentage of USAID-supported DHMTs scoring greater than 70% on completeness and accuracy in their annual performance reports, as per standard operating procedures.	CDCS/Custom	Implementing Partners	DHMT Supervision Reports, Partner Records	Annual	TBD
			Proportion of USAID-supported health facilities achieving over 85% of continuous Quality Improvement Plans (CQI)	CDCS/Custom	HMIS, Implementing Partners	Supervision Reports, Partner Records	Annual	TBD

PROJECT: Community Health and Improved Nutrition (CHAIN)								
3.2	Increased utilization of quality health services/products by target populations and communities	Proportion of children under five years old who slept under an insecticide-treated net (ITN) the previous night	CDCS/Custom	HMIS, DHS	Facilities' Records, Survey	Annual/Every Five Years	Male/Female	
		Number of individuals served through USAID directly-funded CSOs	CDCS/Custom	USAID Implementing Partners	Partner Records	Annual	Male/Female	
		Percentage of currently married women aged 15-49 with unmet need for family planning	CDCS/Custom	DHS/Track 20	Survey/Track 20 FP Estimation Tool	Every Five Years/Annual	n/a	
		Number of active beneficiaries served by PEPFAR OVC programs for children and families affected by HIV/AIDS	CDCS/OVC_SERV	USAID Implementing Partners	Partner Registries	Annual	Male/Female	
		Percentage of women age 15-49 with anemia	CDCS/Custom	DHS, PBS, HMIS	Surveys/Facility Records	Annual, Bi-Annual, Every Five Years	n/a	
3.2.1	Increased awareness of and demand for high-impact health practices	Number of liters of drinking water disinfected with point-of-use treatment products as a result of USG assistance.	CDCS/Custom	Implementing Partners	Implementing Partner Records	Annual	n/a	
		Number of People Living with HIV/AIDS (PLHIV) reached with a minimum package of Prevention with PLHIV (PwP) interventions	CDCS/Custom	USAID Implementing Partners	Partner Registries	Annual	Male/Female	
		Number of key populations reached with individual and/or small group level HIV preventive interventions that are based on evidence and/or meet the minimum standards required	CDCS/KP_PREV	USAID Implementing Partners	Partner Records	Annual	Key population type	
3.2.2	Improved protection of vulnerable populations against adverse circumstances	Percentage of vulnerable individuals receiving USG assistance graduating out of USG community-level support	CDCS/Custom	USAID Implementing Partners	Partner Records	Annual	Male/Female	
		Number of active beneficiaries receiving support from PEPFAR OVC programs to access HIV services	CDCS/OVC_ACC	USAID Implementing Partners	Partner Registries	Annual	Male/Female	

	3.2.3	Increased nutrition knowledge and adoption of appropriate nutrition practices	Prevalence of anemia among children 6-59 months	CDCS/Custom	DHS, PBS, HMIS	Survey, Facilities' Records	Every Five Years, Bi-Annual, Annual	Male/Female
			Percentage of children 6-23 mo receiving a minimum acceptable diet (MAD)	CDCS/3.1.9.1-1	DHS, MICS	Survey, Facilities' Records	Every Five Years, Bi-Annual, Annual	Male/Female
			Women's dietary diversity score: Mean number of food groups consumed by women of reproductive age (WRA)	CDCS/3.1.9.1-2	PBS	Survey	Bi-Annual	n/a
			Percentage of children under 5 with diarrhea who received ORT treatment	CDCS/Custom	HMIS, DHS	Facilities' Records, Survey	Annual, Every Five years	Male/Female
	2.1.1	Improved performance and engagement by CSOs and GOR entities	Score in percent of combined key areas of organization capacity among USG direct and indirect local implementing partners	CDCS/Custom	HICD	Partner Records	Annual	GOR/CSOs
			Number of CSOs receiving USG assistance engaged in advocacy interventions	CDCS/2.4.1-9	HICD/Land/International Alert	Partner Records	Quarterly	n/a
			Number of performance solution package recommendations implemented by partner institutions	CDCS/Custom	HICD	Partner Records	Quarterly	GOR/CSOs

Development Objective 4: Increased opportunities for Rwandan children and youth to succeed in schooling and the modern workplace

DO	IR	Sub-IR	Result	Performance Indicator	Indicator Type	Data Acquisition			Disaggregation
						Data Source	Method of Collection	Frequency	
4			Increased opportunities for Rwandan children and youth to succeed in schooling and the modern workplace	Proportion of students who, by the end of grade five, are able to read and demonstrate understanding as defined by a country curriculum, standards, or national experts	CDCS/Custom based on 3.2.1-28	USAID Implementing Partners	Partner Records	Annually	Male/Female
				Employment Rate (percentage) of youth graduates of USG-supported workforce development programs	CDCS/Custom	USAID Implementing Partners	Partner Records	Annually	Male/Female

PROJECT: Project LEARN (Learning Enhanced Across Rwanda Now!) - Basic Education								
4.1		Improved literacy and numeracy outcomes for children in primary grades	Proportion of students who, by the end of three grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text	CDCS/Custom based on 3.2.1-27	USAID Implementing Partners	Partner Records	Annually	Male/Female
	4.1.1	Improved quality of instruction	Number of teachers/educators/teaching assistants who successfully completed in-service training or received intensive coaching or mentoring with USG support	CDCS/3.2.1-31	USAID Implementing Partners	Partner Records	Quarterly	Male/Female
	4.1.2	Increased access to high quality, relevant teaching and learning materials	Number of textbooks and other teaching and learning materials (TLM) provided with USG assistance	CDCS/3.2.1-33	USAID Implementing Partners	Partner Records	Quarterly	n/a
PROJECT: Youth Employment								
4.2		Increased stable employment for vulnerable youth	Number of persons receiving new employment or better employment (including better self-employment) as a result of participation in USG-funded workforce development programs	CDCS/Custom	USAID Implementing Partners	Partner Records	Quarterly	Male/Female
	4.2.1	Improved employability skills for youth	Number of persons with improved workforce readiness skills as a result of USG-funded WFD programs	CDCS/4.6.3-2	USAID Implementing Partners	Partner Records	Quarterly	Male/Female
	4.2.2	Increased viable self-employment among vulnerable youth	Average percent increase in reported profit of youth-owned businesses supported by USG assistance	CDCS/Custom	USAID Implementing Partners	Partner Records	Annual	Male/Female, Urban/Rural
	4.2.3	Improved capacity of workforce development actors to bridge labor demand and supply	Job placement rate of workforce development institutions targeted by USG	CDCS/Custom	USAID Implementing Partners	Partner Records	Quarterly	Male/Female