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RWANDA



COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS)

FEBRUARY 20, 2020 – FEBRUARY 20, 2025

Approved for Public Release

ACRONYMS

| | |
|---------|---|
| AfCFTA | African Continental Free Trade Agreement |
| AIDS | Acquired Immunodeficiency Syndrome |
| BLF | Building Learning Foundations |
| CCN | Cooperating Country Nationals |
| CDC | Centers for Disease Control |
| CDCS | Country Development Cooperation Strategy |
| CHAIN | Community Health and Improved Nutrition |
| CLA | Collaborating, Learning and Adapting |
| COR/AOR | Contracting Officer's Representative/Agreement Officer's Representative |
| CSOs | Civil Society Organizations |
| DFID | Department for International Development |
| DHS | Demographic and Health Survey |
| DO | Development Objective |
| DOAG | Development Objective Agreement |
| DP | Development Partner |
| DQAs | Data Quality Assessments |
| DRC | The Democratic Republic of the Congo |
| DRG | Democracy, Human Rights, and Governance |
| DRM | Domestic Resource Mobilization |
| ECD | Early Childhood Development |
| EICV 5 | Enquête Intégrale sur les Conditions de Vie des ménages (Fifth Integrated Household Living Survey) |
| EGRA | Early Grade Reading Assessment |
| EU | The European Union |
| FBOs | Faith-Based Organizations |
| FP | Family Planning |
| FSR | Financing Self-Reliance |
| FY | Fiscal Year |
| GDP | Gross Domestic Product |
| GIZ | Gesellschaft für Internationale Zusammenarbeit |
| GOR | Government of Rwanda |
| HCC | Host Country Contribution |
| HIV | Human Immunodeficiency Virus |
| HSSP IV | Fourth Health Sector Strategic Plan |
| IAAs | Inter-Agency Agreements |
| ICT | Information and Communications Technologies |
| IIAG | Ibrahim Index of African Governance |
| IMF | International Monetary Fund |
| IPs | Implementing Partners |
| IR | Intermediate Result |
| J2SR | Journey to Self-Reliance |
| JADF | Joint Action Development Forum |
| JICA | Japan International Cooperation Agency |
| JRLOS | Justice, Reconciliation, Law and Order Sector |
| LAF | Legal Aid Forum |
| LGBTI | Lesbian, Gay, Bisexual, Transgender and Intersex |
| LODA | Local Administrative Entities Development Agency |
| MEL | Monitoring, Evaluation and Learning |

| | |
|------------|---|
| 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 Education, Trade and Industry |
| MINIJUST | Ministry of Justice |
| MININFRA | Ministry of Infrastructure |
| MINISPORTS | Ministry of Sports |
| MOH | Ministry of Health |
| MPPD | Medical Procurement and Production Division |
| NCC | National Commission for Children |
| NCPD | National Council for Persons with Disabilities |
| NECDP | National Early Childhood Development Program |
| NEP | National Employment Program |
| NGOs | Non-Governmental Organizations |
| NISR | National Institute of Statistics in Rwanda |
| NST I | National Strategy for Transformation 2017-2024 |
| OAG | Office of the Auditor General |
| ODA | Official Development Assistance |
| OYB | Operating Year Budget |
| PAD | Project Appraisal Document |
| PAS | Public Affairs Section |
| PEFA | Public Expenditure and. Financial Accountability |
| PEPFAR | The U.S. President's Emergency Plan for AIDS Relief |
| PFM | Public Financial Management |
| PFMRAF | Public Financial Management Risk Assessment Framework |
| PMP | Performance Monitoring Plan |
| POL/ECON | Political and Economic Section |
| PSC | Personal Services Contractor |
| RALGA | Rwanda Association of Local Government Authorities |
| RBA | Rwanda Broadcasting Agency |
| RBC | Rwanda Biomedical Center |
| RDB | Rwanda Development Board |
| REB | Rwanda Education Board |
| RFDA | Rwanda Food and Drug Administration |
| RMS | Rwanda Medical Supply |
| RSSB | Rwanda Social Security Board |
| SCHS | Strengthen the Capacity of the Health Sector |
| SME | Small and Medium-sized Enterprise |
| SSA | Sub-Saharan Africa |
| TCN | Third Country National |
| TVET | Technical and Vocational Education and Training |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNFPA | United Nations Fund for Population Activities |
| UNICEF | United Nations Children's Fund |
| USAID | United States Agency for International Development |
| USDH | United States Direct Hire |
| USG | United States Government |

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|-------|-------------------------------|
| V-Dem | Varieties of Democracy |
| WASH | Water, Sanitation and Hygiene |
| WEF | World Economic Forum |
| WFP | World Food Programme |

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I. Executive Summary

“After 1994, everything was a priority and our people were completely broken. But we made three fundamental choices that guide us to this day. One — we chose to stay together. Two — we chose to be accountable to ourselves. Three — we chose to think big.” -- President Paul Kagame, on the 20th anniversary of the genocide

The goal for USAID/Rwanda’s Country Development Cooperation Strategy (CDCS) 2020-2025 is: **Rwanda has the strengthened human capital, robust private sector and accountable institutions required to advance self-reliance.** USAID/Rwanda will partner with the Government of Rwanda (GOR), other donors, the private sector, and civil society across sectors to make advancements in the areas of human capacity (basic education, workforce development, and health care), private sector development and voice and accountability on the country’s journey to self-reliance (J2SR).



Over the past two decades, Rwanda has boasted a high annual rate of economic growth, and per capita gross domestic product (GDP) has tripled. Despite these impressive achievements, USAID’s Journey to Self-Reliance (J2SR) Country Roadmap¹, which measures a country’s capacity and commitment to achieve self-reliance, demonstrates that the **capacity of the economy** remains low. Seventy percent of the population earns an insufficient livelihood from low-input, low-output agriculture and under-employment is

rampant, especially among youth. Rwanda aspires to be a globally competitive, knowledge-based economy, but must increase the adoption of information and communications technologies (ICT) and improve digital literacy.

Rwanda has achieved near-universal and gender-equitable primary school enrollment and dramatic improvements in health status, but shortfalls in **citizen capacity** remain. Fifty-five percent of Rwandans are poor by international standards, and four in ten live on 65 cents a day or less. Half of all second graders cannot read a single word in their own language. By age 18, a young person has received the equivalent of only 3.8 years of schooling. There are continuing gaps in the delivery and practice of key preventive health services such as pre-natal care and voluntary family planning. Stunting among children

¹ The USAID Journey to Self-Reliance Country Roadmap, or J2SR Roadmap is a self-reliance assessment tool USAID developed in 2018 that uses 17 global publicly available metrics to measure a country’s commitment and capacity to achieve self-reliance. J2SR Roadmaps are updated annually. For more information on the J2SR Roadmaps and USAID’s new focus on helping countries achieve self-reliance, refer to the following website: <https://selfreliance.usaid.gov>

under 5 years old remains stubbornly high and imposes huge economic costs through reduced productivity.

Civil society capacity as measured by the roadmap metric is significantly below the average for low- and middle-income countries. Rwanda's performance against the Varieties of Democracy's (V-Dem) liberal democracy metric referenced in the J2SR Roadmap declined between 2019 and 2020, which points to the importance of improving accountability of public institutions and fostering citizens' participation and engagement.

Rwanda's low level of economic, citizen and civil society capacity as measured on USAID's J2SR Roadmap indicates that, despite higher achievement on the commitment side, there is a continuing need for both technical and financial support before self-reliance can be achieved. USAID/Rwanda will work to bolster the GOR's commitments to effective governance and anti-corruption measures and will re-orient our partnerships with Rwandan stakeholders, including local partners and private sector actors, to build sustainability, focus on results, and increase self-reliance. USAID/Rwanda will implement its strategy through a set of development objectives (referenced below and on page 4) and will focus its activities in key districts to accelerate local-level change and build capacity to measure impact.

Development Objective 1 (DO1): THRIVE - Improved Health Outcomes: A key challenge to the health sector lies in the lack of sustainability of the current public health system—fully two-thirds of funding for public health in Rwanda is provided by donors. USAID's approach will strengthen the governing and financing of the system; address weaknesses in the supply chain; strengthen the GOR's capacity to respond to global health threats such as Ebola and the coronavirus disease pandemic (COVID-19); and increase the private sector's support for sustainable health care. Maternal and infant mortality rates have stagnated and fertility decline has slowed—two trends that will continue to add to the demographic pressure associated with a large youth population. DO1 will address service utilization gaps by improving the quality of services delivered through both community and facility platforms and by encouraging the adoption of healthy behaviors through innovative social and behavioral change strategies. DO1 will also seek to address the needs of the most at-risk populations in Rwandan society: very young children, people with disabilities, male and female victims of gender-based violence (GBV), and adolescent girls and young women, especially those who have already become mothers.

Development Objective 2 (DO2): LEARN - Improved Learning Outcomes: Rwanda's tremendous success in improving health indicators is not yet matched by achievements in the education sector. DO2 will focus on increasing the literacy skills of boys and girls through grade three of primary education in order to build the foundations to improve human capital in Rwanda. We will work with the GOR nationwide in order to improve the quality of early grade literacy instruction by training teachers and equipping classrooms with learning materials. DO2 will address education systems management at national and individual school levels and involve parents and community members more directly in education governance. We will also work with students and caregivers to support reading outside of school and promote a culture of reading in the community. USAID/Rwanda's approach will address gender-related barriers to learning, as well as the needs of children with disabilities, whose access to school and success in learning is crucial for equitable development.

Development Objective 3 (DO3): PROSPER - Increased inclusive and sustainable private sector-driven growth: Rwanda's growth will not be sustained if women and youth, who constitute well over half of the population, and people with disabilities, are not brought into the mainstream of

economic opportunity, through employment, innovation, skills-building, and access to finance. DO3 will focus on improving the enabling environment for private sector competitiveness by strengthening financial markets, improving the overall policy framework for enterprise development, and fostering evidence-based dialogue on key reform actions. USAID/Rwanda's approach to agriculture will increase access to and adoption of productivity enhancing technologies, expand access to and responsiveness of agriculture markets, and foster diversification into new high-value and/or highly nutritious agricultural products.

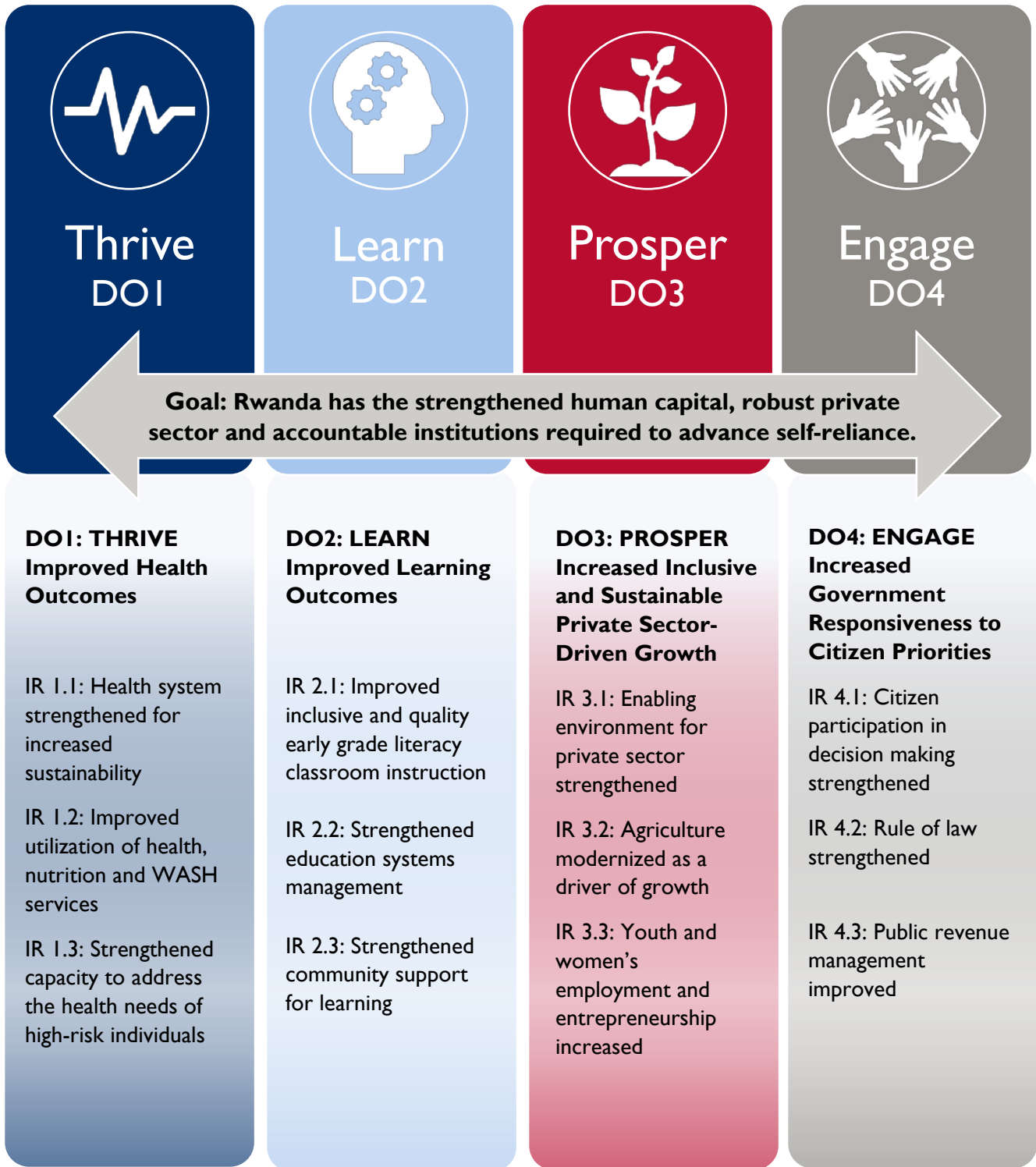
Development Objective 4 (DO4): ENGAGE - Increased government responsiveness to citizen priorities: Bolstering civil society participation and engagement is also essential to improve upon Rwanda's impressive post-genocide performance in building effective governance institutions. DO4 will seek to strengthen social cohesion and expand opportunities for citizens to be part of decision-making processes through increased awareness of governance processes and citizen responsibilities, and by ensuring the inclusion of women, youth and marginalized groups (such as people with disabilities). The GOR has also been highly receptive to USAID's ongoing work in the justice sector to build a more responsive system, both by strengthening institutions and processes, to include providing legal protections for the vulnerable such as victims of GBV, and increasing capacity for settling differences and resolving disputes at the local level. A third essential ingredient to building a more responsive, participatory and democratic system is improving the GOR's ability to manage resources well and transparently.

The strategic priorities articulated in the USAID/Rwanda CDCS 2020-2025 directly align with key elements of the U.S. Government's (USG) 2017 National Security Strategy, the State/USAID Joint Strategic Plan, and Prosper Africa, including:

- Expanded trade and commercial ties;
- Promoting healthy, educated and productive populations;
- Increased trade and participation in global markets;
- Citizen-responsive governance.

Note regarding impact of COVID-19 Pandemic on this strategy:

This CDCS was developed in 2019 and finalized in early 2020 just before COVID-19 became a global pandemic. USAID/Rwanda will continue to monitor its potential impact and if needed, will re-evaluate its strategic approach. USAID/Rwanda will use its next portfolio review and/or the CDCS mid-course stocktaking, as well as any other Agency mandated COVID-19 reviews to make adjustments, as necessary and relevant.



**Refer to Annex B, Expanded Results Framework, for more detailed information regarding the results framework, including cross-cutting efforts (nutrition, financing self-reliance, and governance).*

II. Country Context

Rwanda's achievements since the genocide 25 years ago, which left at least 800,000 citizens dead, are nothing short of remarkable. The economy has grown at an average annual rate of 7 percent for two decades, per capita gross domestic product (GDP) has tripled, and millions have been lifted out of poverty. Economic growth and poverty reduction have been facilitated by strong and effective governance that has earned Rwanda high marks on the World Bank's Country Policy and Institutional Assessment and Worldwide Governance Indicators. Noteworthy accomplishments in the health sector include steep declines in maternal and child mortality, improvements in the total fertility rate, implementation of a community-based health insurance program covering two-thirds of the population and achieving HIV epidemic control. Basic education is another sector where progress has been made, with near universal and gender-equitable enrollment in primary school. Rwanda has created a strong environment for private sector development, ranking 38th out of 190 countries on the Doing Business 2020 report. Rwanda also remains a global leader in the fight for gender equality and women's empowerment, ranking sixth in the world on the most recent World Economic Forum Global Gender Gap Report. Rwanda's legal, policy, and institutional framework also recognizes the importance of protecting and promoting the rights of persons with disabilities.

But success is only part of the story. Rwanda is a small and landlocked country situated within a conflict-prone region. Civil strife in neighboring Democratic Republic of the Congo (DRC) and Burundi has sent 175,000 refugees to camps within Rwanda's borders, exacting a toll on host communities.

While Rwanda has made great strides in poverty reduction, World Bank data indicate that 55 percent of the population still lives below the international poverty line. Nearly four in ten Rwandans – 4.5 million people – are below the national poverty line and struggle to get by on 65 cents a day or less.

While Rwanda can boast good governance and political stability, attention must be paid to space for citizen engagement. National institutions are strong but there are significant deficits in capacity and commitment at the subnational level and by all measures, civil society and media capacity and effectiveness are weak.



Agriculture employs nearly 70 percent of the population and accounts for over 50 percent of goods exports, but overall productivity is low. The use of seeds, fertilizers, and other inputs that are needed to increase and improve growth is limited, and farm sizes continue to shrink in the face of population growth, while the number of landless agricultural laborers continues to grow. Rwanda is highly vulnerable to the impacts of climate change and the steady depletion of forest and water resources has heightened this vulnerability.

While 98 percent of primary school age children are enrolled in school, the quality of the education that children receive needs improvement. Half of all second graders cannot read a single word in Kinyarwanda, the language that they speak and understand. There are high rates of repetition and dropout, and fewer than two-thirds of those who start primary school complete it. Dropout rates differ by gender—under the age of 13 boys are more likely to drop out than girls, and above the age of 16, girls are more likely to drop out than boys. Net enrollment in secondary school is just 30 percent.

In the health sector enormous challenges remain in mobilizing the resources necessary for a sustainable health care system, improving the use of preventive measures, addressing the growing problem of non-communicable disease, and reducing the devastating burden of chronic malnutrition.

The inviting business environment has not yet resulted in a flourishing private sector. Job growth outside agriculture has stalled over the past 5 years, and structural transformation of the economy has slowed, due in part to a constrained informal sector and high costs of living in Kigali. Significant challenges to private sector development include low-skilled human resources; the high costs of finance, power and transport; a small domestic market with limited purchasing power; and the extensive involvement of the government in enterprise, which discourages private sector growth in government dominated sectors.

While women have made impressive gains in leadership at the national level, traditional patriarchal and cultural values remain firmly in place and impede women’s access to resources and opportunities. Women continue to face the “double burden” of household maintenance in addition to work outside the house. One-quarter of working women report that they do not receive any compensation for their work either in cash or in kind, and women are significantly under-represented among the ranks of managers, professionals and skilled workers. GBV remains pervasive in Rwanda; 44 percent of women reported experiencing physical or sexual violence, 24 percent of girls and 10 percent of boys aged 18-24 had experienced sexual abuse before the age of 18, and 34 percent of girls and boys aged 13-17 had first experienced sexual abuse at age 13 or younger. Young men and women with disabilities and lesbian, gay, bisexual, transgender, and intersex (LGBTI) youth are disproportionately exposed to stigma and discrimination, lack of employment opportunities, and homelessness.

PARTNER COUNTRY PRIORITIES

Rwanda’s development priorities are captured in Vision 2050 and the National Strategy for Transformation 2017-2024 (NST I). Rwanda aspires to become an upper middle-income country by 2035 and a high-income country by 2050. The NST I is the first of a series of implementation plans for realizing this vision. USAID/Rwanda’s strategic priorities for this CDCS are aligned with the three NST I pillars—Economic Transformation, Social Transformation, and Transformational Governance. Select focus areas under each pillar map to areas of weakness in both capacity and commitment indicated in the J2SR Roadmap for Rwanda and to key results under each of the CDCS development objectives. The NST I also highlights several important cross-cutting commitments including gender integration, disability and social inclusion, family promotion, the use of innovation, and a focus on homegrown solutions.

USAID JOURNEY TO SELF-RELIANCE ROADMAP ANALYSIS

USAID’s J2SR Roadmap for Rwanda provides a cumulative self-reliance score that indicates Rwanda’s commitment to self-reliance is stronger than its capacity for self-reliance. Metrics for open government, social group equality, economic gender gap and business environment are well above the averages for

low and middle-income countries, but Rwanda's performance against the liberal democracy metric is significantly below the mean and is not improving. Rwanda still needs to improve citizen participation in governance and increase opportunities for citizens to hold the government accountable. Rwanda lost ground on four of the seven commitment metrics between 2019 and 2020 and the aggregated commitment score declined from 0.64 to 0.57.

Rwanda scores below average on eight of the nine metrics for which data are available. The most notable deficits are the poverty rate, education quality, ICT adoption and GDP per capita, but Rwanda also falls short on civil society and media effectiveness. The aggregated capacity score also declined in the past year, falling from 0.43 to 0.33.

Over the past two decades, Rwanda has boasted a high annual rate of economic growth, second in Sub-Saharan Africa only to Ethiopia; and per capita GDP has increased significantly. Despite these impressive achievements, the J2SR Roadmap demonstrates that **capacity of the economy** remains low. Per capita GDP in current USD is \$773; Rwanda is in the bottom 10 percent of all countries on this measure. While public investment in infrastructure has driven growth, it has not generated much employment. A large majority of the population continues to earn an insufficient livelihood from low-input, low-output agriculture. Employment growth outside the farming sector has plateaued and there are high rates of under-employment, especially among youth. Rwanda aspires to be a globally competitive, knowledge-based economy, but ICT adoption and digital literacy remain low, and only a fifth of Rwandans access the Internet. While the data for the export sophistication metric is not available in the J2SR Roadmap, experts conclude that Rwanda's high transportation costs and limited productive knowledge have held back greater export development. Rwanda also needs to develop new opportunities for job growth that are scalable within urban areas to support structural change in the economy and to create enough jobs to support the large youth population. These findings make it imperative for USAID to increase economic opportunities by spurring private sector led growth and accelerating the movement of labor to higher-value high-potential areas such as export horticulture and agro-processing that lie at Rwanda's knowledge frontier, are not resource-intensive, and are readily transportable.

While Rwanda has increased net primary school enrollment and brought about dramatic improvements in health status, challenges remain in growing **citizen capacity**. More than half of the population lives below the international poverty line and 20 percent of households are food insecure. Frequent dropout and repetition compounded by poor educational quality mean that by age 18, a young person has received the equivalent of only 3.8 years of schooling. Despite the significant declines in mortality rates for children and women, there are continuing gaps in delivery and use of key preventive services such as pre-natal care, voluntary family planning and access to clean water and sanitation. Stunting among children under 5 years old remains stubbornly high and imposes huge economic costs through reduced productivity. With two-thirds of the population under 30 years old, Rwanda teeters between harnessing the demographic dividend and increased dependency, given its annual population growth rate of 2.6 percent, and a troubling increase in adolescent pregnancy. USAID/Rwanda will provide support to improve quality and strengthen management and financial systems for the delivery of basic education and health care services and address the needs of high-risk groups such as children with disabilities and adolescent parents.

Civil society capacity as measured by the J2SR Roadmap metric is below the average for low- and middle-income countries and this is reinforced by poor performance on the voice and accountability measure of the Worldwide Governance Indicators. The recent data portrait of Rwanda, based on an

analysis of V-Dem data, points to a limited civil society base, and limited citizen participation on local and national issues. These findings demonstrate the importance of increasing accountability of public institutions and fostering citizens' participation and engagement as outlined in Rwanda's NST I. USAID will also build on existing investments in the justice sector and create momentum for greater checks and balances. Rwanda's weak showings on public participation in budget development and overall budget transparency highlight an additional avenue for greater engagement with civil society and efforts to increase accountability to citizens.

TRANSITION PLANNING

Rwanda's low levels of economic, citizen and civil society capacity on the J2SR Roadmap indicate that, despite relatively higher achievement on the commitment side, there is a continuing need for both technical and financial support before self-reliance can be achieved. Domestic resources are far too small to fund the GOR's ambitious development agenda. Fully one-third of the government's FY 2018/19 budget is funded by external grants and loans, and official development assistance is equivalent to over 10 percent of GDP. In addition, the pool of skilled human resources is shallow, and the poor quality of the workforce is a major deterrent to private sector development. USAID/Rwanda will leverage the GOR's commitments to effective governance and anti-corruption measures and re-orient its partnerships with Rwandan stakeholders, including local partners and private sector actors to build sustainability, focus on measurable results, and increase self-reliance. USAID/Rwanda will utilize a new implementation approach, referred to as "Hubs", focusing core activities in several districts to accelerate local-level change and build capacity to measure impact.

III. Strategic Approach

Under the CDCS 2020-2025, USAID/Rwanda proposes to continue supporting the four sectoral areas that formed the backbone of the previous CDCS that ended in February 2020—health, education, economic growth and democratic governance—but with significant changes to the overall strategic approach. New directions include integration of multiple opportunities for financing self-reliance in each DO; new ways of doing business with the GOR and other Rwandan partners, to increase accountability; greater use of data and geographic focus; a shift from providing services to building systems, and addressing legal, regulatory and policy issues that hold back progress; a strong focus on private sector engagement; full implementation of the USAID/Rwanda's groundbreaking Local Partner Engagement Strategy (which guides USAID/Rwanda to increase its partnering with local entities to implement our work); and more attention to addressing the needs and priorities of Rwandan women, people with disabilities, and youth.



FINANCING SELF-RELIANCE

Rwanda's long-term vision is grounded in increased self-reliance and reduced donor dependence. The proportion of the national budget financed by official development assistance (ODA) declined from 33 percent for Rwanda's Fiscal Year (FY) 2018/19 to a projected 31.5 percent for Rwanda's FY 2019/20, and ODA as a percentage of GDP has decreased from a high of 22 percent in 2005 to about 10 percent in 2018. In response to this decrease in development assistance, Rwanda has significantly improved domestic resource mobilization, but these and other efforts that support financial self-reliance must be intensified. Rwanda must also work to increase the gross domestic savings rate, which stood at less than 10 percent of GDP in 2017, a rate that has not changed in 10 years despite a 70 percent increase in per capita income during that time.

USAID is committed to advancing Rwanda's financial self-reliance. We will work to improve the mobilization of public revenues and the management of public spending, as well as to create a more permissive environment for private investment. In health and education, USAID/Rwanda will support both the better allocation of public resources according to citizen needs and the more efficient use of public resources to achieve value for money. In support of the GOR's efforts to ensure that public policy and public resource allocation reflect the needs of Rwandan citizens and businesses, USAID will support meaningful public-private dialogue on policy issues and support improved voice and accountability. In agriculture, USAID will work to enable increased private investment, finance and trade.

REDEFINING RELATIONSHIPS WITH THE HOST COUNTRY

USAID maintains strong relationships with key host country counterparts, including the Ministries of Finance and Economic Planning (MINECOFIN), Health (MOH), Education (MINEDUC), Youth and Culture, Local Government (MINALOC), Agriculture (MINAGRI), Justice (MINIJUST), Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office, and district-level officials. Over the course of the CDCS, USAID/Rwanda will expand and deepen these relationships in the following ways:

- **Host Country Contribution:** USAID/Rwanda signs Development Objective Agreements (DOAG) with MINECOFIN to define the amount of funding USAID plans to contribute to Rwanda's development, and to outline the working relationship between USAID and the GOR, to include a minimum percentage of funding that the GOR will align to shared priorities and objectives. USAID/Rwanda's DOAGs include a partial waiver of this host country contribution (HCC) requirement from 25 percent to 10 percent. Beginning in FY 2018 USAID/Rwanda and the GOR formalized the methodology to quantify the HCC with MINECOFIN providing assurances that the HCC is satisfactory to USAID/Rwanda in writing before or at the time of obligation of funds into the DOAGs. MINECOFIN also provides a summary financial plan categorized by GOR budget codes that reflects USAID and GOR contributions. GOR counterparts are required to report at least annually on these contributions and the reporting is documented in financial reviews. As USAID continues to explore the environment for government-to-government assistance through a Public Financial Management Risk Assessment Framework (PFMRAF), we may consider more binding conditions such as policy reforms governing the private sector environment or voice and accountability.
- **Accountability for results:** Based on opportunity and need, USAID/Rwanda has identified several districts in Rwanda as prospective activity "Hubs" where a close partnership between

local authorities, USAID/Rwanda, and implementing partners will be forged. The Hubs approach will be data-driven, gender sensitive, and impact-oriented, and will support district officials and local partners to more effectively self-evaluate and manage data. Rwanda already has a homegrown accountability system in the form of annual performance contracts or “Imihigo” signed between Rwanda’s President, line ministries and district mayors. Gender equality promotion and GBV prevention and response programs and targets are integrated into Imihigo contracts as an essential component for sustainable and inclusive development. These contracts bind officials to meet targets agreed between these parties. Local officials are held accountable for meeting these targets and civil servants can be fired for failing to meet them. USAID/Rwanda’s support will give citizens a greater voice in establishing and measuring these targets and will develop mutual accountability plans for USG implementers and the GOR. We anticipate positioning a “hub manager” in each Hub district to support coordination, integration and monitoring of results.

- **Transformational partnerships:** These will include:
 - Working directly with districts instead of through intermediaries, including the possibility of embedded staff;
 - Using inter-agency agreements and/or secondments to provide demand-driven technical assistance to GOR counterparts;
 - Establishing a self-reliance steering committee with membership from USAID/Rwanda, GOR, civil society and the private sector;
 - Apply collaborating, learning and adapting (CLA) through USAID/Rwanda’s activities to support a common learning agenda with the GOR and other partners;
 - Setting up a rapid response fund to address policy priorities either as a stand-alone resource or included in an activity(s).

LOCAL PARTNER ENGAGEMENT STRATEGY

The intention of the USAID/Rwanda Local Partner Engagement Strategy is to support Rwanda’s journey to self-reliance through more strategic partnerships with local organizations, including non-governmental organizations (NGO), civil society organizations (CSO), the private sector and academia. Working with such organizations can lead to stronger local systems, increased local capacity, greater sustainability of results, cost savings, innovative solutions to development challenges, and increased trust, communication and collaboration with local partners, ultimately leading to improved and sustained development results. Where possible, USAID/Rwanda will also seek to expand engagement with women-led organizations and disabled partner organizations (DPOs). Local NGOs that have benefitted from USAID capacity-building activities and education institutions connected to the U.S. provide significant opportunities to increase support at the local level. USAID/Rwanda currently has five local partners who implement activities for USAID and who directly receive USAID funding. Many more local entities are sub-contractors or sub-grantees on awards implemented by international partners USAID supports. In order to create the space for more direct local awards, we will undertake the following initiatives:

- Provide targeted capacity building for selected organizations;
- Identify opportunities to limit competition to local organizations;

- Hold “Industry Days” to familiarize prospective local partners with USAID’s policies and procedures;
- Incorporate partnering arrangements into projects and activities;
- Involve local organizations in co-creation activities.

PRIVATE SECTOR ENGAGEMENT

Increasing private sector engagement across all development objectives is a USAID/Rwanda priority. Rwanda has already done much to create a business-friendly environment in the country and expects that innovations for solving the remaining development challenges will come from the private sector. USAID/Rwanda will align its resources with those of the private sector and share the risks and rewards of enterprise-led development. USAID/Rwanda completed a Private Sector Engagement Assessment in July 2019 that identified several areas with high potential for USAID to engage the private sector. These areas include:

- Agriculture: Aggregators²/processors, wholesale and export, transport and logistics;
- Health: Early Childhood Development (ECD) and Water, Sanitation, and Hygiene (WASH) service providers, transport and logistics, paramedical facilities, health information systems;
- Education: ECD, educational content development, technical, vocational education and training (TVET) and workforce development;
- Democracy and Governance: Media and local CSOs.

CIVIL SOCIETY AND CITIZENS

Rwanda’s J2SR Roadmap and additional V-Dem data demonstrate weak capacity amongst civil society and the media and a need to improve government accountability to its citizens. The World Bank’s Systematic Country Diagnostic commends Rwanda for its strong institutions of governance that have earned it a reputation for efficiency and integrity but highlights the need for greater responsiveness to citizen concerns through improved accountability and alignment of priorities with peoples’ needs and aspirations. The GOR has identified citizen participation as a key priority under the Transformational Governance pillar of the NSTI, and has been supportive of USAID-funded community-based advocacy activities demonstrating a clear opportunity to build the citizen-responsive governance that is foundational for achieving Rwanda’s ambitious agenda. USAID/Rwanda will seek to expand opportunities for citizens to be part of decision-making processes by working to increase awareness and capacity on both demand and supply sides of good governance, and ensuring the inclusion of women, youth and marginalized groups. The GOR has been highly receptive to USAID’s ongoing work in the justice sector which provides another avenue for building a more responsive system, by strengthening institutions and processes, providing legal protections for the vulnerable such as GBV victims, and building capacity for settling differences and resolving disputes at the local level. Another essential ingredient to building a more responsive, demand-driven system is improving the GOR’s ability to mobilize financial resources for development and for the GOR to ensure that these resources are responsibly and transparently

² Aggregators are agricultural businesses or cooperatives of growers that consolidate and distribute agricultural products.

managed. This in turn will strengthen supply-side governance systems and government responsiveness at the local level.

YOUTH

Addressing the needs and priorities of Rwanda's youth population, including youth with disabilities, is central to achieving USAID/Rwanda's CDCS objectives. Rwanda defines youth as those aged 16-30 years old; this demographic constitutes 26 percent of Rwanda's population. The median age in Rwanda is 19.6 years, making Rwanda the 27th youngest country in the world. Most youth have had only four to five years of formal education and live in rural areas where economic opportunities are limited, and unemployment is high. A Youth Assessment conducted for this CDCS found that Rwandan youth want to achieve economic self-sufficiency and need support in the following areas in order to do so:

- Livelihoods development: obtaining the requisite tools and opportunities to engage in productive employment and self-employment activities;
- Education and skills for work-readiness: practical, skill-based training that leads to formal sector or self-employment;
- Reproductive autonomy and health: early pregnancy is a significant impediment for young women.

In addition to these priorities, which are integrated into the CDCS, USAID/Rwanda will also make efforts to increase civic participation among Rwanda's youth. Rwanda ranks 180 out of 183 countries for civic participation on the 2016 global youth development index. As the future leaders of the country, the voices of youth need to be heard and their priorities and concerns need to become part of the development agenda.

GENDER AND SOCIAL INCLUSION

USAID/Rwanda conducted a gender and social inclusion analysis to inform development of this CDCS. The analysis focuses on practical solutions geared towards building upon advances, reducing gaps, and expanding opportunities for vulnerable and marginalized groups, including women and girls, persons with disabilities, and LGBTI individuals. The findings identify multiple opportunities for USAID/Rwanda to more intentionally and comprehensively address gender and social inclusion in each development objective. Recommendations include:

- Promote civic education to enhance awareness of rights under the law for women and disadvantaged groups as well as local leaders;
- Increase access to justice for the excluded and support pathways to equitable participation in civil society;
- Promote women's economic and financial inclusion as approaches that have impact far beyond the economic growth sector;
- Empower women to be the decision-makers about their own health care;
- Work with teachers and school management to fight gender stereotyping and discrimination in the classroom and ensure inclusion of children with disabilities;

- Address GBV, adolescent pregnancy, women’s domestic work burdens, and positive masculinity as high-priority, multi-sectoral challenges.

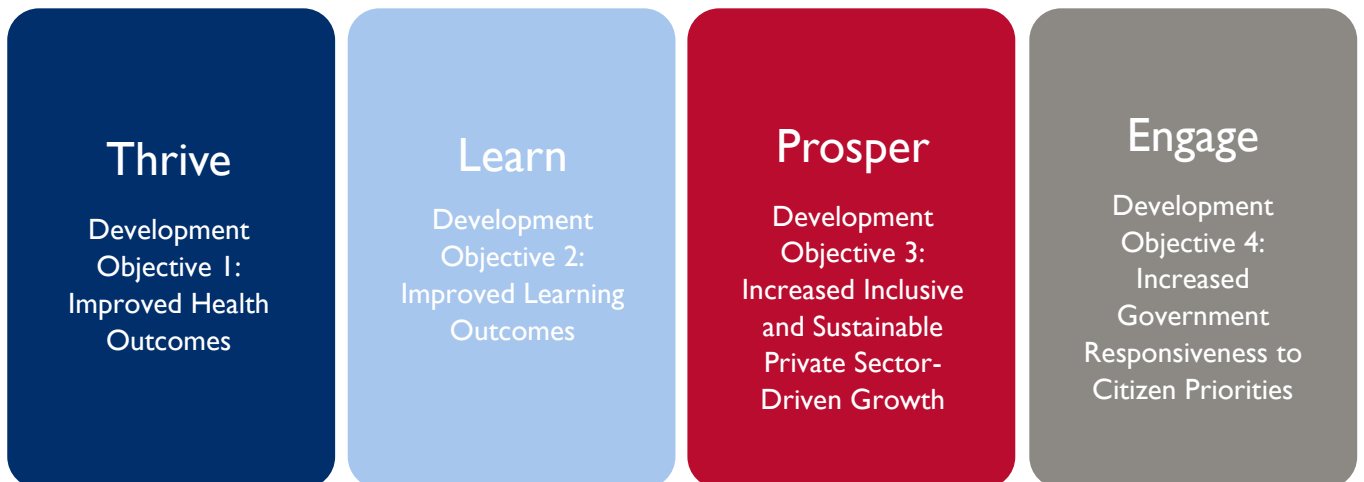
EFFORTS OF OTHER U.S. GOVERNMENT ACTORS

USAID/Rwanda also collaborates with other U.S. Government (USG) agencies/organizations including the U.S. Department of State, Centers for Disease Control (CDC) and Prevention, Peace Corps, and the Department of Defense. All of these USG partners are members of the President’s Emergency Plan for Aids Relief (PEPFAR) team that has supported Rwanda to achieve HIV epidemic control. We are also working closely with the CDC on matters related to the Ebola outbreak in the DRC.

The U.S. Ambassador conducts frequent site visits and is a champion for USAID/Rwanda activities, especially literacy, women’s empowerment, and youth and disability inclusion. USAID/Rwanda partners with the U.S. Department of Agriculture and the Political/Economic section of the U.S. Embassy in Rwanda to implement Feed the Future/Global Food Security programs. We work with other USG colleagues to advance trade deals for U.S. businesses and to foster direct investment. USAID/Rwanda provides leadership and technical direction to the Embassy’s interagency gender and social inclusion working group and collaborates closely with the Public Affairs Section of the Embassy and Peace Corps on matters related to gender, youth, health and education.

IV. Results Framework Narrative

The goal for USAID/Rwanda’s CDCS 2020-2025 is: **Rwanda has the strengthened human capital, robust private sector and accountable institutions required to advance self-reliance.** This goal directly links to the three pillars of Rwanda’s NST I: Economic Transformation, Social Transformation, and Transformational Governance, as well as the four development objectives that form the foundation of this CDCS:





DOI: THRIVE – Improved Health Outcomes

Development Hypothesis: *IF* the capacity and resilience of the health system and of other partners providing those services is strengthened, if highly at-risk populations have better access to care and support, and if Rwandans increase their utilization of high-quality preventive health services; **THEN** health outcomes will improve and the health care system will be more sustainable and self-reliant.

Rationale: For Rwandans to learn, prosper, and engage, they first need to be healthy and thrive. While Rwanda has made great strides in improving health outcomes for the population, challenges remain, especially reaching vulnerable groups such as women, children under 5 years old, at-risk youth, persons affected by HIV/AIDS and persons with disabilities. Many households are unable to satisfy their basic needs, and maternal and child nutrition remains poor, contributing to stunting. DOI capitalizes on USAID/Rwanda's and



the GOR's joint commitment to health system strengthening and three global strategic priorities: ending preventable maternal and child deaths, controlling the HIV epidemic, and combating infectious diseases.

USAID/Rwanda will deliver targeted, highly technical support to build the capacity of government, parastatal, and non-public actors to deliver high-quality health services and enhance sustainability and self-reliance through locally led programs, improved governance and financing, and strengthening the health sector at all levels.

Self-reliance: Rwanda's performance against the J2SR Roadmap's child health metric declined from 0.61 in 2019 to 0.57 in 2020, indicating efforts need to be intensified. Thirty eight percent of Rwandan children under 5 years of age are stunted and the severity of stunting is crippling in certain parts of the country — rising to levels of nearly 60 percent of children in rural areas of the north and west. While 85 percent of children under age 6 months are exclusively breastfed, only 18 percent of Rwandan children aged 6 to 23 months consume the minimum acceptable diet. These high rates of stunting were estimated to cost over \$1 billion USD annually in lost productivity.

Deaths among infants – children under 12 months old – dominate under 5 mortality, indicative of problems with the quality of health service delivery, timeliness of care seeking, and/or secondary risks such as poor nutritional or immunological status of the mother. While HIV prevalence has been steadily decreasing and epidemic control has been achieved, there are still approximately 100,000 orphans due to AIDS and 130,000 HIV-exposed children who are uninfected. In addition, there are many high-risk groups such as female sex workers, teenage mothers, adolescent girls and young women and children

living in extreme poverty who require support to maintain their negative status or to remain virally suppressed if they are HIV-positive. Rwanda saw a more than 8-fold surge in reported malaria cases from 2012 to 2016, but due to improved case management the mortality rate did not rise. Maternal mortality has decreased dramatically but remains unacceptably high. The causes remain largely preventable and are exacerbated by poor quality of care due to a lack of skilled health workers. Delays in care seeking by patients and timely referrals from providers as well as shortages of equipment and life-saving essential medicines, particularly in rural areas, also contribute to poor health outcomes. Family planning progress has plateaued with modern method contraceptive prevalence currently at 48 percent among married women of reproductive age. Nearly one in five currently married women has an unmet need for family planning. GBV also remains a major issue with a 21 percent prevalence of recent intimate partner violence among women aged 15 - 49.

Addressing these challenges will ensure a healthy population that can drive Rwanda's journey to self-reliance. USAID is committed to a more financially self-reliant health sector in Rwanda. USAID/Rwanda will support greater efficiency of public spending on health by supporting evidence-based decision-making, improving human resources and supply chain management, and supporting service providers in the adoption of the government's revenue and expenditure management systems. USAID/Rwanda plans to reduce the financial strain on Rwanda's health system by improving the quality of preventive services. USAID/Rwanda's support to the health sector bolsters the commitment of Rwanda's government for sustainable health care and Rwanda's need for strengthened human capital to drive the economy.

Alignment with GOR priorities: DOI is closely aligned with Rwanda's NST I Social Transformation pillar and its objective to ensure access to quality health care. It is also in line with the fourth Health Sector Strategic Plan (HSSP IV), spanning 2018-2024. DOI addresses all four of the strategic objectives of the HSSP IV: 1) full implementation of the main health programs; 2) strengthen the health systems building blocks; 3) strengthen all levels of service delivery; and 4) ensure effective governance of the sector. DOI is similarly aligned with strategic plans for nutrition; early childhood development, and water supply and sanitation, and supports improved service delivery, social and behavior change activities, the needs of youth, and sustainable financing.

Partnerships: USAID/Rwanda's consistently strong relationship with the MOH is the foundation of our health diplomacy efforts in Rwanda. This ongoing collaborative partnership with the MOH, Rwanda Biomedical Center (RBC), National Early Childhood Development Program (NECDP) and development partners is grounded in the direct alignment of both USAID/Rwanda's and the GOR's development priorities and strategies. USAID/Rwanda will also partner with the private sector and universities to bring innovation into the health sector, particularly for WASH and nutrition. Rwanda has several local civil society organizations with relatively high capacity, having benefited from support through USAID prime partners. Rwandan self-reliance can be enhanced by providing direct funding to these local organizations, leveraging their deep community roots, to provide services and strengthen systems at the community level.

Assumptions:

- Continuing political commitment and donor support for health;
- GOR continues to prioritize funding for the health sector;
- GOR will lead efforts to sustain locally available services and transition from donor support;
- GOR facilitates growth of private sector support for the health sector.

Risks:

- Loss of other donor funding, including the Global Fund;
- New or continuing health threats (i.e., Ebola, COVID-19, malaria);
- Community Based Health Insurance not sustainable;
- Delays in the GOR transformation from Medical Procurement and Production Division (MPPD) and development partners to a parastatal Rwanda Medical Supply (RMS) puts commodity security at risk.

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; RBC, “2017 Malaria Indicator Survey”, part of DHS program; WFP, NISR, and MINAGRI, “Comprehensive Food Security and Vulnerability Analysis”, 2018, 2016, 2012; MINECOFIN, “Unlocking Rwanda’s potential to reap the demographic dividend” 2017; United Nations Children’s Fund (UNICEF), “Situation Analysis of Children in Rwanda 2017”; MOH and AXIOS International, “USAID Global Supply Chain Program, National Supply Chain Assessment Report, Rwanda, 2017”; USAID/Rwanda health and nutrition project evaluations, “Gender and Social Inclusion Assessment, 2019”, and “Youth Assessment, 2019”

Intermediate Result 1.1: Health System Strengthened for Increased Sustainability

Approach: Key challenges to the health sector lie in health commodity insecurity and the inability of the current public health system to sustainably deliver results. USAID/Rwanda’s approach will strengthen governance and public financing of the health system through a more robust and financially sustainable Community Based Health Insurance Scheme and increased mobilization of domestic resources for health. USAID has invested heavily in information systems in Rwanda over the past decade and on-going investments are needed to ensure interoperability of existing data systems, improve usage of data systems, and to develop and refine new data systems for WASH and nutrition. USAID/Rwanda will partner with the GOR and private sector to improve the sustainable management of safe water and sanitation services to build self-reliance in the sector. USAID/Rwanda will also focus on improving human resource management; strengthening commodity security and supply chain efficiency; and building the GOR’s ability to respond to global health threats. This approach and support will help the government to provide higher quality health services that improve health outcomes and that foster a more self-reliant health sector.

GOR policies: The GOR demonstrates a high commitment to improving the health system and has enacted policies to support these developments. The Health Sector Strategic Plan IV and the Health Financing strategy are key drivers for health system strengthening, however implementation at the local level remains a challenge. To address this, USAID/Rwanda will continue to strengthen and build the capacity of district level health governance systems.

Local actors: USAID/Rwanda will continue to engage with the MOH, RBC, Rwanda Food and Drugs Administration (RFDA), RMS, NECDP and the Ministry of Infrastructure (MININFRA). MINECOFIN and the Rwanda Social Security Board (RSSB) will also be key partners to advance Rwanda’s financial self-reliance. District structures such as the District Health Management Teams (DHMT) and Joint Action Development Forums (JADF) will be key to implementing national policies and strategies at the district and local level. USAID/Rwanda will also support the GOR to engage the private sector to strengthen Rwanda’s health system.

Partnerships: Private sector engagement and local capacity development will be key to attaining this IR. As Rwanda transitions its health supply chain management to the parastatal Rwanda Medical Supply, Ltd., USAID is ready to provide support. We will also assist the GOR to continue to utilize accreditation processes to improve the quality and reporting of data from private health facilities. Public Financial Management (PFM) and Domestic Resource Mobilization (DRM) are also a focus for this intermediate result (IR), which directly supports IR 4.3 on resource management.

Evidence: MINECOFIN, “Budget Framework Paper, 2018/2019-2020/2021”, and prior years; MOH and AXIOS International, “USAID Global Supply Chain Program, National Supply Chain Assessment Report, Rwanda, 2017”; World Bank, “Rwanda Economic Update: Tackling Stunting: an unfinished agenda” June 2018; World Bank, “Systematic Country Diagnostic, 2019” and prior years; USAID/Rwanda, “Strengthening the Capacity of the Health Sector (SCHS) project evaluation” and “Domestic resource mobilization case study, 2019”.

Intermediate Result 1.2: Improved Utilization of High-Quality Health, Nutrition, and WASH Services

Approach: USAID/Rwanda will improve access to and increase demand for high quality services at all levels of health delivery (community and facility) and encourage the adoption of healthy behaviors through innovative social and behavior change strategies. IR 1.2 will promote health care seeking and preventive practices to increase use of services. This includes prenatal care, use of family planning, immunization against preventable disease, monthly nutrition screening and growth monitoring, and community water, sanitation, and hygiene (WASH) clubs. Social and behavior change communication will encourage people to become more aware of their health needs and status, and to improve preventive practices such as timely care seeking.

GOR policies: The GOR has demonstrated a strong political commitment to developing and adopting evidence-based policies and strategies to improve access to health, nutrition and WASH services. The Reproductive, Maternal, Neonatal, Child, and Adolescent Health policy, along with the accompanying Family Planning/Adolescent Sexual and Reproductive Health (FP/ASRH) strategic plans provide the basis for Rwanda to make further gains in reducing mortality and increasing contraception use. The National Social and Behavioral Change Communication Strategy for Integrated Early Childhood Development, Nutrition and WASH will strengthen the leadership, accountability, and communication needed to promote healthy behavior at all levels.

Local actors: USAID/Rwanda will continue to engage with the MOH, RBC and NECDP under MIGEPROF, which guide policy and investment and lead service delivery in their sectors. Local civil society organizations, faith-based organizations, and the private sector will play important roles both in service delivery and in strengthening GOR platforms.

Partnerships: USAID/Rwanda will work with the private sector and local partners to support IR 1.2. Examples include increasing access to affordable health services through private health posts, social marketing, and leveraging pharmacies and drug shops to provide family planning information and services. Initiatives for mentorship and pre-/in-service training will be routed through local professional organizations for sustainability. IR 1.2 directly supports IR 2.3 by increasing access to high quality health, nutrition and WASH services, and by providing a strong foundation for the most vulnerable to improve

their health and nutritional status. It will also continue to build on essential linkages between agriculture and nutrition programs USAID supports (reference IR 3.2).

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; RBC, “2017 Malaria Indicator Survey”, part of DHS program; Assaf et al, ICF, “Trends in maternal health in Rwanda: Further Analysis of the 2014-15 Demographic and Health Survey”, 2018; WFP, NISR, and MINAGRI, “Comprehensive Food Security and Vulnerability Analysis”, 2018, 2016, 2012; MINECOFIN, “Unlocking Rwanda’s potential to reap the demographic dividend” 2017; United Nations Children’s Fund (UNICEF), “Situation Analysis of Children in Rwanda 2017”; World Food Program (WFP), “The cost of hunger in Rwanda: Social and Economic Impacts of Child Undernutrition in Rwanda-Implications on National Development and Vision 2020”, 2013; USAID/Rwanda, “Gender and Social Inclusion Assessment, 2019”, “Youth Assessment, 2019”, and Health and Nutrition project evaluations.

Intermediate Result 1.3: Strengthened capacity to address the health needs of high-risk individuals

Approach: IR 1.3 will address the needs of the most at-risk populations in Rwandan society: very young children; male and female GBV victims; adolescent girls and young women, especially those who have already become mothers; and people with disabilities. Work under this IR will ensure that the most vulnerable are able to access inclusive services appropriate to their needs. Support to high-risk individuals will result in improved ability to seek and obtain quality health services, including access to GBV and adolescent sexual and reproductive health services. In addition, connections to workforce development opportunities, especially for youth, will advance sustainability and self-reliance.

GOR policies: The GOR has established a strong political commitment to supporting high-risk populations. Examples include a National Policy on GBV, National Early Childhood Development Policy (NECDP), Special Needs and Inclusive Education Policy, and the Family Planning / Adolescent Sexual Reproductive Health Strategic Plan. NECDP is a key priority of the GOR that supports reductions in stunting, in addition to reducing teen pregnancy and increasing access to GBV services.

Local actors: USAID will continue to engage with the MOH, RBC, NECDP, National Commission for Children (NCC), MIGEPROF, and MINALOC. The National Council of Persons with Disabilities and the National Rehabilitation Service will be instrumental in ensuring that inclusive services are provided particularly for people with disabilities. Local civil society organizations and faith-based organizations, and the private sector will play important roles in service delivery and systems strengthening.

Partnerships: USAID/Rwanda will work with the private sector and local partners to support IR 1.3. For example, working with community level family planning providers (Community Health Workers, pharmacies, and drug shops) will improve access to information and services, and linkages for additional care. USAID/Rwanda will also partner with local advocacy organizations for women, LGBTI, and persons with disabilities. IR 1.3 directly supports strengthened community support for learning (links to DO2, IR 2.3) by increasing access to early childhood development and positive parenting programs, and by providing a strong, healthy foundation for the most vulnerable to improve their nutritional status and ability to learn. Work under this IR will also continue to build on essential linkages between agriculture and nutrition (links to Sub-IR 3.2.3).

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; WFP, NISR, and MINAGRI, “Comprehensive Food Security and Vulnerability Analysis”, 2018, 2016, 2012;

NISR, “Integrated Household Living Conditions Survey 5 (EICV 5)”, and EICV 4, 3, 2, and 1; USAID, “Multi-sectoral Nutrition Strategy 2014-2025”; USAID/Rwanda, “Community Health and Improved Nutrition (CHAIN) project - Midterm evaluation, 2018”; “Gikuriro Midterm evaluation, 2018”; “Improved Services for Vulnerable Populations Impact Evaluation, 2015-2019” and “Isuku Iwacu Midterm Evaluation, 2019”.



DO2: LEARN – Improved Learning Outcomes

Development Hypothesis: *IF* classroom instruction in early grade literacy is improved, education systems management is strengthened and financial resources used effectively, and if community support for learning is increased, **THEN** literacy learning outcomes will improve for all children, increasing citizen capacity for self-reliance.

Rationale: Access to primary education in Rwanda is high, with net enrollment standing at over 98 percent for both boys and girls. However, most students fail to master foundational skills, especially the ability to read. Approximately half of second graders cannot read a single word in Kinyarwanda, the language that they speak and understand. The World Bank’s recently developed human capital index, comprised largely of education and health-related indicators, places



Rwanda at 142 out of 157 countries assessed, on a par with its impoverished and conflict-ridden neighbors Burundi and the DRC. Access to and quality of pre-primary education are low, and many children enter primary school unprepared to learn. Children with disabilities face many barriers in accessing basic education, including stigma, poor infrastructure, limited resources, and teachers who are inadequately trained to meet their needs. Since literacy is the foundation for all other learning, children who do not acquire fundamental reading skills within the first few years of education are unlikely to succeed in school. The lack of learning in school, beginning in the early grades, is a huge constraint to Rwanda’s ambition to become a middle-income country with a knowledge-based economy.

In coordination with development partners and the GOR, USAID/Rwanda will improve foundational skills with a specific focus on literacy in the early grades of education in order to build the foundation to improve Rwanda’s human capital. USAID will work in all of the country’s public and government-aided primary schools to improve the quality of early grade literacy instruction by training teachers and working with the government and the private sector to equip classrooms with textbooks and other learning materials. USAID will also address education systems management, working in partnership with MINEDUC and the Rwanda Education Board (REB) to strengthen the education system and involve

parents and community members more directly in education governance in communities and at the district level.

USAID recognizes that home factors strongly influence learning outcomes, and that family engagement and support for education is necessary to maximize student learning. Accordingly, DO2 will improve the capacity of male and female caregivers to support their children's learning, will increase access to reading materials and learning opportunities, and will work with community structures and the private sector to support these outcomes. Work at the community level also provides opportunities to increase access to schooling for children with disabilities through dialogue, improved referral systems, and local accountability mechanisms. USAID/Rwanda will support sustainable gains by building the human and institutional capacity of the GOR and the private sector to develop high quality teaching and learning materials, strengthening teacher training, and working with the GOR to build Rwanda's early grade reading evidence base.

Self-reliance: DO2 contributes to the CDCS goal by ensuring Rwandan children master the foundational skills necessary to become capable, engaged and able to contribute to Rwanda's self-reliance. Rwanda's performance on the capacity dimension of the J2SR Roadmap is weighed down significantly by the education quality metric. On average, children in Rwanda can expect to complete 6.6 years of schooling by the age of 18, but this translates to just 3.8 learning-adjusted years of schooling when poor quality is taken into consideration. Based on this metric, Rwanda has some of the lowest education quality outcomes in the world.

Although primary school enrollment is high, repetition and dropout rates are also high and constitute a major inefficiency in Rwanda's public education expenditures. The primary completion rate overall has increased dramatically, but completion at official age remains very low (22.2 percent in 2018). Grade repetition rates are very high, with at least 85 percent of children in primary school having repeated a grade level at least once. This is a major challenge in the Rwandan basic education system; by age 18, children have, on average, accumulated a 5-year delay in their education and it takes 25.5 pupil years to produce one primary school completer. Boys are more likely than girls to repeat a grade or drop out. Evidence suggests that failure to master foundational skills is a key driver of repetition and dropout. This DO will address education quality for pre-primary and primary grades to ensure the timely progress through and completion of primary school.

By focusing efforts on education quality for Rwandan children, DO2 will improve **citizen capacity** and accelerate Rwanda's journey to self-reliance.

Alignment with GOR priorities: DO2 aligns directly with the GOR's NSTI Social Transformation Pillar, contributing to the NSTI objective to "Ensure quality of education for all aiming at building a knowledge-based economy." Additionally, DO2 strongly aligns with the first strategic priority in Rwanda's Education Sector Strategic Plan (ESSP) III, 2018/2019-2023/2024, "Enhanced quality of learning outcomes that are relevant to Rwanda's social and economic development." USAID will capitalize on the alignment between USAID's CDCS DO2 and GOR development strategies to continue to cultivate strong, strategic partnerships that advance education outcomes.

Partnerships: DO2's primary GOR partners include MINEDUC and REB, as well as MINALOC with a particular focus on the National Council for Persons with Disabilities. DO2 will also work with the NECDP in MIGEPROF. USAID liaises closely with development partners who are also investing in Rwanda's education sector, most importantly the World Bank, UNICEF and the United Kingdom's

Department for International Development (DFID). USAID also co-chairs with the Ministry of Education a literacy coordination platform, Soma Rwanda (formerly Rwanda Reads), that brings together all literacy focused actors in Rwanda to share information, coordinate, leverage resources and advocate for reading as a national priority.

Assumptions:

- Continued internal stability facilitating school attendance;
- By the time of school entry, children’s Kinyarwanda language acquisition is adequate to begin to learn to read;
- Continued political attention to and willingness to promote literacy;
- Sustained or increased GOR budgetary support to basic education.

Risks:

- Teachers are unable to apply their improved capacity for instruction due to barriers in the school environment;
- Students and teachers are prevented from accessing reading materials from classroom collections or school libraries due to concerns over damage or materials going missing;
- Limited budget to provide relevant resources to support children with disabilities or literacy-related special education needs;
- Disruptions in continuity and institutional capacity related to turnover of ministry and local government staff.

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; World Bank, “Human Capital Index, 2018”; World Bank and GOR, “Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition”, 2019; World Bank, “Systematic Country Diagnostic, 2019” and prior years; World Bank, “Rwanda Economic Update - Schooling for Learning: Strengthening Resilience of Education in Rwanda”, 2018; USAID, “Education Policy”; and USAID/Rwanda, “Early Grade Reading Assessment in Rwanda”, and “Soma Umenye Time-on-Task study”.

Intermediate Result 2.1: Improved inclusive and quality early grade literacy classroom instruction

Approach: Improved early grade literacy instruction is crucial to improving learning outcomes, and to improving Rwanda’s capacity for self-reliance. Learning outcomes are a key measure of education quality. With a decade of investments in basic education in Rwanda, USAID has a comparative advantage in supporting the GOR’s efforts to advance education quality and students’ foundational skills, especially reading in Kinyarwanda. Rwanda’s ability to produce improved learning outcomes depends, in part, on (1) teachers having the skills and motivation to teach effectively, and (2) on the availability of the right type, quality and quantity of teaching and learning materials in classrooms. This IR focuses on these two key pillars of early learning instruction in pre-primary and primary grades in Rwanda’s government-funded schools, while also exploring opportunities to support non-state schools, especially private schools for children with special needs or disabilities. USAID will expand teacher capacity to use evidence-based, inclusive and gender-responsive practices for teaching foundational skills, especially reading, and improve ongoing access to and use of quality, accessible early grade reading materials in classrooms. USAID/Rwanda will use Universal Design for Learning and other relevant initiatives or tools

to improve learning outcomes for boys and girls, both with and without disabilities. This IR will also explore approaches to address school-related gender-based violence (SRGBV) and incorporate Sexual and Reproductive Health and Rights (SRHR) and Water, Hygiene, and Sanitation (WASH) messaging into materials and training.

GOR policies: The GOR is in the process of developing and approving policies that support achievement of this IR, such as the National Literacy Policy and the Teacher Development and Management Policy. The anticipated approval of the National Literacy Policy will clearly indicate a commitment to improve reading skills. The Special Needs and Inclusive Education Policy has already been approved and is being implemented. USAID will continue to support the Ministry's comprehensive assessment framework and support curriculum review and revision.

Language of instruction is a key policy issue--the current system requires children to master content in English before they have obtained English language proficiency. USAID's primary focus will be to ensure that children learn to read in the language they speak and understand, thereby facilitating learning to read in English.

Local actors: USAID/Rwanda will partner with leaders and key departments at MINEDUC and REB; sub-national actors, private sector partners in the book industry and private education, and key development partners.

Partnerships: Innovative partnerships will be critical to building long-term sustainability. USAID/Rwanda will focus on co-creation and collaboration with MINEDUC and REB to promote government ownership for this result. This IR is linked strategically with IRs 1.2 and 1.3 in DOI around improved effectiveness of pre-primary and early childhood development programming, as well as targeting vulnerable populations that include children with disabilities.

Evidence: NISR and MINECOFIN, "Rwanda Demographic and Health Survey", 2015, 2010, 2005; World Bank, "Human Capital Index, 2018"; USAID/Rwanda, "Soma Umenye mid-term performance evaluation", and data on teacher skills and practices from the Soma Umenye activity and other implementing partners; and existing early grade literacy materials.

Intermediate Result 2.2: Strengthened education systems management

Approach: Strong education systems are crucial to maintain improved instructional practices and children's learning outcomes. In order to build self-reliance in Rwanda's basic education system, public financial management must be more efficient and transparent at different levels of the education system. Based on years of partnering with the GOR to improve use of data for decision-making at the national and local levels, USAID has a comparative advantage to continue support for education systems strengthening. The GOR is aware of the need for more funding in the education sector and multiple development partners are working to advocate for this. USAID/Rwanda will help to maximize the effectiveness and efficiency of existing funds allocated in the education sector.

This IR addresses the capacity and commitment of Rwanda to deliver improved learning outcomes by strengthening different levels of the education system that are critical for sustainability. First, teacher, school management, and governance systems will be strengthened to improve management of Rwanda’s human and financial resources needed to build and sustain improved teaching practices and school-level decisions for better reading outcomes. Second, USAID will continue to improve the GOR’s institutional capacity to generate gender-sensitive and disability-sensitive data, and to promote inclusive, evidence-based literacy instruction. Third, USAID will promote transparency and effective resource utilization by increasing the government’s responsiveness to citizens, including gender-based issues identified by citizens.



GOR policies: The Teacher Development and Management Policy, currently being drafted, will be key to achieving this IR. Other policy priorities include putting pre-primary teachers on the salary scale, providing capitation grants, and increasing salaries for teachers to put them on the same level as other, similarly qualified civil servants. There may be additional policies required to address teacher management at the district level (e.g., placement and movement of teachers, attendance).

Local actors: USAID/Rwanda will continue to partner with MINEDUC and REB in order to achieve this result, and to cultivate stronger partnerships with local government actors to improve governance for education at the sub-national level.

Partnerships: Innovative partnerships will focus on co-creation and collaboration with the GOR, specifically MINEDUC, REB, and local actors to ensure the achievement and sustainability of this result. This IR links strategically with IRs 4.1 and 4.3 under DO4, specifically those that target citizens’ awareness of their rights and policy issues and improved accountability of public services.

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; World Bank and GOR, “Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition”, 2019; World Bank, “Systematic Country Diagnostic, 2019”; GOR, “Draft Teacher Development and Management Policy”; USAID/Rwanda, “Early Grade Reading Assessment, Rwanda”, “Soma Umenye Time-on-Task study”, and Soma Umenye data on teacher movement; and data on local development plans that include activities and indicators related to quality of education.

Intermediate Result 2.3: Strengthened community support for learning

Approach: Strengthened community support for learning is critical to ensure improved, equitable learning outcomes for all children. Numerous studies in Rwanda and in other similar contexts have shown that the strongest predictors of children’s mastery of foundational skills are the home environment, including opportunities to practice reading outside of school, and parent support for

education in general. At present, a nascent culture of reading, lack of reading materials in homes and communities, and limited support for children with disabilities are constraining Rwanda's capacity to improve student learning. This IR addresses support for learning foundational skills beyond the walls of schools, so that investments made in classroom instruction can have greater impact. USAID/Rwanda has been building community support for reading nationwide since 2016 and has a strong comparative advantage to continue work in this area. Under this IR, USAID's approach will build on demonstrated successes by continuing to help families support their children's learning, increasing access to quality reading materials for children in the community through private sector engagement with publishers and printers, and strengthening community structures to support learning. Additionally, this IR will focus on access to education for children with disabilities by addressing stigma, improving awareness, and linking with DOI interventions to increase early support to families with children with disabilities. This IR will improve families' and communities' capacity and focus on gender-equitable learning. USAID will work with communities to identify struggling readers and children who have dropped out of school, especially boys, for effective after-school reading activities.

GOR policies: The GOR is on the threshold of approving policies that increase its commitment to improve literacy. The draft National Literacy Policy and the National Book Policy will constitute major policy achievements that would greatly improve the sustainability of results USAID supports under this IR. A Special Needs and Inclusive Education Policy was approved in January 2019 and demonstrates significant commitment from the GOR to improve learning opportunities and outcomes for children with disabilities.

Local actors: USAID/Rwanda will forge and strengthen partnerships with local actors to contribute to a culture of reading in Rwanda. These actors include faith-based organizations, the private sector book industry, media, MINALOC, NECDP, National Itorero Commission, and the Ministry of Youth and Culture. Additionally, to promote comprehensive learning support for children with disabilities, USAID will engage with the National Council for Persons with Disabilities and MOH, as well as other organizations supporting disabled persons.

Partnerships: Innovative partnerships will likely involve the private sector for increased access to quality reading materials, awards or sub-awards with local NGOs and/or faith-based organizations to leverage their expertise with family and community support, and potential collaboration with health activities (parenting education, community-based and home-based early childhood education, and identification and referrals for children with disabilities). This IR's success is linked to IRs 1.2 and 1.3 in DOI, which will ensure that children arrive at school ready to learn. Furthermore, IR 1.3 will address the health needs of "high-risk individuals," including children with disabilities, which will support efforts under DO2 to improve their access to education.

Evidence: MIGEPROF, "Early Childhood Development (ECD) Policy", 2016; MINEDUC, draft "National Literacy Policy"; MINEDUC, "Special Needs and Inclusive Education Plan, 2018/2019-2023/2024", 2018; NISR and MINECOFIN, "Rwanda Demographic and Health Survey", 2020 data about disability as well as parenting; UNICEF "Situation Analysis of Children in Rwanda 2017"; UNICEF, "A Study on Children With Disabilities and Their Right to Education: Rwanda", 2016; MINEDUC and REB, Building Learning Foundations Programme data (DFID funded program); WHO, World Bank, and UNICEF, "Nurturing Care Framework, Rwanda Country Profile and data, 2018; USAID funded surveys of knowledge, attitudes and practices among children, parents, teachers and school leaders; and

USAID/Rwanda, “Mureke Dusome Performance Evaluation”, “Gender and Social Inclusion Assessment, 2019”, and monitoring data from USAID implementing partners.



DO3: PROSPER – Increased Inclusive and Sustainable Private Sector-driven Growth

Development Hypothesis: *IF* the agricultural sector is modernized and pivots toward high-value addition export markets by increasing productivity and profitability; access to local, regional, and international markets is expanded by increasing private sector investment; and Rwanda’s women and youth have greater opportunities to engage in the economy, **THEN** Rwanda’s economic growth will increase by becoming more sustainable, inclusive, and private sector-driven.



Rationale: Rwanda has sustained an average annual growth rate of over 7 percent for more than two decades. The primary driver of this impressive economic growth is massive public sector investment in large-scale infrastructure, which has not generated off-farm employment, accelerated poverty reduction or sustained structural transformation. An estimated 70 percent of Rwandans still gain their livelihoods from subsistence-oriented agriculture and the sector accounts for more than 30 percent of GDP, but

farming is a precarious enterprise with increasing land scarcity, growing fragmentation, and exposure to climatic shocks that have compromised productivity gains. Agricultural wage laborers with little or no access to land are a growing and vulnerable rural population, and the number of rural microentrepreneurs and informal service providers have shrunk. In order to sustain its growth trajectory, Rwanda must do more to foster the growth of private entrepreneurship and address constraints to private sector development, particularly in agriculture, which will remain the principal source of employment for Rwandans over the life of this CDCS. Agriculture’s contribution will need to shift from primarily supplying commodities for domestic use to producing higher-value and value-added goods as an integral part of food supply chains linked to regional and international markets. As Rwanda’s economy develops and matures, the private sector needs to play a larger role in sustaining rapid growth. The massive increase in investment required to achieve Rwanda’s growth aspirations has to come predominantly from the private sector, since public investment is now constrained by rising debt and shrinking external assistance. USAID’s DO3 approach will support Rwanda to shift toward creating a more welcoming policy environment for the private sector, increasing the commercialization of agriculture, enabling the growth of Small and Medium-sized enterprises (SME), and empowering youth and women as drivers of the economy.

Self-Reliance: Rwanda's J2SR Roadmap indicates a higher level of commitment to self-reliance than capacity for self-reliance, which is manifested in its strong score on the **business environment** metric. The GOR's strong commitment to its growth ambitions and its recognition of the need for trade freedom and export diversification is exemplified by the wide range of recent strategies and policies set to drive the country's economic growth, and through its engagement in regional and international protocols and agreements, such as the recently launched African Continental Free Trade Agreement (AfCFTA). Despite this promising climate, the private sector in Rwanda is small and struggling. In recent years, the pace of job creation by formal firms in Rwanda has slowed and Rwandan firms still only employ around 6 percent of the overall workforce. The explanation for this disconnect is that the Doing Business and Legatum indicators do not measure or account for the biggest constraints weighing on the private sector including the poor quality and low productivity of the workforce; high costs for transport, power, finance, and internet; a small internal market with limited purchasing power; low access to finance in a risk averse investment environment; inadequate regulations and tax regimes; lack of tax incentives for SMEs and export oriented investments; and the dominant role of public investment and state-owned enterprises in the economy.

Rwanda's high **poverty rate**, low **GDP per capita**, and limited uptake of **ICT**, illustrate the low capacity of the economy. Over 4 million mostly rural Rwandans continue to live in poverty. The rapid decline in people living below the national poverty line has slowed, and the poverty headcount decreased less than a percentage point between 2013/2014 and 2016/2017, to 38.2 percent. Rwanda's high annual rate of economic growth started from a very low base and GDP per capita in 2019 stood at \$773 USD (Rwanda's GDP per capita places it in the bottom 10 percent of all countries). Rwanda's ambition to become a knowledge-based economy is out of sync with ICT adoption, which is well below the average J2SR Roadmap score as a result of poverty, the low skills base, and limited access to electricity (only 12 percent in rural areas).

DO3 is poised to address these capacity constraints by expanding space for the private sector through policy dialogue and reform; boosting agricultural productivity, high value exports and regional and international market integration; building the capacity of the GOR to attract investment and create an enabling environment for the private sector; and harnessing the energies and innovations of young entrepreneurs.

Alignment with GOR Priorities: DO3 is directly aligned with and supports the GOR's NST I goal of accelerating inclusive economic growth and development founded on the private sector, which includes modernizing agriculture as one of its priorities. Additionally, DO3 supports the achievement of the GOR's Strategic Plan for Agriculture Transformation 2018 - 2024 and its four priority areas: innovation and extension; productivity and resilience; inclusive markets and value addition; and enabling environment and responsive institutions.

Partnerships: USAID/Rwanda will partner with the private sector to leverage capital, technology, and knowledge, and to expand the use of innovation to address Rwanda's development challenges and drive economic growth. We will seek opportunities for co-creation with relevant GOR line ministries and agencies, along with representative bodies such as the Private Sector Federation, the National Youth and Women's Councils, and the National Council of Person's with Disabilities. USAID/Rwanda is an active member in the Agriculture Sector Working Group and the Private Sector and Youth Development Working groups. Through these platforms we will continue to respond to GOR priorities and will support holding all partners mutually accountable. USAID/Rwanda will engage and coordinate with

other key donors including DFID, Enabel (Belgian Development Agency), the Embassy of the Netherlands, the European Union (EU) and the World Bank.

Assumptions:

- The GOR will continue to have the political will to support regional integration;
- Rwanda will continue to experience political stability;
- Strong working relationships between USAID/Rwanda and the GOR will be sustained.

Risks:

- Regional instability and cross-border conflicts could increase;
- New or continuing health threats such as Ebola and COVID-19 could have negative impacts on economic growth and regional integration;
- Climate change and pest-induced shocks threaten agricultural livelihoods;
- Macroeconomic risks and global economic trends such as commodity price declines, inflation, and exchange rates.

Evidence: NISR and MINECOFIN, “Rwanda Demographic and Health Survey”, 2015, 2010, 2005; WFP, NISR, and MINAGRI, “Comprehensive Food Security and Vulnerability Analysis”, 2018, 2016, 2012; NISR, “Integrated Household Living Conditions Survey 5 (EICV 5)”; NISR, “Agricultural Household Survey, 2017”; World Bank and GOR, “Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition”, 2019; World Bank, “Systematic Country Diagnostic, 2019”; World Bank - International Finance Corporation, “Creating Markets in Rwanda: Transforming for the Jobs of Tomorrow”, 2019; USAID/Rwanda, “Private Sector Engagement Assessment, 2019”, “Tropical Forests and Biodiversity Analysis, 2019”, “Gender and Social Inclusion Assessment, 2019”, and “Youth Assessment, 2019”.

Intermediate Result 3.1: Enabling environment for private sector competitiveness strengthened

Approaches: Rwanda’s structural features—small, landlocked, low human capital, and limited mineral and fossil fuel resources—are challenging for market development and job creation. The business environment for attracting private investment has been a priority for the government, as evidenced by the J2SR Roadmap business environment metric—but there are still many barriers to overcome if the private sector is to drive job creation and increase revenue. Although private firms have become a growing presence in the economy, they are not yet able to create jobs in large numbers or to drive inclusive and sustained economic growth. An overwhelming majority of firms are small and lack the economies of scale to be competitive. USAID/Rwanda’s approaches under this IR will help strengthen financial markets for increased access to long-term and affordable finance towards productive ventures, will facilitate an enabling environment for increased investments and export, and will support the capacity of the private sector to advocate for needed policy reforms. Attracting investments, specifically for commercial and export-oriented agriculture, will be achieved by building the capacity of the GOR and supporting financial markets to develop financial solutions such as tax incentives, de-risking instruments and corporate bonds.

GOR Policies: This IR responds to the GOR’s strong commitment to attract private investors and increase exports as evidenced in national strategies, including the NSTI, as well as policies aimed at

ensuring there is a level playing field for all investors. Such strategies and policies include the National Agribusiness Investment Promotion Strategy, Private Sector Development Strategy, the National Export Strategy, the Financial Sector Development Strategy and the Public Private Dialogue National Framework. While policies are numerous and actualized, gaps reside in the limited coordination and understanding of respective roles between the GOR institutions involved and the lack of strong architecture to oversee implementation, which leads to inadequate budget allocation and to weak implementation of these policies.

Local actors: IR.3.1 will engage with GOR ministries including Agriculture, Trade and Industry, Finance and Economic Planning, as well as the Rwanda Development Board and National Agriculture Export Board. We will support local policy think tanks, which has proven to be an effective approach to advancing policy reform. USAID/Rwanda will also closely liaise with private sector stakeholders to identify priority policy measures that would address major constraints to investment.

Partnerships: IR.3.1 will work with the GOR and local partners, including the local private sector to support Rwanda to become self-reliant. We will partner with local and international business organizations including the Rwandan Private Sector Federation and the American Chamber of Commerce in Rwanda. USAID/Rwanda will identify opportunities for co-creation and cost sharing with public institutions, co-financing with private sector actors and donors and for innovative blended financing models. This IR will complement the work of IR 4.3, public revenue management improved.

Evidence: World Bank and GOR, “Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition”, 2019; World Bank, “Systematic Country Diagnostic, 2019”; International Monetary Fund (IMF), “Rwanda: Staff Report for 2019 Article IV Consultation and a Request for a Three-Year Policy Coordination Instrument-Press Release; Staff Report; and Statement by the Executive Director for Rwanda”, 2019; USAID/Rwanda, “Private Sector-Driven Agricultural Growth activity (PSDAG) evaluation”; “Private Sector Engagement Assessment, 2019”, “Financing Self-Reliance (FSR) Desk review – Rwanda, 2019”, and CDCS private sector consultations.

Intermediate Result 3.2: Agriculture modernized as a driver of growth

Approach: Agriculture remains the backbone of the Rwandan economy. Although the sector consists overwhelmingly of individual farmers, the GOR has historically directed decision-making at all levels. Improvements have been made in increasing food security. However, stunting and chronic malnutrition remain stubbornly high—in 2018 over 40 percent of Rwandan households reported experiencing shocks or stresses that result in food insecurity. Much needs to be done to modernize the sector while paying special attention to threats such as increased exposure to droughts and floods. To overcome these challenges, this IR will foster private sector-led agriculture modernization, including producing higher value-added products with export potential to regional and international markets. USAID/Rwanda will increase the use of innovative climate smart and environmentally friendly technologies, irrigation, and sustainable land and natural resource management. The IR will help farmers to respond to market signals, and improve their access to inputs, investment resources, technical expertise, and private sector partnerships. The IR will also address the low productivity that compromises household food security and contributes to malnutrition. Working with value chain actors and households, USAID will encourage the use of technology and management practices to increase productivity, and the demand and supply of safe and nutritious foods. The approach will contribute to increased profitability for value chain actors

and will increase the resilience of households to market and production shocks with the objective of improving nutritional outcomes.

GOR Policies: Agricultural modernization, export growth, and transition towards a green economy are all priorities of the NST I's Economic Transformation pillar. There is also a strong focus on private sector investments throughout the Strategic Plan for the Transformation of Agriculture IV (PSTA4), which emphasizes the government becoming a market enabler rather than a market actor. The IR will also align and contribute to the Green Growth and Climate Resilience strategy. The National Food and Nutrition Policy espouses a multi-sectoral approach that recognizes the critical role of agriculture in reducing malnutrition in Rwanda.

Local actors: Through IR.3.2, we will engage with GOR ministries including MINAGRI, MOH, and the Ministry of Education Trade and Industry (MINICOM), as well as the Rwanda Agriculture Board (RAB), and the National Agriculture Export Board (NAEB). USAID will collaborate with other development partners to advance agricultural policy reforms. USAID/Rwanda will also closely liaise with farmer cooperatives, local NGO's and private sector stakeholders to identify priority policy measures that address major constraints to agricultural productivity and profitability.

Partnerships: Under this IR USAID/Rwanda will partner with local public and private sector stakeholders, agribusiness, cooperatives, agriculture sector chambers, ICT and digital solutions providers, district level governments and extension services in the design and implementation of activities to strengthen local capacity and ownership of development programs. USAID/Rwanda will keep nurturing its fruitful coordination with other key donors such as the World Bank, Japan International Cooperation Agency (JICA), the European Union (EU), DFID, Embassy of the Netherlands, and Enabel (Belgian Development Agency). Linkages between this IR and IRs 1.2 and 1.3 will contribute to reducing stunting.

Evidence: World Bank and GOR, "Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition", 2019; NISR, and MINAGRI, "Comprehensive Food Security and Vulnerability Analysis", 2018, 2016, 2012; NISR, "Agricultural Household Survey, 2017"; Value chain assessment business opportunity report; USAID/Rwanda, "Rwanda: Desk Study of Extension and Advisory Services, 2018", "Early Generation Seeds Study, 2017", "Tropical Forests and Biodiversity Analysis, 2019", "Gender and Social Inclusion Analysis, 2019), and "Private Sector Assessment, 2019".

Intermediate Result 3.3: Youth and women's entrepreneurship and employment increased

Approaches: Rwanda is widely recognized for its commitment to gender equality, as evidenced by its strong performance on the World Economic Forum Global Gender Gap Report and the J2SR Roadmap's economic gender gap metric. To build on this success, priority actions to promote gender equality will center on strengthening women's participation in tertiary and technical and vocational education, and promoting entrepreneurship, including access to finance, to help women move out of subsistence farming. Young people aged 16-30 make up about a quarter of Rwanda's population. Both male and female youth, especially those living in rural areas, face enormous challenges in securing and retaining gainful employment; jobs are scarce and many youth lack even the most basic skills. Under this IR, USAID/Rwanda will build on successes in building job readiness and practical workplace skills, partnering with the private sector to identify market-based demand-driven practical skills building and to offer internships and on the job training opportunities. We will support entrepreneurship, self-

employment and innovation with business development services, improved access to innovative financing, and capacity building of relevant public and private institutions and services for youth employment.

Advancing self-reliance in Rwanda is closely tied to increasing the participation of two of the country's largest populations: women and youth. Activities under this IR will foster the participation of youth and women in Rwanda's economic transformation by promoting positive youth development and gender equality and women's empowerment. While the focus is on rural areas, USAID recognizes the importance of rural to urban migration to support sustainable growth and will identify and address constraints to such population movement.

GOR Policies: The GOR's National Employment Program (NEP) provides a supportive framework for this IR. The NEP is built on four pillars: skills development, entrepreneurship and business development, labor market interventions and coordination, and monitoring and evaluation of national employment interventions. The National Youth Policy, National Gender Policy, Disability Law, and National Technical and Vocational Training Policy also guide planning and investment around this IR.

Local actors: The NEP, MIGEPROF, Ministry of Youth and Culture, and Workforce Development Authority, are important local actors relevant to this IR. We will also work with technical and vocational schools, the Business Development Fund (BDF), the Rwandan Agricultural Board, Private Sector Federation, Rwanda Chamber of Women Entrepreneurs, Disability Partner Organizations, and local government actors.

Partnerships: USAID/Rwanda will partner with several GOR ministries and offices including MIGEPROF, MINICOM, MINAGRI, RDB, MINECOFIN, REB, MINECOFIN, MINALOC, the Ministry of Youth and Culture, and the Ministry of ICT and Innovation. Strong engagement with the private sector will be needed to support improved market linkages and skills training. USAID/Rwanda will also further partnerships with organizations such as Gesellschaft für Internationale Zusammenarbeit (GIZ), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), and UN Women. This IR is directly linked with IRs 2.1 and 2.2, and with IR 4.1.

Evidence: World Bank and GOR, "Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition", 2019; World Bank, "Systematic Country Diagnostic, 2019"; African Development Bank, "Analysis of Gender and Youth Employment in Rwanda, 2014"; USAID/Rwanda, "Private Sector Engagement Assessment, 2019", "Huguka Dukore Akazi Kanoze midterm performance evaluation", "Gender and Social Inclusion Assessment, 2019", "Youth Assessment, 2019".



Engage

DO4: ENGAGE – Increased Government Responsiveness to Citizen Priorities

Development hypothesis: *IF* citizens are more empowered to actively exercise their rights and fulfill their responsibilities by making their voices heard and by holding institutions accountable, *and if* government institutions are capable of supporting the underlying mechanisms at national and local levels for them to do so, **THEN** the relationship between citizens and the state will be strengthened and the underlying conditions for Rwanda's journey to self-reliance will be improved.

Rationale: Rwanda has achieved considerable progress in various aspects of Governance: the World Bank's (WB) Worldwide Governance Indicators place the country as an anti-corruption role model; the WB's 2018 Country Policy and Institutional Assessment lists Rwanda as the highest performer in Sub-Saharan Africa with continuous gains in quality of public administration and transparency; and it ranks third in the region on the World Justice Project's Rule of Law index. While Rwanda has



achieved impressive gains in government effectiveness and access to justice, citizen participation in decision-making remains low. Accountability mechanisms are in place but are constrained by insufficient human and financial resources. Rwanda falls short in supporting and encouraging citizen participation, freedom of speech and press, and government accountability. The exercise of political rights and civil liberties is minimal, and the Ibrahim Index of African Governance notes that the lack of civil society space limits progress in citizen participation. DO4 will seek to increase the capacity of citizens and civil society to engage and advocate while simultaneously building the Government's responsiveness to citizen needs and rule of law through strengthened accountability measures and capacity building. DO4 will also take an integrated approach, wherein citizen participation and accountability dimensions are incorporated into sector-specific activities and other DOs.

Self-reliance: Rwanda's J2SR Roadmap shows a need for improvement in both commitment and capacity as measured by the liberal democracy metric and the citizen and media effectiveness metric. Rwanda's scores on these measures are below the average for low-and middle-income countries and this is reinforced by low performance on the Voice and Accountability measure of the Worldwide Governance Indicators. Findings demonstrate the importance of seizing the openings outlined in Rwanda's NST I for increasing accountability of public institutions and fostering citizens' participation and engagement. These entry points will allow USAID to build on existing investments in the justice sector and create momentum for greater checks and balances. Rwanda's weak showings on public participation in budget development and overall budget transparency highlight a need for greater engagement with civil society and efforts to increase accountability to citizens.

Alignment with GOR priorities: Citizen participation, accountability of public institutions, rule of law, and social unity are identified as key priorities under the NST I's Transformational Governance pillar and the GOR's Governance Scorecard 6th Edition. These priorities highlight openings to build citizen-responsive governance. Tools and platforms are in place to engage and empower citizens at the local level. However, citizens display reluctance—stemming from a lack of skill and knowledge—to publicly express disagreement or to constructively contribute to policy dialogue. USAID/Rwanda will a) consolidate efforts in rule of law and financial management, areas in which the GOR has explicitly requested support, and/or b) strengthen linkages with DOs 1 and 2 to increase accountability in service delivery at the local level, and leverage increased collaboration with the private sector.

Partnerships: USAID/Rwanda will build on relationships with the GOR, particularly MINIJUST, MINECOFIN and MINALOC. Additionally, USAID/Rwanda works closely with its development counterparts including DFID; the EU; the German, Swedish and Dutch embassies; the World Bank; and UNDP. DO4 will strengthen existing partnerships with Rwandan CSOs such as Never Again Rwanda and Transparency Rwanda. USAID/Rwanda also actively participates in and contributes to the Justice and Decentralization Sector Working Group.

Assumptions:

- GOR is a willing partner and continues to collaborate with USAID, particularly at the local level;
- GOR leadership will sustain their commitment to greater inclusion of citizens in decision-making;
- The GOR will continue to support access to justice, particularly for vulnerable people;
- There is increased political will for the legal system to support citizen demand for accountability, particularly on public services and officials.

Risks:

- Political pressure to deliver results at the local level may result in ‘de-prioritizing’ participatory and citizen empowerment efforts;
- Rwanda will continue to see a low level of citizen participation and limited levels of journalistic independence;
- GOR continues to be heavily centralized rather than devolving more responsibility to district and local levels as per the Local Government Strategic Plan;
- The lack of alternative dispute resolution mechanisms increases the backlog of court cases.

Evidence: World Bank and GOR, “Future Drivers of Growth in Rwanda: Innovation, Integration, Agglomeration, and Competition”, 2019, (Chapter 6: Capable and Accountable State Institutions); World Bank, “Systematic Country Diagnostic, 2019”; Jones and Murray, LSE, “Consolidating peace and legitimacy in Rwanda”, 2017; V-Dem Democracy Report/Dataset (Version 9); Rwanda Governance Board, “Governance Scorecard, 6th Edition”, 2019; USAID/Rwanda, “Democracy and Governance Rapid Assessment, 2018”.

Intermediate Result 4.1: Citizen participation in decision-making strengthened

Approach: Of the eight pillars identified in the Governance Scorecard, citizen participation and inclusiveness scored the lowest. Additionally, while the GOR has established participatory mechanisms and platforms, the citizenry and civil society have weak capacity to participate in decision-making. Building the capabilities of citizens, especially youth, to voice their concerns and participate with government institutions in assessing service delivery effectiveness, while building government capacity to respond to citizens’ concerns, is critical for the people to own their development agenda. USAID/Rwanda has accumulated expertise and a comparative advantage supporting civil society and media in Rwanda. USAID/Rwanda’s approach under this CDCS will build the capacity of local partners as direct recipients of USAID funding. USAID/Rwanda will raise citizen awareness of their rights and responsibilities, targeting those who are often sidelined from civic engagement, especially targeting women and youth, and build the capacity of district and local leaders to be more responsive to feedback from their constituents, and to strengthen social cohesion within communities.

GOR policies: The National Decentralization Policy, revised in 2013, postulates that citizens will be directly involved in initiating, making, implementing, monitoring, and evaluating decisions and programs that affect them. The GOR has various mechanisms and platforms such as community assemblies, community work, meetings organized by local leaders, and parents' evenings to promote direct citizen participation in local governance. These and other efforts signify a high degree of commitment.

Local actors: IR 4.1 will work closely with CSOs, including Never Again Rwanda and Transparency Rwanda; Rwanda Broadcasting Agency (RBA) and TV One (Rwanda); Association of Rwandan Journalists; Rwanda Association of Local Government Authorities (RALGA) and Rwanda Governance Board; MINALOC and Local Administrative Entities Development Agency; other donors; and regional and international NGOs working on strengthening civic participation, such as Search for Common Ground.

Partnerships: Fostering close partnerships with local leaders at the district, sector, cell, and village levels will be an important approach for this IR, as well as identifying and working with agencies at the district level such as the Joint Action Development Forum, as recipients of capacity building and as channels to better inform citizenry. This IR has links with IRs 1.2, 2.2, 3.1, and 3.3.

Evidence: World Bank, "Systematic Country Diagnostic, 2019"; Never Again Rwanda, "Local government Imihigo Process: Understanding the factors contributing to low citizen participation", 2018; Rwanda Association of Local Government Authorities (RALGA), "Dynamics of direct citizen participation in Rwandan local government"; and USAID/Rwanda, "Democracy and Governance Rapid Assessment, 2018".

Intermediate Result 4.2: Rule of law strengthened

Approach: Strengthening citizen engagement in development policy and planning necessitates a parallel strengthening of justice sector institutions to tie citizen voice to accountability more so than to officials and service providers. Citizens must be able to voice their concerns, present their opinions and priorities in decision-making processes, and demand accountability, without discrimination or reprisal. Advances in the rule of law will allow the judiciary, and an empowered civil society, to balance the power of the government. MINIJUST is a valuable USAID partner. Current activities have been well received and successful. We will build on the existing engagement, particularly on citizen's access to justice and formal and informal mechanisms in the districts, capacity-building at all levels of the system, and improving access for vulnerable groups such as GBV victims, or women in informal unions with limited land rights.

GOR Policies: The GOR's Justice Strategic Plan (2013-2018) envisions an independent judicial system delivering timely and quality justice with equality and integrity, contributing to strengthened rule of law. NST 1's Transformational Governance pillar includes several priorities that align with this IR including strengthening justice, law and order, addressing backlog cases, legal aid provision and enhancing alternative dispute resolution mechanisms. The GOR demonstrates significant commitment to improve both institutions and access to justice at the local level. The judiciary itself is perceived as largely independent and fair. Challenges also remain to train and support local mediators (abunzi); limited access to quality legal representation and limited public awareness and understanding of legal processes, rights, and dispute resolution mechanisms.

Local actors: These include Rwandan CSOs such as the Legal Aid Forum (LAF); MINIJUST and other Justice Sector GOR entities; Rwanda Bar Association; local leadership including abunzi; Justice, Reconciliation, Law and Order Sector (JRLOS) Working Group; the Embassy of the Netherlands (co-chair with MINIJUST of JRLOS).

Partnerships: IR 4.2 works in close partnership with MINIJUST. USAID/Rwanda will also pursue partnerships with local CSOs in the Justice sector (particularly those addressing vulnerable/ marginalized communities); stronger partnership with abunzi—and with local communities on the demand side. This IR is strongly linked with IR 4.1 and less directly with IRs 1.1 and 2.2.

Evidence: MINIJUST, “Justice, Reconciliation, Law and Order Sector Strategic Plan, 2018/2019-2023/2024”, 2018; Justice, Reconciliation, Law and Order Sector Needs Assessment; USAID/Rwanda, “Democracy and Governance Rapid Assessment, 2018”, and “Gender and Social Inclusion Assessment, 2019”.

Intermediate Result 4.3: Public revenue management improved

Approach: Rwanda still relies heavily on external grants and loans and recognizes the need to transparently mobilize and manage resources at the local and national level in line with its decentralization process. Districts raise only 12 percent of their budgets from their own revenue and remain dependent on earmarked transfers from the central government. The GOR acknowledges in the Governance Scorecard that more effort should be made to improve districts’ own revenue mobilization, as well as increasing the national budget allocated to local government. Lack of resources inhibits local authorities’ capacity to respond to citizen demands. Rwanda scores high on commitment but low on capacity mainly due to inadequate financial resources to implement well formulated strategies. USAID/Rwanda will provide targeted technical assistance in related GOR agencies and support capacity building of staff in revenue collection and management roles. USAID will work to enable effective public policymaking and the effective allocation of public resources, both of which are critical conditions for a financially self-reliant Rwanda. To ensure that public policy and resource allocation reflect the needs of Rwandan citizens and businesses, USAID/Rwanda will support improved conditions for successful and sustained public-private dialogue on policy issues. USAID will work to support citizens to participate in policy making as it relates to budgetary processes and tax policy. USAID will also support the government to improve the transparency and accountability of service delivery in selected sectors.

GOR policies: GOR has incorporated domestic resource mobilization in the NSTI and the Public Financial Management Strategy. The GOR’s decentralization strategy contains specific fiscal and financial decentralization and tax laws. The Rwanda Revenue Authority (RRA) supports a strong institutional framework and is mandated with supporting tax collection of districts and other decentralized entities with oversight from MINECOFIN. This indicates high commitment although implementation is a challenge—particularly due to the weak financial and technical capacity of local government. Additionally, the Rwanda Governance Board notes that enhanced citizen sensitization will be necessary for them to engage effectively in district budgeting and planning.

Local actors: Key to the success of this IR is coordination with MINECOFIN, the Office of the Auditor General (OAG), District administration/councils, the Local Administration Entities Development Agency, the Institute of Certified Public Accountants of Rwanda, MINALOC, and other donors and development partners.

Partnerships: IR 4.3 will establish strong new partnerships with District Councils, Joint Action Development Forums and other local entities on citizen awareness campaigns addressing civic responsibilities regarding tax reporting and submissions, and parallel civic education with research agencies and academic institutions on the utilization of tax revenues. Financial management capacity building is itself a relatively underdeveloped area of intervention. Partnering with bodies such as the Institute of Certified Public Accountants Rwanda to train public accountants and auditors will further strengthen the districts’ systems as well as their responsiveness to transparency and accountability incentives. Linkages with IRs 1.1, 1.2, 2.2, and 3.1 will bolster these partnerships.

Evidence: GOR, “Public Financial Management Sector Strategic Plan, 2018-2024”, 2018; IMF and World Bank, “Joint World Bank - IMF Debt Sustainability Analysis: Rwanda, 2019”; Public Expenditure and Financial Accountability (PEFA) program, data from Rwanda Assessment webpage; World Bank, Rwanda Public Finance Management Reform Project webpage; USAID/E3 Bureau, Mark Gallagher, “Domestic Resource Mobilization Case Study: Rwanda” 2018; USAID/Rwanda, “Financing Self-reliance desk analysis: Rwanda, 2019”.

V. Monitoring, Evaluation and Learning

USAID/Rwanda’s approach to monitoring, evaluation and learning (MEL) for the CDCS 2020-2025 is grounded in the program cycle principles of evidence-based decision-making and adaptive management. Throughout strategy implementation USAID/Rwanda will build on and strengthen its robust performance monitoring system; integrate appropriate digital tools for data collection and analysis; conduct timely and high-quality performance and impact evaluations; and analyze data from multiple sources to support the learning agenda to better drive the impact of the USAID interventions in the years ahead. USAID/Rwanda will also ensure that gender, youth, and people with disabilities are integrated into its monitoring and evaluation systems including Performance Management Plan (PMP), monitoring and evaluation plans, and evaluation designs.

Performance monitoring will focus largely at the activity level and inform day-to-day programming and implementation decisions. In addition, USAID/Rwanda will track progress against performance indicators at the IR level and context indicators at the DO level. Secondary self-reliance metrics and other high-level indicators will be used by the USAID/Rwanda to track Rwanda’s progress in capacity and commitment to achieve self-reliance.

USAID/Rwanda’s MEL team will work closely with implementing partners in the development of activity-level MEL plans, which will feed directly into the PMP that will be developed. USAID/Rwanda will also assist each implementing partner to create a comprehensive monitoring and evaluation (M&E) framework for each activity, and to conduct data quality assessments (DQAs). The CDCS PMP, project MEL plans, and individual activity



MEL plans will integrate benchmarks, indicators and targets from GOR monitoring and assessment frameworks, including the NST I. USAID/Rwanda will use indicators that measure inclusion and gender dynamics to track progress and advance USAID/Rwanda's understanding of these issues. All indicators will be sex disaggregated and age disaggregated where appropriate. Routine monitoring will also make use of data from the successive waves of the Rwandan Household Survey and other population-based data collection exercises implemented by the GOR and development partners. A strong evidence base provided through this monitoring approach will be essential for USAID/Rwanda to successfully implement its new district focused approach and to document progress on the journey to self-reliance.

Apart from the PMP and MEL plans, other tools will ensure comprehensive routine monitoring of outputs, outcomes and relevant assumptions underpin each intervention including regular site visits documented in reports; joint work planning or work plan reviews with partners; implementing partner meetings; coordination meetings with other donors and partners; participation of USAID/Rwanda staff in data quality assessments; joint sector reviews with development partners and other stakeholders.

Well-constructed **baseline data** collection will be critically important for assessing overall impact of USAID investments as well as progress towards self-reliance. Implementing partners for planned new projects and activities will be required to conduct comprehensive baseline data collection, which will be critically reviewed so that the analysis provides a clear picture of conditions prior to the initiation of interventions and that a framework is set in place for the documentation of attributable outcomes. It is particularly important to be able to provide information on the population-level impact of investments—particularly at district level, and to improve our ability to do so will be a focus of the design of baseline work.

Evaluations will be conducted in accordance with the requirements of the USAID Evaluation Policy. Evaluations and assessments will test the DO development hypotheses and examine the performance and impact of projects and activities. USAID/Rwanda's MEL team will seek to engage relevant stakeholders from both public and non-governmental sectors to be part of the team for any evaluation that is conducted, both to increase their confidence in the results and to increase Rwandan capacity to undertake such work. USAID/Rwanda will conduct at least one evaluation per project and one whole-of-project evaluation over the life of the CDCS.

USAID/Rwanda will use a comprehensive set of **collaborating, learning and adapting (CLA)** tools to support continued development and refinement of the CDCS and Project Appraisal Document (PAD) level learning agendas. We will provide on-demand analytic support, deliver technical assistance in the proposed district Hubs to build capacity of local stakeholders and track key outcomes at local level, and expand the use of digital tools and applications to improve data collection, synthesis, visualization, interpretation and reporting. Preliminary learning agenda questions include:

- DOI and DO2: Are we investing in the correct interventions at the right levels and targeting the right beneficiaries to improve Rwanda's human capital?
- DO3: What are the policy gaps and constraints that must be addressed to accelerate private-sector growth?
- DO4: What are the best entry points to improve budget transparency at local level?

USAID/Rwanda will collect monitoring data, conduct evaluations, collaborate with stakeholders, and perform other information gathering exercises to answer these learning questions. USAID/Rwanda commits to examining these learning questions annually during strategic portfolio reviews and during other key moments of strategy review and implementation.

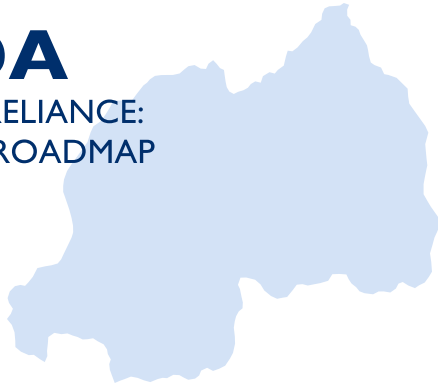
VI. Annexes

Annex A: USAID/Rwanda FY 2020 Country Roadmap

Annex B: USAID/Rwanda Expanded Results Framework

RWANDA

JOURNEY TO SELF-RELIANCE: FY 2020 COUNTRY ROADMAP



LEGEND



Rwanda's Score
0-1, least to most
advanced globally



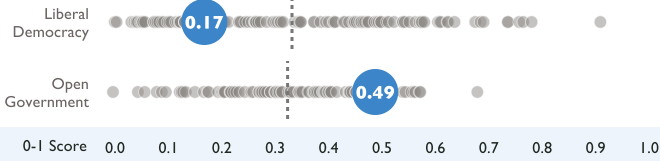
Other Low- and
Middle- Income
Countries' Scores



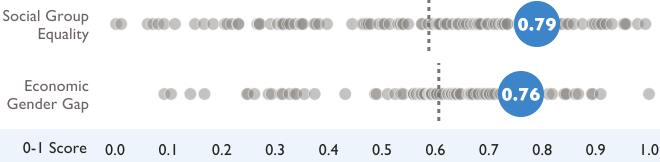
Average Score for
Low- and Middle-
Income Countries

COMMITMENT

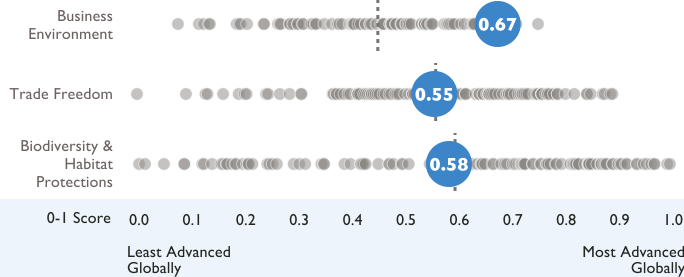
OPEN AND ACCOUNTABLE GOVERNANCE



INCLUSIVE DEVELOPMENT



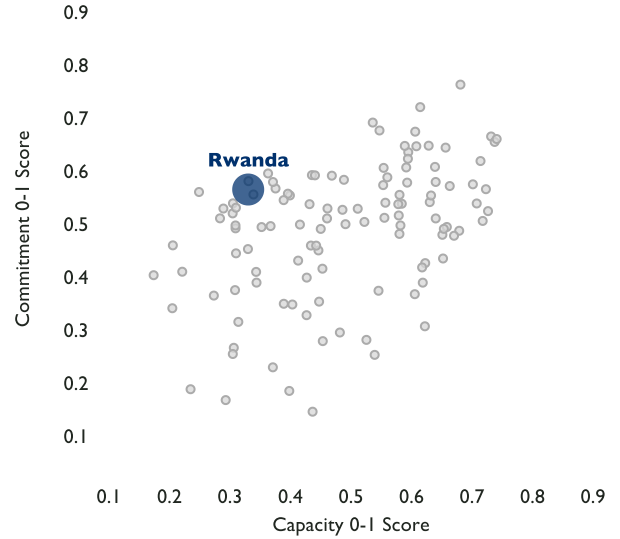
ECONOMIC POLICY



RISK OF EXTERNAL DEBT DISTRESS

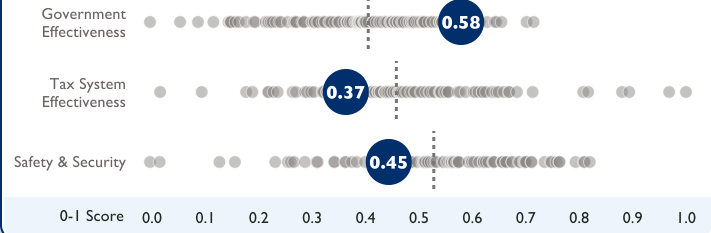
| | | | |
|-----|----------|------|------------------|
| Low | Moderate | High | In Debt Distress |
|-----|----------|------|------------------|

LOW- AND MIDDLE-INCOME COUNTRY SNAPSHOT

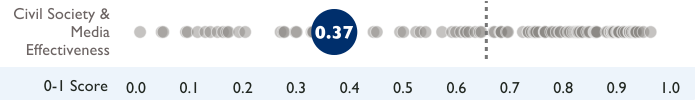


CAPACITY

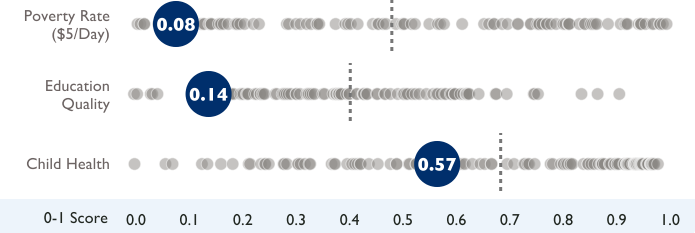
GOVERNMENT CAPACITY



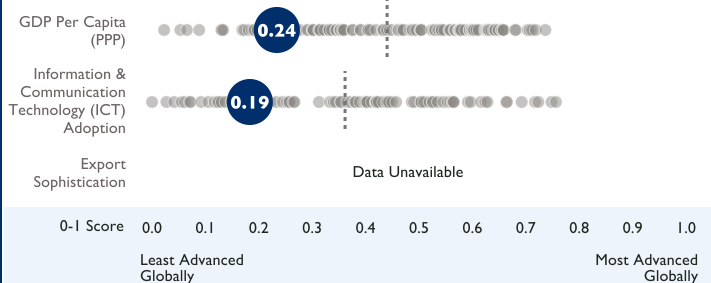
CIVIL SOCIETY CAPACITY



CITIZEN CAPACITY



CAPACITY OF THE ECONOMY



SELF-RELIANCE ROADMAPS

INDICATOR DEFINITIONS AND SOURCES

COMMITMENT

OPEN AND ACCOUNTABLE GOVERNANCE

Liberal Democracy: Measures freedom of expression, freedom of association, suffrage, elections, rule of law, judicial constraints on the executive branch, and legislative constraints on the executive branch. Source: *Varieties of Democracy (V-Dem)*.

Open Government: Measures the degree to which a government shares information, empowers people with tools to hold the government accountable, and fosters citizen participation in public policy deliberations. Sub-factors include: publicized laws and government data, right to information, civic participation, and complaint mechanisms. Source: *World Justice Project, Rule of Law Index*.

INCLUSIVE DEVELOPMENT

Social Group Equality: Measures political equality with respect to civil liberties protections across social groups as defined by ethnicity, religion, caste, race, language, and region. Source: *Varieties of Democracy (V-Dem), Social Group Equality in Respect for Civil Liberties*.

Economic Gender Gap: Index comprising five components: (1) wage equality between women and men for similar work; (2) the ratio of female estimated earned income to male income; (3) the ratio of female labor force participation to male participation; (4) the ratio of female legislators, senior officials, and managers to male counterparts; and (5) the ratio of female professional and technical workers to male counterparts. Source: *World Economic Forum, Global Gender Gap Report, Economic Participation and Opportunity Sub-Index*.

ECONOMIC POLICY

Business Environment: Assesses a country's entrepreneurial climate by measuring business' access to infrastructure (such as the internet and transport, and to credit), business flexibility (the costs of starting business and of hiring and firing), clear and fair regulations (e.g., intellectual property rights), and perceptions of meritocracy and opportunity. Source: *Legatum Institute, Prosperity Index*.

Trade Freedom: Measures a country's openness to international trade based on average tariff rates and non-tariff barriers to trade. Source: *Heritage Foundation, Index of Economic Freedom*.

Biodiversity & Habitat Protections: Measures extent of marine protected areas, terrestrial biome protection (weighted for both national and global scarcity), representativeness of protected areas, and whether protected areas cover the ranges and habitats of critical species. Source: *Yale University/Columbia University Center for International Earth Science Information Network (CIESIN)*.

RISK OF EXTERNAL DEBT DISTRESS

Rates a country's risk of public sector debt distress on a four-tier scale: "low risk", "moderate risk", "high risk", and "in debt distress". Ratings are based on countries' debt and market structures, fiscal and macroeconomic outlook, and institutional capacity to manage debt burden. Ratings help guide the borrowing decisions of lower-income countries to meet development needs while reducing the chances of excessive debt build-up. Ratings are shown for 54 lower-income countries for which the IMF prepares risk ratings and are not scored components of Commitment or Capacity. Source: *International Monetary Fund, Debt Sustainability Analysis for Low-Income Countries*.

All source data are for the latest year available, typically 2018 or 2017, and are derived from third-party institutions. All indicators are weighted equally in the calculation of the overall Commitment and Capacity scores. Names and boundary representation in the map are not necessarily authoritative.

For more information on definitions and sources, please visit selfreliance.usaid.gov.

CAPACITY

GOVERNMENT CAPACITY

Government Effectiveness: Measures the quality of public services, the quality of the civil service and its independence from political pressure, the quality of policy formulation and implementation, and the credibility of the government's commitment to its stated policies. Source: *World Bank, Worldwide Governance Indicators*.

Tax System Effectiveness: Ratio between a country's actual tax collection and the estimated level of tax revenue that a country could achieve given its macroeconomic, demographic, and institutional features. Source: *USAID, Collecting Taxes Database, Tax Effort Indicator*.

Safety & Security: A combination of objective measures of security, and subjective measures of personal safety, personal freedom, and social tolerance. Source: *Legatum Institute, Prosperity Index*.

CIVIL SOCIETY CAPACITY

Civil Society & Media Effectiveness: Measures the range of actions and mechanisms that citizens, civil society organizations, and an independent media can use to hold a government accountable. The mechanisms include using informal tools such as social mobilization and investigative journalism. Source: *Varieties of Democracy (V-Dem), Diagonal Accountability Index*.

CITIZEN CAPACITY

Poverty Rate (\$5/Day): Measures the percent of the population living under \$5/day in purchasing power parity (PPP) terms. Source: *World Bank, PovCalNet*.

Education Quality: Gauges both the quality of education—using harmonized scores across major international student achievement testing—and the quantity of schooling received—using age-specific enrollment rates—to evaluate the relative performance of educational systems worldwide. Source: *World Bank, Human Capital Index, Learning-Adjusted Years of Schooling Indicator*.

Child Health: A composite measure that aggregates child mortality, access to at least basic water sources, and access to at least basic sanitation facilities. Source: *Columbia University Center for International Earth Science Information Network (CIESIN)*.

CAPACITY OF THE ECONOMY

GDP Per Capita (PPP): Measures the flow of resources available to households, firms, and government to finance development as the country's total Gross Domestic Product (PPP) divided by the country's population. Source: *World Bank, World Development Indicators*.

Information & Communication Technology (ICT) Adoption: Index comprising: (1) mobile-cellular telephone subscriptions; (2) mobile-broadband subscriptions; (3) fixed-broadband internet subscriptions; (4) fiber internet subscriptions; and (5) internet users. Source: *World Economic Forum (WEF), Global Competitiveness Index*.

Export Sophistication: Measures the diversity and ubiquity of a country's exported goods, key markers that can help gauge economic sophistication and resilience. Source: *Center for International Development at Harvard University, Economic Complexity Index*.

Goal: Rwanda has the strengthened Human Capital, robust Private Sector and accountable Institutions required to advance Self-reliance

Thrive DO 1: Improved Health Outcomes

IR 1.1: Health system strengthened for increased sustainability

- 1.1.1. Strengthened financing and governance of the health system
- 1.1.2. Improved use of data for evidence-based decision making
- 1.1.3. Improved efficiency of the supply chain
- 1.1.4. Strengthened ability to prevent, detect and respond to Global Health Security threats

IR 1.2: Improved utilization of health, nutrition and WASH services

- 1.2.1. Improved quality and sustainable management of community-based services
- 1.2.2. Improved quality of facility-based services
- 1.2.3. Increased demand for services
- 1.2.4. Increased adoption of healthy behaviors

IR 1.3: Strengthened capacity to address the health needs of high-risk individuals

- 1.3.1. Increased effectiveness of ECD programs
- 1.3.2. Increased access to comprehensive services for GBV victims
- 1.3.3. Adolescent pregnancy reduced and teen mothers supported

Learn DO 2: Improved Learning Outcomes

IR 2.1: Improved inclusive and quality early grade literacy classroom instruction

- 2.1.1. Teacher capacity to deliver effective early grade literacy instruction strengthened
- 2.1.2. Quality, accessible early grade literacy materials available and used

IR 2.2: Strengthened education systems management

- 2.2.1. Teacher management system strengthened
- 2.2.2. School resources management strengthened
- 2.2.3. Institutional capacity to deliver systemic, evidence-based literacy instruction strengthened
- 2.2.4. Citizen-responsive governance of education at the sub-national level strengthened

IR 2.3: Strengthened community support for learning

- 2.3.1. Strengthened capacity of families to support children’s learning
- 2.3.2. Increased access to quality reading materials for children in the community
- 2.3.3. Community structures to support learning strengthened
- 2.3.4. Improved access to education for children with disabilities

Prosper DO 3: Increased Inclusive and Sustainable Private Sector-Driven Growth

IR 3.1: Enabling environment for private sector strengthened

- 3.1.1. Enterprise-driven policies adopted and implemented
- 3.1.2. Financial markets strengthened
- 3.1.3. Capacity for evidence-based dialogue; on market reforms enhanced

IR 3.2: Agriculture modernized as a driver of growth

- 3.2.1. Diversification into high-value and nutritious product facilitated
- 3.2.2. Adoption of productivity-enhancing and climate smart technologies and services
- 3.2.3. Expanded access and responsiveness to markets

IR 3.3: Youth and women’s employment and entrepreneurship increased

- 3.3.1. Access to finance increased
- 3.3.2. Improved market linkages between the private sector and women and Youth
- 3.3.3. demand driven skills-building for Youth and women improved
- 3.3.4. Digital literacy increased

Engage DO 4: Increased Government Responsiveness to Citizen Priorities

IR 4.1: Citizen participation in decision making strengthened

- 4.1.1. Citizen awareness of their rights and policy issues increased
- 4.1.2. Civic engagement of women, youth and vulnerable groups in decision-making processes increased
- 4.1.3. Civil society and media capacity to inform and advocate strengthened
- 4.1.4. Capacity of sub-national/local leaders to solicit and respond to citizen inputs strengthened
- 4.1.5. Community social cohesion improved

IR 4.2: Rule of law strengthened

- 4.2.1. Access to justice for citizens improved
- 4.2.2. Rule of law institutions and processes strengthened
- 4.2.3. Increased legal protection for targeted vulnerable groups
- 4.2.4. Dispute resolution efforts in communities improved

IR 4.3: Public revenue management improved

- 4.3.1. Public financial system at national and sub-national levels strengthened
- 4.3.2. Budget transparency increased
- 4.3.3. Accountability of selected public services improved

CROSS-CUTTING EFFORTS :

Nutrition

Financing Self-Reliance

Governance