

# Ministry of Local Government



## Implementation Plan for the National Social Protection Strategy (2011-2016)

September 2011

## Executive Summary

The National Social Protection Strategy (NSPS) was approved by Cabinet in January 2011. It is an ambitious strategy and commits the government to reaching a set of targets that will make a significant impact on poverty, inequality and economic growth.

The Social Protection Implementation Plan (SPIP) sets out the means by which the government will achieve the goals and objectives of the NSPS over the next five years. Detailed outputs and activities are outlined in a matrix which can be found in Annex 1 of the Plan. The matrix includes:

- The key outcomes for the Social Protection Sector;
- The outputs set out in the NSPS that will enable the outcomes to be achieved;
- The main activities for achieving each output, which have been agreed with the responsible lead stakeholders (since this is an Implementation Plan of a national strategy, the activities have been kept at a strategic level to enable monitoring of the outputs);
- The timelines for each activity, indicating the date by which the activity should be finalised (unless otherwise specified).
- The success indicators for each output;
- The stakeholder with the lead responsibility for taking forward the output/activity as well as partner stakeholders;
- The budget necessary for achieving the activity successfully.

The SPIP is divided into seven outcomes that encapsulate the key priorities of the NSPS. These are:

### ***Outcome 1: Leadership, co-ordination and capacity on social protection strengthened across government***

The SPIP sets out how leadership, co-ordination and capacity on social protection will be strengthened, by formalising new structures within the Social Protection Working Group, establishing a Social Protection Team within MINALOC and undertaking an extensive programme of capacity building.

### ***Outcome 2: Social protection policies developed that are evidence-based and appropriate for Rwanda***

The Government will continue to develop its social protection policies, undertaking a series of policy studies on key issues, including feasibility studies on a series of potential new programmes: an old age grant, a disability grant, a child grant and an employment guarantee programme. A new social protection policy will be developed. And, the government is committed to undertaking a comprehensive evaluation of its social protection programmes, as a means of generating evidence.

***Outcome 3: Increased coverage of gender-sensitive social protection programmes that support the provision of a minimum income for families***

The VUP Direct Support and Work programmes will be extended significantly over the next five years. Furthermore, programmes for the formal sector will be expanded, including a minimum wage and maternity insurance. Informal sector workers will be encouraged to contribute to the Social Security Fund of Rwanda. The government will take measures to ensure that all social protection programmes support the goals of gender equality and women's empowerment.

***Outcome 4: Strengthened systems established for the delivery and monitoring of social protection programmes***

Rwanda's social protection programmes have developed over a number of years, and some are relatively new. The government is still learning lessons on how best to deliver them. As a result, a number of areas where delivery systems can be strengthened to increase efficiencies and improve impacts have been identified. These will include establishing a nationwide management information system, putting in place a system of electronic cash payments, improving targeting and establishing a comprehensive appeals and grievance system and creating linkages with early warning systems (EWS) for social risk and disaster management and climate change adaptation .

***Outcome 5: Financial resources generated and sector-wide financial system developed to support delivery of social protection programmes***

A significant challenge facing the NSPS is generating the financial resources required. The activities covered under this Implementation Plan will require an estimated annual budget of US\$ 100 million (RwF 60 billion) by 2015/16<sup>1</sup> (see Table 1). A financing strategy will be developed to propose means for generating increased funding from within government and from development partners. In addition, a National Social Protection Funding Mechanism (NSPFM) will be developed to enable development partners to provide sector budget support.

***Outcome 6: Social development and complementary programmes to social protection implemented that support family and community efforts to move out of poverty***

The SPIP sets out the mechanisms for building a range of social development and complementary programmes that will implemented together with the core social protection programmes. These will include an expansion of VUP financial services, a Challenge Fund to enable increased investment by families in small businesses, significant financial literacy training within VUP

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<sup>1</sup> Refer to Outcome 6 in the Matrix to see which SP activities have been included in the cost forecasts and Annex 5 which shows the exchange rates used in producing the costings

and the continuation of the Ubudehe Community Projects programme, which will ensure financing for one project in every community in the country.

***Outcome 7: Increased awareness across Rwanda and internationally of the benefits of national social protection programmes and lessons learnt***

A communications strategy will be developed to disseminate lesson learning from social protection programmes as well as building support for the NSPS. Subsequently, each District will develop its own communications strategy.

The Plan also sets out the key risks to the successful implementation of the NSPS.

## **Acknowledgements**

MINALOC would like to acknowledge the support it has received from across government, development partners and non-state actors in the development of this Implementation Plan. The plan was developed over a period of three months, between February and May 2011. Consultations took place with MINECOFIN, MINEDUC, MINISANTE, MINICYOUTH, MINAGRI, the Office of the Prime Minister, the Office of the President, the SSFR and key development partners, including DFID, World Bank, European Union, International Labour Organisation, UNICEF and SIDA. The Decade of Disability provided us with key information on commitments related to people with disabilities. We would like to thank those who took part in a Social Protection Working Group meeting in February 2011 to discuss an initial draft of the Implementation Plan as well as those who participated in a technical meeting to discuss a later draft in April 2011. We are particularly grateful to DFID for financing the consultants who took the lead in developing the Implementation Plan. And, we acknowledge the invaluable assistance of a number of programmes – such as VUP and FARG – in providing detailed costings of their programmes.

The Implementation Plan was ably led by a technical team within MINALOC that comprised the Director-General of Planning (Edige Rugamba), the Director-General of Community Development and Social Welfare (Francine Tumushime), Deputy Director of RLDSF in Charge of Social Protection (Justine Gatsinzi) and the CDSA department's M&E specialist, with responsibility for social protection (Crispus Ayebare).

## Acronyms

<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>CDSA</b>	Community Development and Social Affairs
<b>CDF</b>	Community Development Fund
<b>CNLS</b>	National Aids Control Commission
<b>DFID</b>	Department for International Development
<b>EDPRS</b>	Economic Development and Poverty Reduction Strategy
<b>EICV3</b>	Third Integrated Household Living Conditions Survey
<b>EU</b>	European Union
<b>FARG</b>	Genocide Survivors Support and Assistance Fund
<b>GBS</b>	General Budget Support
<b>GoR</b>	Government of Rwanda
<b>HIMO</b>	Haute Intensite de Main d'Oeuvre – Labour Intensive Public Works
<b>HIV</b>	Human Immunodeficiency Virus
<b>ID</b>	Identification
<b>IFMIS</b>	Integrated Financial Management Information System
<b>ILO</b>	International Labour Organisation
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MIDIMAR</b>	Ministry of Disaster Management and Refugees Affairs
<b>MIFOTRA</b>	Ministry of Public Service and Labour
<b>MIGEPROF</b>	Ministry of Gender and Family Promotion
<b>MINAGRI</b>	Ministry of Agriculture
<b>MINALOC</b>	Ministry of Local Government and Community Development
<b>MINECOFIN</b>	Ministry of Finance and Economic Development
<b>MINEDUC</b>	Ministry of Education
<b>MINIFRA</b>	Ministry of Infrastructure
<b>MINISANTE</b>	Ministry of Health
<b>MINIYOUTH</b>	Ministry of Youth
<b>MIS</b>	Management Information System
<b>MoU</b>	Memorandum of Understanding
<b>MTEF</b>	Medium Term Expenditure Framework
<b>NID</b>	National Identity Document
<b>NSPS</b>	National Social Protection Strategy
<b>PER</b>	Public Expenditure Review
<b>PW</b>	Public Works
<b>RDRC</b>	Rwanda Demobilisation and Reintegration Commission
<b>REMA</b>	Rwanda Environmental Management Authority
<b>RSSB</b>	Rwanda Social Security Board
<b>SIDA</b>	Swedish International Development Agency
<b>SP</b>	Social Protection
<b>SPFM</b>	Social Protection Financing Mechanism
<b>SPI</b>	Social Protection Index
<b>SPIP</b>	Social Protection Implementation Plan
<b>SPSFM</b>	Social Protection Sector Funding Mechanism
<b>SPWG</b>	Social Protection Working Group
<b>SSFR</b>	Social Security Fund of Rwanda

**SWAp**  
**ToR**  
**UNICEF**  
**VUP**  
**WB**

Sector Wide Approach in Social Protection  
Terms of Reference  
United Nations Children's Fund  
Vision 2020 Umurenge Programme  
World Bank

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## INTRODUCTION

The National Social Protection Strategy (NSPS) was approved by Cabinet in January 2011. It is aligned to the EDPRS and, once implemented, should support the EDPRS in achieving a set of targets that will make a significant impact on poverty, inequality and economic growth. The mission and specific objectives of the NSPS are set out in the box below.

### **Mission and Objective of the NSPS**

The **mission** of the social protection sector is to: “Ensure that all poor and vulnerable people are guaranteed a minimum income and access to core public services, those who can work are provided with the means of escaping poverty, and that increasing numbers of people are able to access risk sharing mechanisms that protect them from crisis and shocks.”

The **Global Objective** of the NSPS is to: “build a social protection system that tackles poverty and inequality, enables the poor to move out of poverty, helps reduce vulnerability and protect people from shocks, helps improve health and education among all Rwandans, and contributes to economic growth.”

The NSPS defines social protection across two main dimensions:

- As a Social Protection Sector, which essentially comprises the system of regular and predictable **cash transfers that will provide income support** to those living in poverty and vulnerable to falling into poverty; these are recognized as **core social protection** activities;
- As a **means of ensuring access to other public services** – such as health and education – by enabling poor households to overcome the financial barriers that they may face; these are understood as **broader social protection** activities.

In addition the Strategy sets out a number of **social development initiatives** and **complementary activities** to social protection, focused on providing additional support to vulnerable households and helping families graduate out of poverty.

While recognising that social protection cuts across a range of Ministries, the NSPS focuses on those social protection activities that are the responsibility of MINALOC as well as other core social protection activities carried out by other ministries and organisations involved in the sector such as MIFOTRA and the RSSB. These comprise the Social Protection Sector. However, the NSPS summarizes SP activities that should be set out in more detail in the strategies and plans of other Ministries. While not in the NSPS Implementation Plan, these activities will be discussed and reported on through the Joint Sector Review reports of those sectors as well as in the context of the Social Protection Working Group (SPWG). The coordination of reporting and monitoring of these activities will be done through the technical committee and the different sub-committee.

The Social Protection Implementation Plan (SPIP) follows the same logic as the NSPS. It focuses on core social protection activities as well as those social development initiatives and complementary activities that are set out in more detail in the NSPS. The SPIP complements the NSPS log-frame by grouping activities under the outcomes identified in the log-frame.<sup>2</sup> How these relate to the strategic priorities set out in the NSPS is described in Annex 1.

The operational details of the Implementation Plan are set out in a matrix that can be found in final Section of this document. This sets out:

- The key outcomes for the Social Protection Sector;
- The outputs set out in the NSPS that will enable the outcomes to be achieved;
- The main activities for achieving each output, which have been agreed with the responsible lead stakeholders (since this is an Implementation Plan of a national strategy, the activities have been kept at a strategic level to enable monitoring of the outputs);
- The timelines for each activity, indicating the date by which the activity should be finalised (unless otherwise specified).
- The success indicators for each output;
- The stakeholder with the lead responsibility for taking forward the output/activity as well as partner stakeholders;
- The budget necessary for achieving the activity successfully<sup>3</sup>.

Prior to the matrix, a narrative section of the Implementation Plan summarizes the commitments set out in the NSPS and explains how they relate together. They are organised under each outcome in the NSPS log-frame (which will be revised to align to the Implementation Plan). The outcomes are:

- Leadership, co-ordination and capacity on social protection strengthened across government;
- Social protection policies developed that are evidence-based and appropriate for Rwanda;
- Increased coverage of gender-sensitive social protection programmes that support the provision of a minimum income for families
- Strengthened systems established for the delivery and monitoring of social protection programmes
- Financial resources generated and sector-wide financial systems developed to support delivery of social protection programmes
- Social development and complementary programmes to social protection implemented that support family and community efforts to move out of poverty
- Increased awareness across Rwanda and internationally of the benefits of national social protection programmes and lessons learnt

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<sup>2</sup> The Implementation Plan does, in fact, propose changes to the log-frame, which will be modified once the Plan is approved.

<sup>3</sup> See Annex 5 for the exchange rates which have been used in preparation of the cost forecasts as defined in IP.

The SPIP should be recognised as a living document. The matrix is designed so that it can be up-dated on an annual basis by MINALOC and the Social Protection Working Group (SPWG). MINALOC, the SPWG – and relevant Ministries – should complement the SPIP by producing detailed annual action plans. The SPIP is complemented by a reporting matrix that will be reviewed every six months by the SPWG to enable it to monitor progress in the implementation of the NSPS.

## **OUTCOME 1: LEADERSHIP, CO-ORDINATION AND CAPACITY ON SOCIAL PROTECTION STRENGTHENED ACROSS GOVERNMENT**

In recent years, government has strengthened its commitment to social protection resulting in a significant increase in support for social protection, which has rapidly gained in importance as a sector. The approval of the NSPS is a further sign of Rwanda's commitment to the sector and recognises the need for social protection interventions to be managed within a single framework, to improve effectiveness and co-ordination. The strategy sets out a roadmap for the expansion of the social protection sector.

As the social protection sector expands, the structures to manage it need to grow to keep pace and ensure that the sector is well managed. The NSPS sets out a number of areas that need strengthening, including the Social Protection Working Group, capacity within MINALOC, and capacity within Districts.

### **Strengthening the Social Protection Working Group**

The Social Protection Working Group (SPWG) brings together government, development partners, para-statal organisations and non-state organisations to strengthen national co-ordination and leadership on social protection. In particular, it has a key responsibility in overseeing and facilitating the implementation of the NSPS. The SPWG is chaired by MINALOC – with a development partner as co-chair – and meets on a monthly basis. Twice a year it is responsible for Joint Sector Reviews.

The NSPS stipulates that the SPWG should be strengthened and its responsibilities should be set out in the implementation plan. Measures to be taken to fulfil these commitments are set out below.

### ***Revising the structure of the SPWG***

The SPWG will adopt a three-tiered structure comprising:

- A **leadership team** which will require representation from higher-level officials within member organisations;
- A **technical team** bringing together technical staff from member organisations.
- **Sub-committees** of technical staff, to bring a greater focus to specific areas of engagement or issues.

Each member of the SPWG will be required to participate in at least one of the teams depending on the specific responsibilities of the team and some institutions will be asked to nominate representatives to the leadership and technical team. For the sub-committees; and institutions wishing to participate in technical team and name at least two representatives, one to the Leadership Team and one to participate in the Technical Team and Sub-Committees. Within government, membership of the leadership team will be at a minimum of Director-General or Coordinators. It will be chaired by the Permanent Secretary of MINALOC and co-chaired by a development partner proposed by the Development Partners' Social Protection Group. Other non-government member organisations should name representatives that are similar in rank or function to those appointed by governmental bodies.

The technical team will be chaired by MINALOC's Director-General of Community Development and Social Welfare and co-chaired by the same development partner that co-chairs the leadership group.

Member organisations must name their representatives of the SPWG by September 2011 and keep MINALOC informed of any changes. Terms of reference for the Leadership Team and Technical Team will be approved by September 2011.

The leadership team will meet at least twice a year before the backward and forward looking Joint Sector Reviews for the preparation of the Joint Sector Reviews in March/April and September/October. If deemed necessary, MINALOC can call additional meetings. Technical team members should attend leadership team meetings as observers. The technical team should meet on a monthly basis, usually on the first Tuesday of every month, unless advised otherwise by MINALOC.

Sub-Committees will be formed to provide leadership and co-ordination on specific issues. They will comprise members of the Technical Group. The membership of Sub-Committees will be confirmed by the Leadership Group, alongside decisions on the Chair and Co-Chair of the Sub-Committees. Once established, Sub-Committees will put together a work-plan to be approved by the SPWG Technical team. Three Sub-Committees will be prioritised initially:

- Finance Sub-Committee
- Policy and Learning Sub-Committee
- Capacity building, M&E and strengthened SP systems sub committee

### ***Responsibilities of the SPWG***

The overall responsibilities of the SPWG are to oversee the implementation of the NSPS and provide co-ordination and leadership on social protection activities, in particular across government but also among development partners, non-state organisations and para-statal.

The specific responsibilities of the **leadership group** are to:

- Undertake the Joint Sector Reviews for social protection;
- Review progress on the NSPS implementation – including progress on implementing social protection across government – providing six-monthly reports to the Social Cluster;
- Agree modifications to the NSPS Implementation Plan;
- Approve and review annual action plans for the NSPS;
- Validate SP Policy and higher level documents on social protection;
- Validate MTEF budgets for social protection across government;
- Agree membership of SPWG Sub-Committees, and create new Sub-Committees as required.

The specific responsibilities of the **technical team** are to:

- Regularly report on and discuss experiences and lessons learnt on social protection across all sectors, and build synergies across government on social protection activities;
- Monitor progress in taking forward specific deliverables in the Implementation Plan;
- Discuss and validate reports linked to specific deliverables within the Implementation Plan and agree recommendations to be presented to the leadership group and relevant Ministers;
- Co-ordinate and support efforts to generate funding for social protection activities.
- Discuss and agree all reports to be presented to the Leadership Group.

The responsibilities of Sub-Committees will be set out in specific terms of reference, which will be agreed by the Leadership Group. However, in broad terms they will provide more detailed oversight of the areas of the Implementation Plan that are under their remit, reporting on a regular basis to the SP Technical Team.

For purposes of creating linkages with early warning systems for social risk and disaster management, and climate change adaptation, a technical team will be established to meet quarterly, assess the situation and provide relevant inputs to the SPWG.

### **Strengthening MINALOC capacity to lead on social protection**

The successful implementation of the NSPS will depend on the capacity of MINALOC to provide leadership on social protection across government and underpin the work of the SPWG. The NSPS can only be taken forward if the necessary capacity and skills within the Community Development and Social Welfare Directorate are established. Some other deliverables will be done by other semi-autonomous agencies such as RLDSF and FARG and report to MINALOC Director-General who has the specific full-time mandate to co-ordinate and oversee the delivery of the NSPS. Currently, existing staff in MINALOC already have significant and time-consuming responsibilities in other areas of work and other options will be explored in future.

MINALOC will strengthen its capacity on social protection, and in the meantime options of reinforcing the existing staff with 2 additional staff and Technical assistance will be assessed and followed upon within the Community Development and Social Affairs Directorate. The Technical assistance will support the Ministry and the SPWG and will fully participate in the delivery of each of the outputs in the Implementation Plan, as well as support the co-ordination of the delivery of social protection across government. It will report to the Director-General of Community Development and Social Welfare. The TA will support the Ministry in the medium term and is intended to be build capacity in the institution to respond to the needs and also ensure that the institution can operate in future without TA as much as possible. The technical assistance will comprise a minimum of the following positions.

- Senior Social Protection Adviser;
- Monitoring and Evaluation specialist

Their Government counterparts will also be the Social Protection Adviser and the M&E Expert

The roles and responsibilities of each member of the technical assistance team are set out in more detail in Annex 2. They will work closely with other staff in MINALOC on specific activities, in particular the Communications Specialist, Public Relations Officer and ICT Department. The needs for technical assistance will be reviewed from time to time and expertise added as necessary.

Given the need to create new posts, for the initial years the Senior Social Protection Adviser and M&E Specialist are likely to be positions covered by consultants providing technical assistance; and M&E Expert . Any positions undertaken by consultants should, where possible, be shadowed by government staff to build their capacity and enable them to take on the positions in the future.

Due to the urgency of taking forward priority tasks in the SPIP and given that the recruitment of new long-staff is unlikely to be recruited prior to July 2012, MINALOC – in discussion with development partners – will seek a short-term solution to its staffing needs so that priority activities can be taken forward. A plan to address short-term needs will be agreed by September 2011. In this context; a concept note will be developed in August 2011 showing priority activities where the short-term technical assistance will support.

The SP technical assistance in the Community Development and Social Affairs Directorate will have a number of key responsibilities, including:

- Advising Ministers and senior Ministry officials on social protection, employing evidence-based policy analysis;
- Managing the various policy studies set out in the implementation plan, including the development of the National Social Protection Policy;
- Supporting the SPWG, ensuring high quality reporting in the Joint Sector Reviews and the implementation of decisions taken by the SPWG;
- Undertaking monitoring and evaluation of the NSPS, including managing the evaluation of the social protection system;

- Leading on technical work to deliver improvements to the social protection system, such as a national management information system (MIS) and delivery of cash;
- Developing the Social Protection Sector Funding Mechanism and leading initiatives to generate funding for the social protection sector;
- Developing and implementing a communications strategy for SP, including managing the social protection pages on the MINALOC web-site;
- Providing technical support on SP to other government departments and Districts;
- Building capacity on social protection across government, at all levels;
- Co-ordinating with development partners and non-state actors;
- Supporting other Ministries in the development of social protection initiatives within their sectors and co-ordinating social protection information from other sectors to facilitate reporting through the SPWG.

### **Building capacity within Districts on social protection**

While central government provides national leadership and co-ordination on social protection, at local levels responsibility is devolved to Districts. Responsibilities of Districts to implement social protection have grown in recent years – especially with the expansion of VUP – and will continue to grow as social protection programmes expand.

The NSPS proposes a number of measures to strengthen capacity at District level. In this context, we will mainstream and build capacity for those responsible for championing the social protection sector and its interventions at the district level through the Joint Action Development Forum (JADF). The MINALOC staff working on social protection will be responsible for supporting Districts so that capacity and systems are put in place. Both institutional and human capacity will continually be strengthened to deliver on social protection outcomes overtime.

A wide range of social protection activities take place at District level, many implemented by development partners and non-state actors. Often these activities are uncoordinated and outside the direct influence of District governments. Therefore, systems will be established to ensure that District government is able to co-ordinate these activities, with implementers mandated to inform Districts about their activities and beneficiaries. The development of a nationwide Management Information System (MIS) for social protection will enable all social protection activities at District level to be identified, and it will be possible for local and central government to monitor the support received by households so that it reaches the right people and avoids double-dipping.

#### **Outcome 1: Summary of Outputs**

- Social Protection Working Group strengthened and providing leadership and co-ordination on social protection across government, development partners and non-state actors
- Effective social protection Team and Technical assistance established in MINALOC
- District leadership and co-ordination mechanisms established

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|--|
| <ul style="list-style-type: none"><li>• Capacity of staff to undertake policy and delivery of social protection strengthened across government</li></ul> |
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## **OUTCOME 2: SOCIAL PROTECTION POLICIES DEVELOPED THAT ARE EVIDENCE-BASED AND APPROPRIATE FOR RWANDAN CONTEXT**

As social protection expands in Rwanda, the country is rapidly gaining experience. Government is committed to developing the most appropriate social protection system for Rwanda, one that ensures that poor and vulnerable families receive support that can help them escape poverty.

To support efforts to strengthen and improve the national social protection system, significant resources will be dedicated to policy development, with the lead taken by the advisers working on social protection in MINALOC. Key areas of policy development will include:

- Support to the development of the next generation EDPRS, to ensure that social protection is represented in a way that will maximise poverty reduction and economic growth;
- A series of feasibility studies on alternative or complementary social protection programmes to VUP, including an old age grant, disability benefit, child grant and employment guarantee scheme; a key element of the feasibility studies will be the development of a micro-simulation model for simulating impacts and coverage of social protection, using data from EICV3.
- Other priority analytical studies will be undertaken to examine specific issues, with resources set aside for this purpose; these studies will be decided on an annual basis by the SPWG.

In building evidence and understanding on social protection – and to support continuing improvements in the quality of government programmes – a significant emphasis will be placed on monitoring and evaluation. The NSPS log-frame will be revised and a monitoring and evaluation plan will be developed. We will undertake a major evaluation of social protection, examining both operations and impact. Potential areas to be covered in the evaluation are set out in Annex 3. The development of a national management information system will support effective monitoring of government and non-state social protection programmes (see Outcome 4).

The last national Social Protection Policy was elaborated in 2005. Since then, significant progress has been made and, as the national social protection system expands and more is learnt, it becomes increasingly evident that the Social Protection Policy needs to be revised. Therefore, a new social protection policy will be agreed by 2014. This will give sufficient time to undertake key analytical work – in particular the feasibility studies – to inform national policy thinking. And, by 2014, it is hoped that the government will have gained further learning from on-going social protection programmes that can be incorporated into policy development.



To enable a better assessment of progress in building an effective social protection system, Public Expenditure Reviews (PERs) of social protection will be undertaken every two years, examining both broad and core social protection. This will build on previous social protection PERs which were led by MINECOFIN. MINALOC will now take the lead in future social protection PERs, working closely with MINECOFIN and other Ministries, with the first report due to be produced by Dec 2012. A Social Protection Index will also be developed that can be used to assess national progress in developing a social protection system (SPI). The Asian Development Bank has undertaken a similar initiative across many Asian countries and has been able to score the progress countries are making. MINALOC will engage with partner countries in East Africa to develop a methodology and a common index that will be applied consistently across the region.

**Outcome 2: Summary of Outputs**

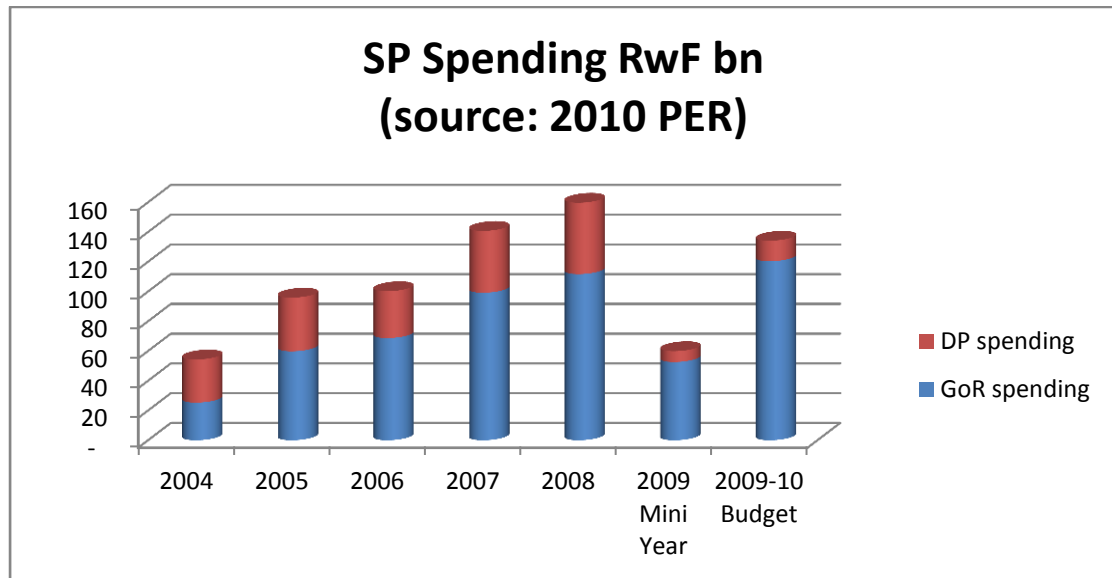
- Improved monitoring of NSPS
- Evaluation of progress against 2008-12 EDPRS undertaken and results presented to Social Cluster
- Social protection adequately addressed in EDPRS (2013-2017)
- Feasibility studies undertaken to assess potential for transforming current cash transfer programmes into the transfers element of a national social protection floor
- Social protection public expenditure reviews produced, every two years
- Policy work undertaken on social protection that feeds into policy development
- Comprehensive evaluation undertaken of social protection programmes in Rwanda, examining both operations and impacts
- Social protection index (SPI) developed to measure progress in strengthening social protection
- National Social Protection Policy developed

**OUTCOME 3: INCREASED COVERAGE OF GENDER-SENSITIVE SOCIAL PROTECTION PROGRAMMES THAT SUPPORT THE PROVISION OF A MINIMUM INCOME FOR FAMILIES**

In recent years Rwanda has gradually increased its expenditure on core SP programmes, as indicated by Figure 1. Central to this progress has been the Vision Umurenge Programme (VUP) which has provided poor families with access to two types of core SP benefit: an unconditional cash transfer – Direct Support – for poor families without labour capacity; and a public works programme that offers poor families access to work at a decent wage. The aim of the programme is that families will invest their income in productive activities to support their graduation from social protection support. A number of other programmes provide regular cash transfers to poor and vulnerable individuals and families: for example, the FARG programme offers Direct Support to vulnerable

genocide survivors; the RDRC provides disabled ex-combatants with a disability benefit; and the Social Security Fund of Rwanda (SSFR) enables people to save for retirement and receive a benefit in case of disability or old age.

Figure 1: Increase in Social Protection Sector Spending (2005-2010)<sup>4</sup>



(Note: 2009 “Mini Budget Year” is 6 months only)

Core social protection programmes will continue to be extended and will focus on the following areas:

- The VUP Direct Support programme will be extended to all sectors in the country over a period of five years, eventually reaching an estimated 105,000 households (around 5% of all households)
- The VUP Public Works programme will expand to 240 sectors over five years, reaching 130,000 households by year five.
- The SSFR will continue to sensitise informal sector workers to become members of the fund and will also explore incentives that could encourage further informal sector participation.
- A maternity insurance benefit will be introduced to the SSFR.
- A formal minimum wage will be established for all workers.

<sup>4</sup> Source: 2010 Social Protection Public Expenditure Review using the “SP Strategy” definition of Social Protection

However, core programs will be complemented by Financial and Ubudehe programs so that they provide a means by which communities be supported to graduate or as a coping mechanism in order not to fall into extremem poverty.

All these initiatives are already underway. However, the NSPS targets are ambitious. Therefore, VUP will be required to develop financing and implementation plans by August 2011 for both Direct Support and Public Works programmes to ensure that the government's objectives become reality. The government will work in close partnership with development partners in extending the VUP.

Rwanda also has a strong commitment to gender equity and the empowerment of women. Therefore, all social protection programmes will support the achievement of these goals. Gender audits of all SP programmes will be undertaken by June 2012 and all annual plans will contain a commitment to gender equity and women's empowerment objectives. All programmes will report annually against these commitments.

The government's approach to social protection will remain flexible as programmes expand. As Outcome 2 indicates, feasibility studies on a range of social protection programmes will take place during 2012 and 2013 and a new Social Protection Policy will be developed by April 2014. The feasibility studies will feed into the development of the new Policy and, if the Policy indicates a change of direction and a transition to different types of programme, the government will be flexible in its approach and develop operational plans for the transition.

**Outcome 3: Summary of Outputs**

- VUP Direct Support programme implemented in all 416 sectors
- VUP Public Works programme implemented in 240 sectors, providing where feasible at least 100 days work per household per year
- National minimum wage established and implemented
- Maternity insurance mechanism established
- Mechanisms established to extend the benefits of the SSFR to the informal sector
- Gender equity and women's empowerment integrated within key social protection and complementary programmes

**OUTCOME 4: STRENGTHENED SYSTEMS ESTABLISHED FOR THE DELIVERY AND MONITORING OF SOCIAL PROTECTION PROGRAMMES**

Rwanda's social protection programmes have developed over a number of years, and some are relatively new. The government is still learning lessons on how best to deliver them. As a result, a number of areas where delivery systems can be strengthened to increase efficiencies and improve impacts have been identified. These improvements will cut across all social protection programmes.

Underpinning the national social protection system will be the development of an electronic Management Information System (MIS). The national MIS database will incorporate all households in the country and will use an electronic platform that enables the inputting of information at community and sector level. This information will be transferred electronically to Districts and central government. It is envisaged that the MIS will enable government to record and identify the support received by households from a range of Ministries, Districts, development partners and non-state actors. The SPWG Systems Strengthening Sub-Committee will oversee this work and an institution will be identified to house and manage the database. By November 2011 the MIS will have been designed and it is expected that it will be fully functioning by September 2013. As a parallel activity the VUP will continue to develop its own MIS, but it will be designed to be compatible with the national MIS.

Alongside the development of the national MIS, the potential for establishing a system of electronic delivery of cash to the beneficiaries of social protection programmes will be explored. This work will be led by VUP and will aim to provide not only a more efficient programme but also offer beneficiaries access to other financial services. Once an initial feasibility study is finalised by May 2012, the proposed system will be piloted in a number of VUP sectors. National roll-out will be assessed after the pilot.

The targeting of beneficiaries is currently undertaken in VUP through the Ubudehe community targeting system. The Mutuelle de Sante will soon use this same targeting mechanism to identify the poor, at a national level. It is, therefore, essential that the Ubudehe targeting mechanism is as effective as possible. Regular reviews will, therefore, be undertaken of the mechanism. Once the baseline for the nationwide impact assessment is in place, it will be used to provide a more robust assessment of the mechanism and, by March 2014, any necessary modifications will be in place. The feasibility studies on other potential social protection programmes may also require the introduction of changes to targeting, but this is unlikely to happen before the finalisation of the new SP Policy in early 2014.

While social protection will be an important part of Rwanda's social policy as the country develops, the government aims to ensure that poor families are given every opportunity to graduate from social assistance. Active measures will be adopted to strengthen their capacities and resilience so that they can move out of poverty. As a first step, a Graduation and Exit Policy for VUP will be developed and will be implemented by September 2011.

As part of the nation's respect for the rights and entitlements of its citizens, the government will build effective grievance and appeals mechanisms across all social protection programmes. An appeals mechanism will initially be tested in VUP and rolled out to all VUP sectors by September 2011, building on experiences to date in other SP programmes such as FARG. Drawing on experiences with VUP and other programmes, a nationwide appeals system will be designed that can be used across all SP programmes. Roll-out will begin by August 2013.

The government aims to build a social protection system that is responsive to crises and climate change. Therefore, a technical team will be created – to meet quarterly – to strengthen linkages and coordination between all government and non-government organisations involved in social protection, early warning, risk mitigation, climate adaptation and disaster management.. Furthermore, as cash transfer programmes are extended throughout the country, the government will ensure that they not only tackle poverty on a consistent and regular basis, but are also able to respond to emergencies. An assessment will, therefore, be undertaken of how to make VUP’s cash transfer programmes more responsive if a crisis hits. This will be facilitated and made more effective by putting in place, first of all, a national electronic MIS as well as electronic cash transfers. It is envisaged that, in the event of an emergency, beneficiary families – and, potentially, others – would be provided with increased payments for a pre-determined period.

The NSPS not only focuses on the poorest, but also recognises a need to protect formal sector workers from falling into poverty. Therefore, the capacity of labour inspectors across the country will be strengthened so that they can enforce compliance with labour legislation. Immediate steps will include decentralising financial support to Districts and providing all inspectors with motorbikes. The City of Kigali, however, does not have sufficient labour inspectors, due to the greater number of formal sector establishments in the area. MIFOTRA will engage with the the City of Kigali to ensure that an additional inspector is placed there by June 2012.

#### **Outcome 4: Summary of Outputs**

- National management information system MIS established – incorporating Ubudehe data-base of all households – to which other social protection MISs can be linked
- System established to ensure that Districts are able to monitor and oversee projects implemented by development partners and non-state actors, including monitoring of beneficiary households
- System established to enable the electronic transfer of cash to beneficiaries of social protection programmes, linked to the expansion of financial services to poor households
- Improved targeting mechanism introduced into key social protection programmes
- “Graduation and Exit” policy designed and implemented for VUP
- More stream-lined mechanisms for contracting and implementing public works projects introduced
- Effective appeals and complaints mechanisms introduced into key social protection programmes
- Improved mainstreaming of vulnerable categories of the population into VUP and other social protection programmes
- Social protection programmes produce data disaggregated by key variables (eg. sex, age, disability, chronic illness, etc)
- Cash transfer programmes capable of facilitating an emergency response in times of crisis
- Strengthened system of labour inspection in priority districts

- Strengthened linkages and coordination between all government and non-government organisations involved in early warning, risk mitigation, climate adaptation and disaster management established

## **OUTCOME 5: FINANCIAL RESOURCES GENERATED AND SECTOR-WIDE FINANCIAL SYSTEM DEVELOPED TO SUPPORT DELIVERY OF SOCIAL PROTECTION PROGRAMMES**

One of the greatest challenges faced in making the NSPS a reality is generating the financial resources required. The Implementation Plan will require an estimated annual budget of US\$ 100 million (RwF 60 billion) by 2015/16

Specifically in terms of the activities outlined in this Implementation Plan (which are a subset of the broad range of SP activities laid out in the NSPS), Table 1 projects the budget needed over the next 5 years. It also indicates the resources that are committed by government and development partners, as well as the growing funding gap.

*Table 1: Total Budget for the Implementation Plan (US\$'000) from 2011/12 to 2015/16*

Outcomes	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015 /16
1. Strengthened Leadership, Coordination and Capacity	891	322	200	200	200
2. Develop Evidence based Policies	110	401	1,205	1,020	995
3. Provision of Minimum Incomes to Families	29,006	40,072	52,484	68,692	82,506
4. Strengthened systems established for Monitoring	630	1,173	477	182	235
5. Sector wide financial systems developed	125	-	-	-	-
6. Social Development and Complementary Programs	11,694	16,184	17,135	18,962	16,752
7. Increased awareness for Social Protection	-	135	60	60	60
<b>Total</b>	<b>42,457</b>	<b>58,287</b>	<b>71,560</b>	<b>89,116</b>	<b>100,748</b>

Table 1 shows that the provision of cash transfers to provide families with a minimum income absorbs the largest proportion of funds, indicating government's commitment to accelerate the reduction of extreme poverty. Furthermore, social development and complementary programmes will also utilise a substantial proportion of funding.

However, the NSPS made the distinction between core social protection – which will comprise the Social Protection Sector – and broader social protection, social development and complementary programmes. The budget for the Social Protection Sector is set out in Table 2, and will reach an annual budget of US\$ 84 million by 2015/16. The core Social Protection Sector is likely to comprise the following set of programmes, however, discussions will take place to agree which component will be taken forward:

- VUP Direct Support (including FARG Direct Support)

- VUP Public Works
- Policy, evaluations, capacity building and communications on social protection (led out of MINALOC)
- Systems strengthening of social protection programmes
- Others (to be specified)

Table 2: Budget for the Core Social Protection Sector (US\$'000) 2012-2016

Outcomes	2011/12	2012/13	2013/14	2014/15	2015/16
Provision of Minimum Incomes to Families					
(a) VUP Direct Support (including FARG DS beneficiaries)	8,669	13,849	18,964	26,780	34,670
(b) VUP Public Works	20,132	26,222	33,520	41,912	47,836
Policy, Evaluations, Capacity Building & Communications					
(a) Strengthened Leadership, Coordination and Capacity	891	322	200	200	200
(b) Develop Evidence based Policies	110	401	1,205	1,020	995
(c) Communication - Increased awareness for SP	-	135	60	60	60
Systems Strengthening of Social Protection Programmes					
(a) Strengthening systems for monitoring service delivery	630	1,173	477	182	235
(b) Funding channels and sector wide financing approach	125	-	-	-	-
<b>Total</b>	<b>30,558</b>	<b>42,103</b>	<b>54,426</b>	<b>70,154</b>	<b>83,996</b>

Table 3 sets out the available funding for the Social Protection Sector including the financial support that development partners will provide to the Social Protection Sector. While this funding is relatively significant at present, it will reduce significantly by 2014/15 and, at present, there are no development partner commitments for 2015/16.

Table 3: Committed GoR and development partner support for the core SP Sector (US\$'000)<sup>5</sup>

Elements	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16
<b>Total need for Core SP activities</b>	30,558	42,103	54,426	70,154	83,996
<b>Funding Available - ON BUDGET</b>					
EU (VUP)	3,748	3,585	4,888	3,400	0
WB (CLSG VUP)	3,000	0	0	0	0
Government of Rwanda (FARG)	0	3,343	3,443	3,546	3,653
Government of Rwanda (VUP)	10,988	16,893	16,734	19,458	23,819
<b>Total On Budget Funding</b>	<b>17,736</b>	<b>23,820</b>	<b>25,065</b>	<b>26,404</b>	<b>27,472</b>
<b>Funding Available - OFF BUDGET</b>					
DFID funding for Core SP	7,124	8,548	0	0	0

<sup>5</sup> EU funding excludes Ubudehe projections as it is regarded outside core social protection programs

SIDA funding for Core SP	4,548	4,548	0	0	0
WB - Rapid SP Response Fund <sup>6</sup>	1,150	0	0	0	0
UNICEF/ILO	140	0	0	0	0
<b>Total Off Budget Funding</b>	<b>12,822</b>	<b>13,096</b>	<b>0</b>	<b>0</b>	<b>0</b>
Total Funding Available	30,558	36,917	25,065	26,404	27,472
<b>Funding Gap</b>	<b>-</b>	<b>5,187</b>	<b>29,360</b>	<b>43,751</b>	<b>56,524</b>

In 2011-12 whilst there are sufficient funds, between the on budget and off budget components, to cover the Core SP activities there is a shortfall in the complementary activities which are already operational (specifically VUP Financial Services.)

In subsequent years estimates of cost of Core SP services will increase faster than the anticipated growth in funding and the available funding will be insufficient, despite the inclusion of the FARG Direct Support budget as a source of funding.

As Table 3 indicates, projections indicate that the funding gap will be US\$ 5.2 million in 2012/13 and will rise to US\$ 56 million by 2015/16.

Existing agreements with DPs for funding end in 2013 and, as a consequence, off-budget financing declines to zero.

DP contributions to the on budget funding (from the EU) continue to 2014-15. In line with information provided by MINECOFIN on budget funds have been assumed to increase by 3%. When DP funds decline it is anticipated the Government of Rwanda will contribute the difference. Figure 2 shows how the sources of on budget financing will change over the period.

*Figure 2: Growth in On Budget Funding for Core SP*

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<sup>6</sup> The value of the WB RSRF multi donor trust fund is \$1,450, of which \$300 was drawn down in 2010-11 and the balance of \$1,150 is included in the funding for 2011-12



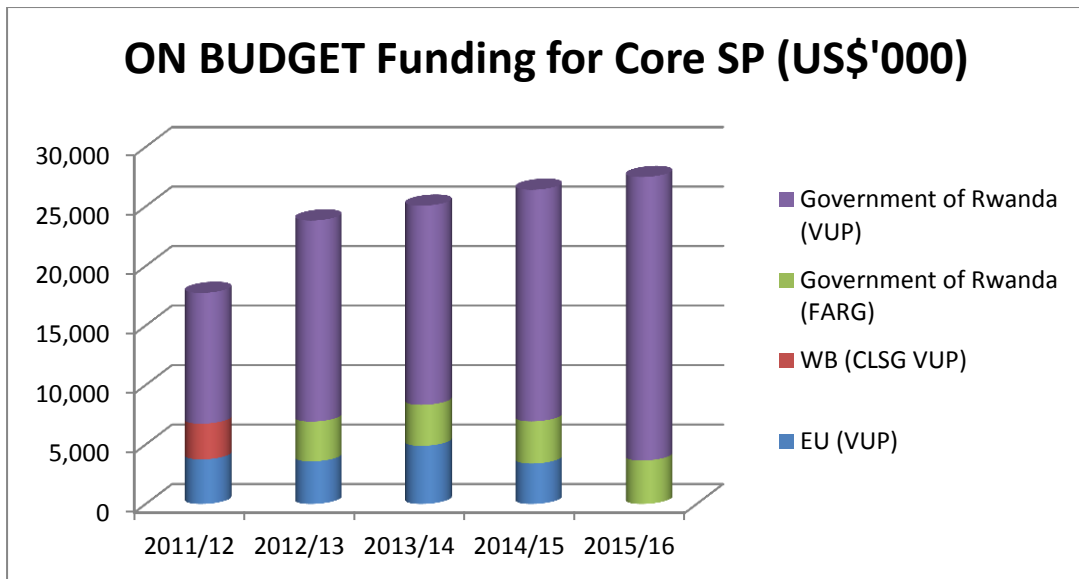
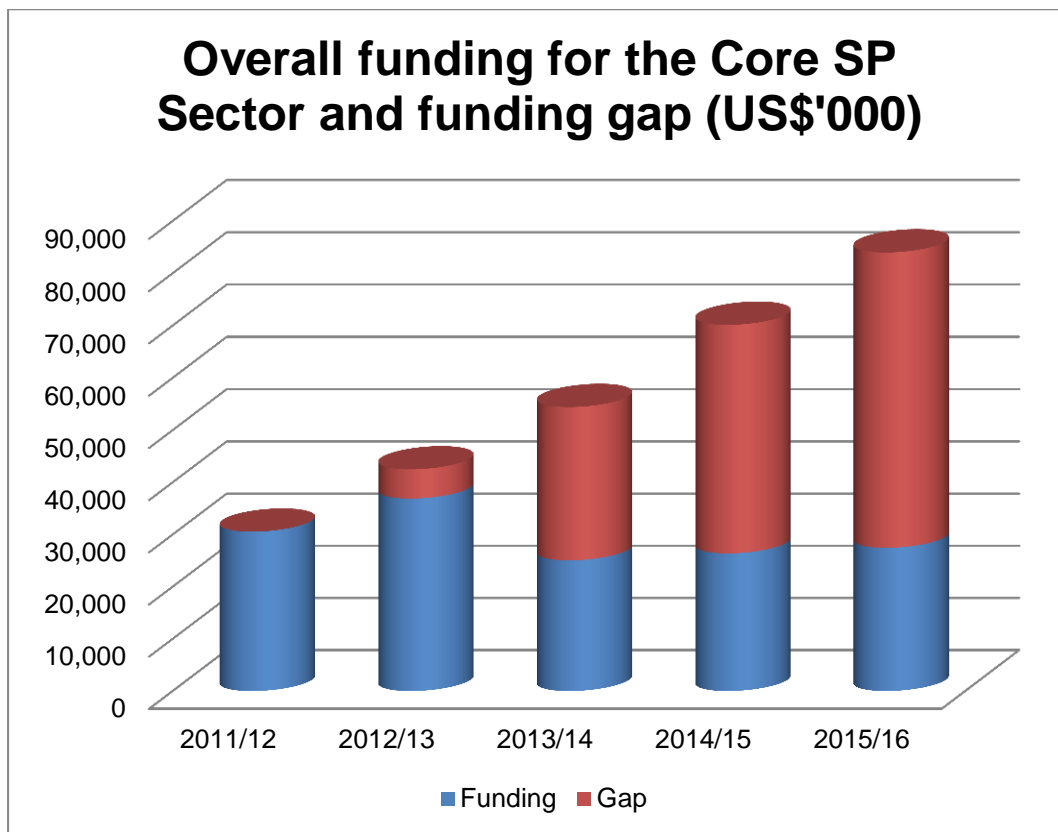


Figure 3 summarises the funding situation for the Social Protection Sector, in terms of the estimated cost and the known funding available. The gap – shown in red in Figure 3 – increases in each of the 5 years covered by the SPIP.

Figure 3: Overall funding for the Core SP Sector and the Funding Gap, in US\$'000



It should be noted in the projections the EU contribution covers both Core SP and Complementary activities (Ubudehe projects) and their total contribution of Euros 20m is included in the Sectoral Budgetary Support. As discussed under Outcome 6 ubudehe is defined as a complementary programme.

To ensure the effective implementation of the NSPS, it is imperative that steps are taken to close the projected funding gap. This will require close collaboration with MINECOFIN, other Ministries, and development partners. A Finance Sub-Committee will be created, under the SPWG (see Outcome 1), to be responsible for identifying and generating the additional resources but also to put together the additional programs as elaborated in the NSPS that require funding. However, a number of concrete steps will be taken, which are set out below.

### **Social Protection Sector Funding Mechanism**

The NSPS sets out plans to create a Social Protection Sector Funding Mechanism (SPSFM). The aim of the SPSFM will be to facilitate development partners to contribute funding to the sector as a whole – as budget support earmarked for social protection – rather than tying their support to a specific project within the sector. Compared with traditional project modalities, budget support minimises transaction costs, avoids distortions, provides incentives for strengthening GoR budgeting and management processes, and maximises government ownership and commitment. It also enables government to align funding to its priorities within the sector.

Establishing an effective SPSFM will require a number of pre-requisites including:

- Ensuring that the SPWG functions effectively and is able to oversee the sector-wide budget facility. The creation of a Finance Sub-Committee should support this objective
- Identifying the programmes that are within the SP Sector – as identified for budgetary purposes – and those that are not. The SP Sector will bring together those programmes that are identified as social protection.
- Building the capacity within MINALOC to work on social protection.
- Agreeing a set of triggers and benchmarks so that funding can be transferred from development partners to government.

A detailed roadmap for establishing the SPSFM will be set out and after the establishment of the Finance sub-committee. We expect that development partners wishing to channel funding through the SPSFM will signal their interest by October 2011. Between October and December 2011, there will be a series of discussions to agree the specific modalities for the SPSFM, as well as triggers and benchmarks, and, by March 2012, Memoranda of Understanding will be signed between the Government of Rwanda and development partners. The initial tranches of new sector budget support should be provided by May 2012.

### **Social Protection Financing Strategy**

A Financing Strategy for the NSPS will be developed by December 2011. This will involve contracting a small national team and the Finance sub-committee to work with MINALOC, and MINECOFIN. The financing strategy will focus on increasing both national resources and resources from development partners.

### **Rationalise current spending on SP**

While the government is committed to increasing spending on social protection, it is also recognised that there is scope for rationalising current expenditures. A number of analytical studies – such as the Social Safety Net Review – will incorporate this objective in their terms of reference. There are three areas to which particular attention will be paid as we build our financing strategy:

- Current levels of VUP grants and other programmes will be reviewed to ensure that beneficiaries are paid a level that appropriately balances their needs with the availability of resources from government. Currently, there are discrepancies in the level of grants: for example, a beneficiary of VUP Direct Support can receive up to RwF21,000 per household per month, while a beneficiary of FARG Direct Support receives RwF5,000 per month while the minimum pension for an older person with 15 years of contributions to the SSFR is RwF5,200 per month. These payment levels need to be revised on the grounds of equity, poverty impact and financial sustainability. The higher the benefit paid, the less people that can be reached; with a lower grant, more people in need will be able to be reached. However, coverage needs to be balanced against impact, taking into account the costs of a programme at national scale.
- A process of channelling relevant financial resources from FARG – and, potentially, RDRC – through VUP, in particular Direct Support will begin. This will create greater efficiencies and equity but will also increase the budget of VUP generated from national resources. It will also require VUP to develop a system of monitoring that identifies categories such as genocide survivors so that the government can ensure that the state's responsibilities to this group can be maintained.
- A cross-government study will be undertaken to identify social protection budgets and assess the extent to which these can be consolidated in accordance with government priorities. For example, a number of programmes provided by government are focused on the same target groups and it may make sense to consolidate these into one programme, potentially integrating them within VUP.

#### **Outcome 5: Summary of Outputs**

- Financing strategy for social protection sector designed and implemented
- Social Protection Sector Funding Mechanism (SPSFM) established
- VUP, FARG and RDRC cash transfer programmes and funding channels harmonised; FARG income generation programmes harmonised with VUP Financial Services

**OUTCOME 6: SOCIAL DEVELOPMENT AND COMPLEMENTARY PROGRAMMES TO SOCIAL PROTECTION IMPLEMENTED THAT SUPPORT FAMILY AND COMMUNITY EFFORTS TO MOVE OUT OF POVERTY**

While the main focus of the NSPS is on building core social protection instruments, social development and complementary programmes, the strategy also notes there is need to put in place a number of other programs and initiatives. . These programmes would provide additional support to families and communities in particular need, support the graduation of families out of poverty, and build the resilience of less poor families so that they are less likely to fall into poverty.

There are, of course, a wide range of other social development and complementary programmes implemented by other Ministries, Districts, Development Partners and non-state actors. These are not captured in detail in the NSPS, either because they are outlined in the strategies and plans of other sectors or are not large enough to be regarded as strategic. It is, however, expected that these programmes will be identified and managed at District level – see Outcome 1 – and will be captured in the national MIS.

VUP has been designed to provide an integrated set of benefits which enable households to graduate from poverty on a sustainable basis, which include both core social protection and complementary activities. Therefore a key programme to support graduation from poverty will be the VUP Financial Services programme. It is planned to expand the programme significantly to provide loans to 337,500 people over five years. Steps will be taken to integrate the FARG income generation programme within VUP by June 2012. A Challenge Fund will provide access to finance for families wishing to invest in small businesses and an extensive programme of financial literacy training will be offered across VUP

Communities will continue to be provided with support through the Ubudehe community projects, another key programme, and it is planned to reach all communities over 4 years. At least one Ubudehe community and household priority project will be implemented in 14,837 cells – in country by 2015.

The government's capacity to monitor the implementation of the community projects will be strengthened.

The government is committed to tackling social exclusion. As a result, over the next five years two areas will be prioritised. People with disabilities will be given greater access to government programmes, both by improving current plans for people with disability and also by monitoring the access of disabled people to all public services. This will be facilitated by providing people with disabilities with identity cards that also classify their level of disability. Furthermore, steps will be taken to build measures of positive discrimination in favour of historically marginalised people by assessing the adequacy of current plans directed at this group.

A number of other complementary activities are highlighted in the NSPS but do not figure directly in the Implementation Plan, as they are the responsibility of other Ministries. This includes a range of activities led by the Ministry of Youth to enable young people to access employment and the Girinka one-cow programme. Activities such as these will be reported on in the SPWG on a regular basis.

**Outcome 6: Summary of Outputs**

- 337,500 people receive new loans from VUP Financial Services Ubudehe Credit Scheme programme over 5 years
- Challenge fund projects implemented in 210 VUP sectors over 5 years
- 487,500 people receive financial literacy training under the VUP Financial Services programme over 5 years
- At least one Ubudehe community and household priority project implemented in all communities – 14,837 – in country
- Improved monitoring of Ubudehe community projects
- Strengthened access of people with disabilities to relevant government programmes
- Positive discrimination mechanisms established for historically marginalised people

**OUTCOME 7: INCREASED AWARENESS ACROSS RWANDA AND INTERNATIONALLY OF THE BENEFITS OF NATIONAL SOCIAL PROTECTION PROGRAMMES**

The success of the NSPS will depend, to a large extent, on building awareness across Rwanda – and, in particular, within government – of the important role that social protection can play both in tackling poverty and inequality and supporting economic growth.

Therefore, a national SP communications strategy will be developed initially with the aim of disseminating lesson learning from social protection programmes as well as building awareness on the importance of building a comprehensive national social protection system, incorporating international experience as appropriate. The communications strategy will be prepared by MINALOC and the SPWG by May 2012. This national communications strategy will guide preparations of the development of Districts level strategies. A social protection web-site link will be continually updated on a regular basis within MINALOC to provide an easy source of information for those wishing to learn more about social protection in Rwanda. This communication strategy should be able to provide information to social protection beneficiaries on their benefits, administration procedures, rights, the dos and dont's; and selection mechanisms to promote understanding between service providers and beneficiaries.

**Outcome 7: Summary of Outputs**

- National communications strategy for social protection designed and implemented

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| <ul style="list-style-type: none"><li>• District communications strategies for social protection designed and implemented</li><li>• Social protection integrated into MINALOC web-site</li></ul> |
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## **RISK MATRIX**

The risk assessment for the NSPS Implementation Plan is set out in the following risk matrix. The matrix describes the main potential risks to the plan, the degree to which they could impact on it, how they will be monitored, and mitigation measures that can be put in place.

<b>Risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Mitigation</b>
Insufficient government commitment to implement the NSPS, in face of competing policy priorities	Low	High	<ul style="list-style-type: none"> <li>• Build evidence from evaluations and studies to indicate impacts of programmes.</li> <li>• Effective monitoring indicates successful and efficient implementation</li> <li>• Effective communications strategy, building support for social protection across government</li> <li>• Development partners continue to prioritise social protection in high-level discussions with government</li> </ul>
Adequate funding is not available for implementation	High	High	<ul style="list-style-type: none"> <li>• Finance Sub-Committee formed.</li> <li>• Financing strategy developed</li> <li>• Put in place SPSFM</li> <li>• Evaluation demonstrates evidence on impact of core social protection</li> <li>• Effective communications strategy to build political support</li> </ul>
MINALOC staffing capacity to engage on social protection is inadequate	Medium	High	<ul style="list-style-type: none"> <li>• High level commitment in MINALOC to put in place staffing</li> <li>• Collaborate with development partner to provide technical assistance</li> <li>• Effective capacity building strategy</li> </ul>
Other Ministries and agencies do not engage effectively with SPWG	Low	Medium	<ul style="list-style-type: none"> <li>• Reforms to SPWG put in place</li> <li>• Non-core social protection is addressed adequately in SPWG meetings</li> <li>• Measures taken to ensure that other Ministries are active partners in delivering outputs</li> <li>• MINALOC invests significant effort in co-ordinating with other Ministries on social protection</li> </ul>
Districts do not have capacity to effectively deliver social protection programmes	Medium	High	<ul style="list-style-type: none"> <li>• MINALOC social protection team – plus staff from SP programmes – provide good quality support to Districts</li> <li>• Effective capacity building strategy for Districts</li> </ul>
Development partners withdraw from the	Low	High	<ul style="list-style-type: none"> <li>• Effective engagement of MINALOC Ministers and Top Management with development partners</li> </ul>

sector			<ul style="list-style-type: none"> <li>• Engagement of development partners with SPWG strengthened</li> <li>• SPSFM in place</li> <li>• Effective monitoring and evaluation of programmes</li> </ul>
MINALOC and District financial management capacity inadequate	Medium	High	<ul style="list-style-type: none"> <li>• Training and technical assistance for financial management is a priority in capacity building</li> <li>• MINALOC impose high performance standards on financial officers, which are well-monitored</li> </ul>
Technological constraints inhibit full benefits of systems strengthening	Medium	Medium	<ul style="list-style-type: none"> <li>• Pilot test MIS proposals in VUP</li> <li>• MIS plan includes more than one option, to provide a fall-back</li> <li>• Pilot test innovative payments mechanisms, and test various options</li> </ul>
Private sector partners unwilling to support innovative payment systems	Low	Low	<ul style="list-style-type: none"> <li>• Subsidize private sector at initial stages of development of payment options.</li> <li>• Work closely in partnership with private sector</li> </ul>
GoR and development partner fundamentally disagree on priorities for social protection sector	Low	Medium	<ul style="list-style-type: none"> <li>• Strengthened policy dialogue with development partners, including their full engagement in SPWG</li> <li>• MoUs established on collaboration in SPSFM which set out principles of partnership</li> </ul>
Development partners do not fulfil funding commitments to sector	Low	High	<ul style="list-style-type: none"> <li>• Strengthened policy dialogue with development partners, including their full engagement in SPWG</li> <li>• MoUs established on collaboration in SPSFM which set out principles of partnership</li> </ul>



## MATRIX OF THE IMPLEMENTATION PLAN FOR THE NATIONAL SOCIAL PROTECTION STRATEGY

OUTPUT + indicators	ACTIVITIES	RESPONSIBILITY with partners	TIMELINE	BUDGET
<b>Outcome 1: Leadership, co-ordination and capacity on social protection strengthened across government</b>				
1.1. Social Protection Working Group strengthened and providing leadership and co-ordination on social protection across government, development partners and non-state actors <ul style="list-style-type: none"> <li>• SPWG Leadership team meets every six months, with membership at appropriate level from Ministries</li> <li>• SPWG Technical team meets every month</li> <li>• Three sub-committees have ToRs, regular meetings, and reports regularly to SPWG</li> <li>• Implementation plan is well-implemented, with outputs and activities delivered on time</li> </ul>	<ul style="list-style-type: none"> <li>• Establish two-tiered SPWG: a) Leadership team; and b) Technical team;</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG</li> </ul>	Aug 2011	0
	<ul style="list-style-type: none"> <li>• Establish SPWG Sub-Committees in the following areas:               <ul style="list-style-type: none"> <li>• Finance</li> <li>• Policy and Learning</li> <li>• Strengthening social protection systems (including capacity building)</li> </ul> </li> </ul>		Aug 2011	0
	<ul style="list-style-type: none"> <li>• Agree ToRs that set out roles and responsibilities of both tiers of SPWG as well as the Sub-Committees</li> </ul>		Aug 2011	0
	<ul style="list-style-type: none"> <li>• SPWG leadership team meets every six months to oversee implementation of NSPS and report to Prime Minister's office and Social Cluster</li> </ul>		On-going	0
	<ul style="list-style-type: none"> <li>• Joint Sector Review undertaken in March and September each year by SPWG Leadership team</li> </ul>		On-going	0
	<ul style="list-style-type: none"> <li>• SPWG technical group meets every month to support and facilitate co-ordination and delivery of NSPS</li> </ul>		On-going	US\$71,000
1.2. Effective social protection team established in MINALOC <ul style="list-style-type: none"> <li>• additional staff in place, with appropriate qualifications and training</li> <li>• SPWG satisfaction with</li> </ul>	<ul style="list-style-type: none"> <li>• Short-term solution agreed by MINALOC for covering tasks of Social Protection Team</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG</li> </ul>	August 2011	US\$60,000
	<ul style="list-style-type: none"> <li>• Develop concept paper and ToRs for the short term needs</li> </ul>		Ongoing	
	<ul style="list-style-type: none"> <li>• Recruit social protection policy team</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG</li> <li>•</li> </ul>	Ju 2012	US\$560,000
	<ul style="list-style-type: none"> <li>• Agree annual budgets for social protection policy work</li> </ul>		On-going	0
<ul style="list-style-type: none"> <li>• Produce annual workplans that are agreed by SPWG</li> </ul>		On-going	US\$55,000	

performance of team	leadership team			
1.3. District leadership and co-ordination mechanisms established <ul style="list-style-type: none"> <li>All Districts have well-functioning JADF</li> </ul>	<ul style="list-style-type: none"> <li>Ensure that JADF mainstream Social Protection agenda into their structures</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>Districts</li> </ul>	October 2012	
1.4. Capacity of staff to undertake policy and delivery of social protection strengthened across government <ul style="list-style-type: none"> <li>At least 100 people receiving over 2 days SP training per year</li> <li>Good balance of training with District level staff</li> <li>All VUP staff pass through induction training within 6 months of joining VUP</li> </ul>	<ul style="list-style-type: none"> <li>Two-day training course on social protection for SPWG leadership team</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	November 2011	US\$20,000
	<ul style="list-style-type: none"> <li>One week training course on social protection for SPWG technical team and key SP staff from Districts</li> </ul>		November 2011	US\$80,000
	<ul style="list-style-type: none"> <li>Develop capacity-building strategy on social protection policy and practice, that incorporates national, District and Sector levels</li> </ul>		Jun 2012	US\$34,000
	<ul style="list-style-type: none"> <li>Implement capacity-building strategy and report on progress to SPWG leadership team every six months</li> </ul>		On-going	US\$700,000
	<ul style="list-style-type: none"> <li>Induction course on social protection and VUP programme designed and delivered twice a year for existing/new VUP staff</li> </ul>	VUP	Jul 2011 then on-going	US\$200,000
<b>Outcome 2: Social protection policies developed that are evidence-based and appropriate for Rwanda</b>				
2.1. Improved monitoring of NSPS <ul style="list-style-type: none"> <li>Revised log-frame approved by SPWG</li> <li>Log-frame up-dated on yearly basis</li> <li>M&amp;E Plan in place and implemented</li> </ul>	<ul style="list-style-type: none"> <li>Revise NSPS log-frame, including relevant disaggregation</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-Committee</li> </ul>	November 2011	0
	<ul style="list-style-type: none"> <li>Up-date NSPS log-frame on annual basis</li> </ul>		On-going	0
	<ul style="list-style-type: none"> <li>M&amp;E plan developed for NSPS including agreement on data to be collected to enable monitoring of the NSPS and main social protection programmes, with data disaggregated by key categories (eg. gender, survivors, age, disability, chronic illness, etc).</li> </ul>		March 2012	US\$32,000
2.2. Evaluation of progress against 2008-12 EDPRS undertaken and results presented to Social Cluster <ul style="list-style-type: none"> <li>EDPRS evaluation on SP approved by Social Cluster</li> </ul>	<ul style="list-style-type: none"> <li>Evaluation undertaken of progress against EDPRS</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG</li> </ul>	Oct 2012	US\$45,000

2.3. Social protection adequately addressed in EDPRS (2013-2017) <ul style="list-style-type: none"> <li>Enhanced analysis and evidence base of SP sector in the next generation EDPRS, compared to the 2008-2012 EDPRS</li> </ul>	<ul style="list-style-type: none"> <li>Proposals for SP inputs into EDPRS developed</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG</li> </ul>	Mar 2012	0
	<ul style="list-style-type: none"> <li>Discussions with Social Cluster on text and indicators for new EDPRS</li> </ul>		Jul 2012	0
2.4. Feasibility studies undertaken to assess potential for transforming current cash transfer programmes into the transfers element of a national social protection floor <ul style="list-style-type: none"> <li>Feasibility studies finalised on time and are approved by SPWG</li> <li>Final report on feasibility studies is considered by Social Cluster</li> </ul>	<ul style="list-style-type: none"> <li>Work-plan and ToRs developed for undertaking the four feasibility studies</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-Committee</li> </ul>	Jun 2012	0
	<ul style="list-style-type: none"> <li>Consultant build a micro-simulation model using EICV-3 data to simulate costs, coverage and impacts of different options in feasibility studies</li> </ul>		MINALOC <ul style="list-style-type: none"> <li>MINECOFIN</li> <li>SSFR</li> <li>ILO</li> <li>UNICEF</li> </ul>	Aug 2012
	<ul style="list-style-type: none"> <li>Consultant trains national economists – including from MINALOC – in use of micro-simulation model</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SSFR</li> <li>MIFOTRA</li> <li>MINECOFIN</li> <li>ILO</li> <li>Disability organisations</li> </ul>		Nov 2012
	<ul style="list-style-type: none"> <li>Undertake feasibility study for an old age grant</li> </ul>		MINALOC <ul style="list-style-type: none"> <li>MIGEPROF</li> <li>MINECOFIN</li> <li>SSFR</li> <li>MINEDUC</li> <li>MINISANTE</li> <li>Disability organisations</li> <li>ILO</li> </ul>	Mar 2013
<ul style="list-style-type: none"> <li>Undertake feasibility study for a disability grant, based on initial national classification of severity of disability and delivery of “disability ID cards” (see 6.7)</li> </ul>				

	<ul style="list-style-type: none"> <li>Undertake feasibility study for a child grant</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>MINECOFIN</li> <li>MIGEPROF</li> <li>UNICEF</li> <li>ILO</li> </ul>	May 2013	US\$45,000
	<ul style="list-style-type: none"> <li>Undertake feasibility study for an Employment Guarantee Scheme</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>MINECOFIN</li> <li>MIFOTRA</li> <li>VUP</li> <li>HIMO</li> <li>World Bank</li> <li>ILO</li> </ul>	Nov 2012	US\$45,000
	<ul style="list-style-type: none"> <li>Report produced setting out overall recommendations arising out of feasibility studies, to be presented to Cabinet</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-Committee</li> </ul>	Jul 2013	0
2.5. Social protection public expenditure reviews produced, every two years: <ul style="list-style-type: none"> <li>2 SP public expenditure reviews produced and endorsed by government</li> </ul>	<ul style="list-style-type: none"> <li>Social protection public expenditure review studies undertaken and reports produced</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>MINECOFIN</li> <li>SPWG Policy Sub-Committee</li> </ul>	Dec 2012 Dec 2014	US\$100,000  (US\$50,000 per review)
2.6. Policy work undertaken on social protection that feeds into policy development <ul style="list-style-type: none"> <li>3 policy studies undertaken each year and quality approved by SPWG</li> <li>SPWG agrees that scoping studies complement each other and approve findings</li> </ul>	<ul style="list-style-type: none"> <li>Each year, set out plans for undertaking at least 3 key policy studies (beginning in 2013)</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-Committee</li> </ul>	On-going	US\$420,000  (US\$40,000 per study)
	<ul style="list-style-type: none"> <li>Assess implications of ILO scoping study for SP in Rwanda</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-Committee</li> </ul>	Jul 2011	US\$40,000
	<ul style="list-style-type: none"> <li>Undertake "safety net study" to assess performance and gaps of cash transfer programmes; integrate results with ILO study; assess implications for Rwanda SP</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy Sub-</li> </ul>	July 2011	US\$70,000 (World Bank)

		Committee		
2.7. Comprehensive evaluation undertaken of social protection programmes in Rwanda, examining both operations and impacts <ul style="list-style-type: none"> <li>• Baseline of evaluation completed by Nov 2013</li> <li>• Comprehensive reports on evaluation delivered on an annual basis</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation ToRs prepared and tender undertaken for impact evaluation of social protection programmes</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG Policy Sub-Committee</li> </ul>	Mar 2013	US\$2,700,000
	<ul style="list-style-type: none"> <li>• Baseline of evaluation undertaken and report produced</li> </ul>		Nov 2013	
	<ul style="list-style-type: none"> <li>• Annual reports produced of evaluation results</li> </ul>		Nov 2014 Nov 2015	
	<ul style="list-style-type: none"> <li>• Final report produced of evaluation</li> </ul>		Nov 2016	
2.8. Social protection Index developed to measure progress in strengthening social protection <ul style="list-style-type: none"> <li>• East Africa methodology for SPI agreed</li> <li>• SPI completed in Dec 2015.</li> </ul>	<ul style="list-style-type: none"> <li>• Engage with other government partners and development partners to discuss development of a common SP Index methodology</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG Policy Sub-Committee</li> </ul>	Jul 2015	US\$25,000
	<ul style="list-style-type: none"> <li>• Develop SP Index and undertake assessment for Rwanda</li> </ul>		Dec 2015	
2.9. National Social Protection Policy developed <ul style="list-style-type: none"> <li>• Policy approved by Cabinet</li> </ul>	<ul style="list-style-type: none"> <li>• Consultants recruited to support development of Policy, including expertise on gender</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• SPWG Policy Sub-Committee</li> </ul>	Jun 2013	US\$85,000
	<ul style="list-style-type: none"> <li>• Analytical work and consultations undertaken to develop Policy, including gender perspective</li> </ul>		Nov 2013	
	<ul style="list-style-type: none"> <li>• Drafting of SP Policy</li> </ul>		Dec 2013	
	<ul style="list-style-type: none"> <li>• Validation workshops for Policy</li> </ul>		Feb 2014	
	<ul style="list-style-type: none"> <li>• Approval of Policy by Cabinet</li> </ul>		Apr 2014	
<b>Outcome 3: Increased coverage of gender-sensitive social protection programmes that support the provision of a minimum income for families</b>				
3.1. VUP Direct Support programme implemented in all 416 sectors <ul style="list-style-type: none"> <li>• Financing and implementation plan approved</li> </ul>	<ul style="list-style-type: none"> <li>• Develop financing and implementation plan for scaling up Direct Support programme</li> </ul>	VUP <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• SPWG</li> </ul>	September 2011	0
	<ul style="list-style-type: none"> <li>• 2011/12 reaches 25,500 households in 120 sectors</li> </ul>		Jun 2012	US\$8.10 million
	<ul style="list-style-type: none"> <li>• 2012/13 reaches 41,500 households in 180 sectors</li> </ul>		Jun 2013	US\$13.85 million
	<ul style="list-style-type: none"> <li>• 2013/14 reaches 57,000 households in 240 sectors</li> </ul>		Jun 2014	US \$18.96 million

<ul style="list-style-type: none"> <li>VUP targets reached on an annual basis</li> </ul>	<ul style="list-style-type: none"> <li>2014/15 reaches 80,500 households in 330 sectors</li> </ul>		Jun 2015	US\$ 26.78 million
	<ul style="list-style-type: none"> <li>2015/16 reaches 105,000 households in 416 sectors</li> </ul>		Jun 2016	US\$ 34.67 million
<p>3.2. VUP Public Works programme implemented in 240 sectors, providing where feasible at least 100 days work per household per year</p> <ul style="list-style-type: none"> <li>Financing and implementation plan approved</li> <li>VUP targets reached on an annual basis</li> </ul>	<ul style="list-style-type: none"> <li>Develop financing and implementation plan for scaling up VUP Public Works programme</li> </ul>	<p>VUP</p> <ul style="list-style-type: none"> <li>MINALOC</li> <li>SPWG</li> </ul>	September 2011	0
	<ul style="list-style-type: none"> <li>2011/12 reaches 70,000 households in 120 sectors</li> </ul>		Jun 2012	US\$20.13 million
	<ul style="list-style-type: none"> <li>2012/13 reaches 85,000 households in 150 sectors</li> </ul>		Jun 2013	US\$26.22 million
	<ul style="list-style-type: none"> <li>2013/14 reaches 100,000 households in 180 sectors</li> </ul>		Jun 2014	US\$33.51 million
	<ul style="list-style-type: none"> <li>2014/15 reaches 115,000 households in 210 sectors</li> </ul>		Jun 2015	US\$41.91 million
	<ul style="list-style-type: none"> <li>2015/16 reaches 130,000 households in 240 sectors</li> </ul>		Jun 2016	US\$47.84 million
<p>3.3. National minimum wage established and implemented</p> <ul style="list-style-type: none"> <li>Legislation approved</li> <li>Positive review of minimum wage implementation after 1 year</li> </ul>	<ul style="list-style-type: none"> <li>Presidential decree approves minimum wage legislation, following delivery of report by consultants</li> </ul>	<p>MIFOTRA</p> <ul style="list-style-type: none"> <li>ILO</li> </ul>	October 2011	US\$45,000
	<ul style="list-style-type: none"> <li>Review after one year of impact of minimum wage legislation</li> </ul>		Jun 2012	
<p>3.4. Maternity insurance mechanism established</p> <ul style="list-style-type: none"> <li>Legislation approved</li> <li>50% of SSFR members contribute to maternity insurance by 2015</li> </ul>	<ul style="list-style-type: none"> <li>Legislation approved by Cabinet</li> </ul>	<p>MINECOFIN</p> <ul style="list-style-type: none"> <li>MIFOTRA</li> <li>SSFR</li> <li>ILO</li> </ul>	August 2011	0
	<ul style="list-style-type: none"> <li>SSFR implements maternity insurance scheme</li> </ul>		Sept 2011	
<p>3.5. Mechanisms established to extend the benefits of the SSFR to the informal sector</p> <ul style="list-style-type: none"> <li>Cost identified of</li> </ul>	<ul style="list-style-type: none"> <li>Sensitization campaign for extending SSFR to informal sector on-going</li> </ul>	<p>MINECOFIN</p> <ul style="list-style-type: none"> <li>SSFR</li> <li>MINALOC</li> </ul>	On-going	0
	<ul style="list-style-type: none"> <li>Implications of old age grant study for extension of SSFR</li> </ul>		Jun 2012	

incorporating incentives into SSFR for informal sector <ul style="list-style-type: none"> <li>Legislation approved and implementation commences</li> </ul>	to informal sector assessed and report prepared	<ul style="list-style-type: none"> <li>MIFOTRA</li> <li>ILO</li> </ul>	Dec 2012	
	<ul style="list-style-type: none"> <li>Budgetary implications of extending SSFR to informal sector identified</li> </ul>		Apr 2013	
	<ul style="list-style-type: none"> <li>Legislation approved by Cabinet</li> <li>Implementation of new legislation</li> </ul>		Jul 2013	
3.6. Gender equity and women's empowerment integrated within key social protection and complementary programmes <ul style="list-style-type: none"> <li>Gender audits undertaken of four key SP and complementary programmes</li> <li>All annual plans include satisfactory integration of gender equity and women's empowerment</li> <li>All SP programmes provide satisfactory annual reports to SPWG on measures taken to strengthen gender equity and women's empowerment</li> </ul>	<ul style="list-style-type: none"> <li>Undertake gender audits of key social protection and complementary programmes (VUP, FARG, Mutuelle, Ubudehe community projects)</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Policy and Evaluation Sub-Committee Gender Sub-Group</li> <li>Gender Monitoring Unit</li> <li>All SP programmes</li> </ul>	Jun 2012	US\$160,000  (US\$40,000 per audit)
	<ul style="list-style-type: none"> <li>Annual plans of key social protection programmes integrate mechanisms and strategies to strengthen gender equity and women's empowerment</li> </ul>		June 2012 then on-going	
	<ul style="list-style-type: none"> <li>Key social protection programmes report annually on progress in strengthening gender equity and women's empowerment</li> </ul>		Sept 2013, then on-going	
<b>Outcome 4: Strengthened systems established for the delivery and monitoring of social protection programmes</b>				
4.1. National management information system MIS established – incorporating Ubudehedata-base of all households – to which other social protection MISs can be linked	<ul style="list-style-type: none"> <li>Agree the institution that will be the home of the national household data-base and the cross-government team responsible for taking programme forward</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> <li>NID</li> <li>National Institute of</li> </ul>	September 2011	0
	<ul style="list-style-type: none"> <li>Agree the broad parameters of the SP MIS, in line with the functions it needs to perform and produce ToRs for consultant(s) to undertake design of the MIS</li> </ul>		Sep 2011	
	<ul style="list-style-type: none"> <li>Consultant(s) produce a costed design for the</li> </ul>		Nov 2011	US\$43,000

<ul style="list-style-type: none"> <li>National MIS in place with 95% of households incorporated</li> <li>VUP MIS functioning and entirely compatible with National MIS</li> <li>Household data-base up-dated on an annual basis</li> </ul>	development of a national MIS	Statistics		
	<ul style="list-style-type: none"> <li>Contract a firm/consultants to develop the national MIS</li> <li>MIS fully functioning in all districts</li> </ul>		Dec 2012	US\$500,000
	<ul style="list-style-type: none"> <li>Work with consultant/firm to strengthen design of VUP MIS – to be consistent with national MIS – pilot test and build capacity.</li> </ul>	VUP	May 2012	US\$561,000
	<ul style="list-style-type: none"> <li>VUP MIS fully functioning in all VUP sectors, including replacement of equipments in year 5</li> </ul>	<ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	Dec 2012	US\$233,000
<p>4.2. System established to ensure that Districts are able to monitor and oversee projects implemented by development partners and non-state actors, including monitoring of beneficiary households</p> <ul style="list-style-type: none"> <li>MIS has comprehensive information on benefits received by households</li> <li>All Districts regularly access this information</li> </ul>	<ul style="list-style-type: none"> <li>Guidance developed for Districts on how to monitor and oversee projects by development partners and non-state actors</li> </ul>	MINALOC	Sep 2013	0
	<ul style="list-style-type: none"> <li>Information on benefits received by households integrated into national MIS</li> </ul>		Mar 2014	0
<p>4.3. System established to enable the electronic transfer of cash to beneficiaries of social protection programmes, linked to the expansion of financial services to poor households</p> <ul style="list-style-type: none"> <li>Innovative system of transferring cash electronically to social grant beneficiaries commences</li> <li>Expansion of financial services is feasible through the electronic</li> </ul>	<ul style="list-style-type: none"> <li>Evaluation of electronic transfer options based on regional/global experience and agree broad parameters</li> </ul>	VUP	October 2012	US\$30,000
	<ul style="list-style-type: none"> <li>Contract organisation to work with government to pilot-test an electronic cash transfer mechanism</li> </ul>		Dec 2012	US\$42,000
	<ul style="list-style-type: none"> <li>National roll-out of electronic transfer mechanism</li> </ul>		<ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	July 2013



cash delivery programme						
4.4. Improved targeting mechanism introduced into key social protection programmes <ul style="list-style-type: none"> <li>Assessment of Ubudehe targeting mechanism undertaken</li> <li>Improvements introduced to targeting mechanism</li> </ul>	<ul style="list-style-type: none"> <li>Review undertaken of Ubudehe targeting mechanism – linked to impact evaluation base-line – with recommendations for improved targeting system</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	Nov 2013	US\$45,000		
	<ul style="list-style-type: none"> <li>Assess and update targeting policies for different SP programmes based on feasibility study and targeting review results</li> </ul>		Apr 2014			
4.5. “Graduation and Exit” policy designed and implemented for VUP <ul style="list-style-type: none"> <li>Policy designed and implemented</li> <li>VUP reports on annual basis to SPWG on progress with policy.</li> </ul>	<ul style="list-style-type: none"> <li>Develop and have approved the graduation and exit policy</li> </ul>	VUP <ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	Sept 2011	0		
	<ul style="list-style-type: none"> <li>Undertake first round of graduation / exit assessment and report on findings</li> </ul>		VUP		Sept 2012	
4.6. More stream-lined mechanisms for contracting and implementing public works projects introduced <ul style="list-style-type: none"> <li>Reviews completed to a) strengthen VUP public works component and b) determine how to integrate with other infrastructure projects</li> <li>Up-dated national Labour Intensive Public Works Strategy</li> </ul>	<ul style="list-style-type: none"> <li>Annual review of timeliness and quality of implementation of VUP public works projects and recommendations to further strengthen and increase scope of projects</li> </ul>	VUP <ul style="list-style-type: none"> <li>SPWG Systems Sub-Committee</li> </ul>	Dec 2011	US\$160,000 (US\$32,000 per year)		
	<ul style="list-style-type: none"> <li>Undertake review to determine mechanisms and guidelines for VUP eligible households (in all sectors) to participate in other infrastructure projects</li> </ul>		VUP <ul style="list-style-type: none"> <li>MINALOC</li> <li>MINAGRI</li> <li>HIMO</li> </ul>		Mar 2012	US\$15,000
	<ul style="list-style-type: none"> <li>Review and update national Labour Intensive Public Works Strategy, drawing on experience from VUP and other PW programmes</li> </ul>		CDF/HIMO <ul style="list-style-type: none"> <li>VUP</li> <li>MINAGRI</li> <li>(Infrastructure)</li> </ul>		Dec 2012	US\$15,000

<p>4.7. Effective appeals and complaints mechanisms introduced into key social protection programmes</p> <ul style="list-style-type: none"> <li>• VUP appeals mechanism functioning in all of programme sectors</li> <li>• Roll-out to all SP programmes of national appeals mechanism</li> </ul>	<ul style="list-style-type: none"> <li>• Roll-out of VUP appeals and complaints mechanism to all operational sectors</li> </ul>	VUP	Sep 2011	0
	<ul style="list-style-type: none"> <li>• Design/strengthen and, if necessary, pilot-test appeals and complaints mechanisms for all social protection programmes (possibly one mechanism if possible), drawing on VUP and other existing experience</li> </ul>	<p>MINALOC</p> <ul style="list-style-type: none"> <li>• SPWG Systems Sub-Committee</li> <li>• Ombudsman</li> </ul>	Mar 2013	US\$37,000
	<ul style="list-style-type: none"> <li>• National roll-out implementation of appeals and complaints mechanisms for all social protection programmes</li> </ul>		Aug 2013	
<p>4.8. Improved mainstreaming of vulnerable categories of the population into VUP and other social protection programmes</p> <ul style="list-style-type: none"> <li>• Good representation of vulnerable categories of the population in VUP</li> <li>• Good representation of people with HIV and AIDs in FARG</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake research to assess the extent to which persons with disabilities are benefiting from VUP, and understand the reasons behind any challenges</li> </ul>	<p>National Disability Council</p> <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• VUP</li> <li>• Other disability organisations</li> </ul>	Sept 2011	US\$9,000
	<ul style="list-style-type: none"> <li>• Based on the research findings, develop policies and procedures to improve disability mainstreaming within VUP</li> </ul>		Dec 2011	
	<ul style="list-style-type: none"> <li>• Undertake review to assess how people living with HIV and AIDs are incorporated in VUP and FARG</li> </ul>	<p>CNLS</p> <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• FARG</li> <li>• VUP</li> </ul>	Jul 2012	US\$15,000
	<ul style="list-style-type: none"> <li>• Annual reports of VUP indicate extent to which people with disabilities – and other vulnerable categories – are integrated within VUP</li> </ul>	<p>VUP</p> <ul style="list-style-type: none"> <li>• MINALOC</li> <li>• SPWG Systems Sub-Committee</li> </ul>	On-going	0
<p>4.9. Social protection programmes produce data disaggregated by key variables (eg. sex, age, disability, , chronic illness, etc)</p> <ul style="list-style-type: none"> <li>• Guidelines produced and disseminated</li> <li>• Regular reports from SP</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines produced setting out how SP programmes are to generate disaggregated data in their reporting</li> </ul>	<p>MINALOC</p> <ul style="list-style-type: none"> <li>• SPWG Policy Sub-Committee</li> </ul>	Dec 2012	0

programmes have disaggregated data				
4.10. Cash transfer programmes capable of facilitating an emergency response in times of crisis <ul style="list-style-type: none"> <li>When crises occurs in VUP sectors, the cash delivery system is able to deliver emergency assistance to beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Establish VUP policy, procedures and systems to be able to respond rapidly to emergencies</li> </ul>	VUP	Mar 2012	US\$300,000
	<ul style="list-style-type: none"> <li>Respond to disasters in VUP sectors using the risk management fund</li> </ul>		On-going	
4.11. Strengthened system of labour inspection in priority districts <ul style="list-style-type: none"> <li>MIFOTRA annual report expresses satisfaction with work of 75% of labour inspectors</li> <li>Kigali District reports increased satisfaction with labour inspectors</li> </ul>	<ul style="list-style-type: none"> <li>Labour inspection budget decentralised to Districts</li> </ul>	MIFOTRA <ul style="list-style-type: none"> <li>Districts</li> </ul>	September 2011	0
	<ul style="list-style-type: none"> <li>Motor-bikes provided to all 30 labour inspectors</li> </ul>		September 2011	0
	<ul style="list-style-type: none"> <li>Appoint second labour inspector in Kigali District</li> </ul>		September 2012	0
4.12. Strengthened linkages and coordination between all government and non-government organisations involved in early warning, risk mitigation, climate adaption and disaster management established <ul style="list-style-type: none"> <li>Technical group meets at least four times per year</li> </ul>	<ul style="list-style-type: none"> <li>Develop ToR and establish a technical team to lead building of linkages</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>MIDIMAR</li> <li>MINIFRA</li> <li>MINAGRI</li> <li>REMA</li> <li>National Land Centre</li> </ul>	Jul 2012	0
	<ul style="list-style-type: none"> <li>Technical group meet every quarter, and holds situational analysis meetings when deemed necessary</li> </ul>		On-going	0
<b>Outcome 5: Financial resources generated and sector-wide financial system developed to support delivery of social protection programmes</b>				

<p>5.1. Financing strategy for social protection sector designed and implemented</p> <ul style="list-style-type: none"> <li>• Financing strategy approved by SPWG</li> <li>• Strategy has realistic plan for closing the budget gap</li> </ul>	<ul style="list-style-type: none"> <li>• Undertake review of financing implications of NSPS and potential sources of funding, and produce financing strategy. Review should be comprehensive and should include: <ul style="list-style-type: none"> <li>○ Potential sources of additional national financing</li> <li>○ Potential sources of additional international assistance</li> <li>○ Assessment of level of cash grants in VUP and other cash transfer programmes, with recommendation for revisions</li> <li>○ Assessment of potential for consolidating SP funding lines in national budget, with recommendations</li> </ul> </li> </ul>	<p>MINALOC</p> <ul style="list-style-type: none"> <li>• SPWG Finance Sub-Committee</li> <li>• MINECOFIN</li> <li>• VUP</li> </ul>	<p>Dec 2011</p>	<p>US\$45,000</p>
<p>5.2. Social Protection Sector Funding Mechanism (SPSFM) established.</p> <ul style="list-style-type: none"> <li>• SPSFM in place</li> <li>• 75% of donor funding for SP passes through mechanism by 2013</li> </ul>	<ul style="list-style-type: none"> <li>• Human resources identified – including consultant – to support development of SPSFM</li> <li>• Development partners inform MINALOC and SPWG whether they aim to be part of the Funding Mechanism</li> <li>• Series of meetings of SPWG Finance Sub-Committee to establish arrangements for the Funding Mechanism.</li> <li>• Plans in place that are prerequisites for establishing the SPSFM: <ul style="list-style-type: none"> <li>• An agreed version of the NSPS Implementation Plan with costings;</li> <li>• An agreed MTEF aligned and consistent with the Implementation Plan, including both recurrent and development budget</li> <li>• An Annual Operational Work Plan to operationalise the SPSFM</li> <li>• An annual Capacity Building Plan</li> </ul> </li> <li>• Memorandum of Understanding signed between Government of Rwanda and participating development partners.</li> <li>• Initial tranches of budget support from development partners delivered to Government.</li> </ul>	<p>MINALOC</p> <ul style="list-style-type: none"> <li>• SPWG Finance Sub-Committee</li> <li>• MINECOFIN</li> </ul>	<p>September 2011</p> <p>September 2011</p> <p>Oct 2011</p> <p>Dec 2011</p> <p>Feb 2012</p> <p>May 2012</p>	<p>US\$50,000</p>

<p>5.3. VUP, FARG and RDRC cash transfer programmes and funding channels harmonised; FARG income generation programmes harmonised with VUP Financial Services</p> <ul style="list-style-type: none"> <li>FARG Direct Support and income generation programmes are incorporated within VUP in all sectors where VUP operates, from June 2012</li> </ul>	<ul style="list-style-type: none"> <li>Conduct a study to assess how to harmonise implementation and funding channels of the VUP, RDRC and FARG cash transfer programmes and FARG income generation</li> <li>Based on the study findings, implement the recommendations of the alignment of relevant areas of VUP, RDRC and FARG budget</li> <li>Implementation of harmonised cash transfer and financial services programmes</li> </ul>	<p>MINALOC</p> <ul style="list-style-type: none"> <li>SPWG Finance Sub-Group</li> <li>FARG</li> <li>RDRC</li> <li>VUP</li> </ul>	<p>Sep 2011</p> <p>March 2011</p> <p>Jul 2012</p>	<p>US\$30,000</p>
<p><b>Outcome 6: Social development and complementary programmes to social protection implemented that support family and community efforts to move out of poverty</b></p>				
<p>6.1. 337,500 people receive new loans from VUP Financial Services Ubudehe Credit Scheme programme over five years</p> <ul style="list-style-type: none"> <li>VUP targets are met</li> </ul>	<ul style="list-style-type: none"> <li>Develop financing and implementation plan for scaling up VUP Financial services programme, including challenge Fund and Financial Literacy Training</li> <li>2011/12 49,500 people receive new loans in 120 sectors</li> <li>2012/13 58,500 people receive new loans in 150 sectors</li> <li>2013/14 67,500 people receive new loans in 180 sectors</li> <li>2014/15 76,500 people receive new loans in 210 sectors</li> <li>2015/16 85,500 people receive new loans in 240 sectors</li> </ul>	<p>VUP</p> <ul style="list-style-type: none"> <li>MINECOFIN</li> </ul>	<p>Jul 2011</p> <p>Jun 2012</p> <p>Jun 2013</p> <p>Jun 2014</p> <p>Jun 2015</p> <p>Jun 2016</p>	<p>US\$2.73 million</p> <p>US\$2.73 million</p> <p>US\$2.73 million</p> <p>US\$2.73 million</p> <p>US\$2.73 million</p>
<p>6.2 Challenge fund projects implemented in 210 VUP sectors over 5 years</p> <ul style="list-style-type: none"> <li>VUP targets are met</li> </ul>	<ul style="list-style-type: none"> <li>2011/12 challenge fund active in 60 sectors</li> <li>2012/13 challenge fund active in 120 sectors</li> <li>2013/14 challenge fund active in 150 sectors</li> <li>2014/15 challenge fund active in 180 sectors</li> <li>2015/16 challenge fund active in 210 sectors</li> </ul>	<p>VUP</p>	<p>Jun 2012</p> <p>Jun 2013</p> <p>Jun 2014</p> <p>Jun 2015</p> <p>Jun 2016</p>	<p>US\$1.93 million</p> <p>US\$2.57 million</p> <p>US\$3.21 million</p> <p>US\$3.85 million</p> <p>US\$4.92 million</p>
<p>6.3 487,500 people receive financial literacy training under the VUP Financial Services</p>	<ul style="list-style-type: none"> <li>2011/12 67,500 people receive financial literacy training</li> <li>2012/13 82,500 people receive financial literacy training</li> <li>2013/14 97,500 people receive financial literacy training</li> </ul>	<p>VUP</p>	<p>Jun 2012</p> <p>Jun 2013</p> <p>Jun 2014</p>	<p>US\$4.73 million</p> <p>US\$5.92 million</p> <p>US\$7.10 million</p>

programme over 5 years • VUP targets are met	• 2014/15 112,500 people receive financial literacy training		Jun 2015	US\$8.26 million
	• 2015/16 127,500 people receive financial literacy training		Jun 2015	US\$9.47 million
6.4. At least one Ubudehe community and household priority project implemented in all communities – 14,837 – in country • Ubudehe community project programme meets targets	• 2011/12: 2000 communities reached by Ubudehe community project programme	RLDSF (Ubudehe) • MINALOC	June 2012	US\$2.20 million
	• 2012/13: 3,500 communities reached by Ubudehe community project programme		June 2013	US\$3.85 million
	• 2013/14: 3,668 communities reached by Ubudehe community project programme		June 2014	US\$4.03 million
	• 2014/15: 3,669 communities reached by Ubudehe community project programme		June 2015	US\$4.04 million
6.5. Improved monitoring of Ubudehe community projects • SPWG satisfied with standard of monitoring reports from Ubudehe community projects	• Produce guidelines for monitoring of Ubudehe community projects	RLDSF (Ubudehe) • MINALOC	Aug 2011	US\$45,000
	• Effective monitoring of Ubudehe community projects in annual reports		On-going	US\$300,000
6.6. Strengthened access of people with disabilities to relevant government programmes • Disability programme updated • Monitoring reports from SP programmes are disaggregated by disability • 80% of people with disabilities have Disability ID cards	• Nationwide classification undertaken of type and severity of disability for all people with disabilities and “Disability” ID cards distributed	MINISANTE • MINALOC • National Disability Council • Other disability organisations	Jul 2012	US\$1 million
	• Regular monitoring of government-wide programme for people with disabilities	MINALOC • National Disability Council • Other disability organisations	On-going	0
	• Up-date national disability programme		Jun 2013	US\$15,000
6.8. Positive discrimination mechanisms established for historically marginalised people • Increase in participation	• Existing MINALOC programme for historically marginalised people reviewed to assess extent to which introduce positive discrimination mechanisms	MINALOC • SPWG Policy Sub-Committee	Dec 2012	US\$45,000
	• Revisions to programme agreed by SPWG to ensure that		Apr 2013	0

of historically people in key government services	address positive discrimination			
	<ul style="list-style-type: none"> <li>• Cross-governmental co-ordination group established to oversee positive discrimination measures</li> </ul>		Jul 2013	0
	<ul style="list-style-type: none"> <li>• Annual reports provided to SPWG on positive discrimination of historically marginalised people across government</li> </ul>		On-going	0
<b>Outcome 7: Increased awareness across Rwanda and internationally of benefits from national social protection programmes and lessons learnt</b>				
7.1. National communications strategy for social protection designed and implemented <ul style="list-style-type: none"> <li>• National SP communications strategy approved by SPWG</li> <li>• SPWG approves annual reports on progress with communications strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Consultants contracted to produce national SP communications strategy</li> </ul>	MINALOC	Mar 2012	US\$10,000
	<ul style="list-style-type: none"> <li>• National SP communications strategy approved by SPWG.</li> </ul>		May 2012	
	<ul style="list-style-type: none"> <li>• Implementation of national SP communications strategy</li> </ul>		On-going	US\$240,000
7.2. District communications strategies for social protection designed and implemented <ul style="list-style-type: none"> <li>• All Districts have communication strategies approved by District SPWGs</li> </ul>	<ul style="list-style-type: none"> <li>• Orientation workshop for Districts on to develop District Communications Strategy</li> </ul>	MINALOC <ul style="list-style-type: none"> <li>• Districts</li> </ul>	May 2013	US\$60,000 (US\$2,000 per District)
	<ul style="list-style-type: none"> <li>• Districts produce Communications Strategies</li> </ul>		Oct 2013	
7.3. Social protection integrated into MINALOC web-site <ul style="list-style-type: none"> <li>• Web-pages on SP integrated into MINALOC web-site</li> <li>• Year on year increase in visits to SP pages on web-site</li> </ul>	<ul style="list-style-type: none"> <li>• Web-site SP pages designed and launched</li> </ul>	MINALOC	Feb 2013	US\$5,000

## ANNEX 1: RELATIONSHIP OF IMPLEMENTATION PLAN TO STRATEGIC PRIORITIES IN THE NSPS

The table below sets out the relationship between the outcome areas in the Implementation Plan and NSPS log-frame, against the Strategic priorities found in the narrative section of the NSPS

Outcome	Strategic priority in the NSPS
<b>Outcome 1:</b> Leadership, co-ordination and capacity on social protection strengthened across government	<p><b>4.1.</b> High level leadership on social protection (p.44)</p> <p><b>4.2.</b> Social protection at districts and sectors (p.44)</p> <p><b>4.4.</b> Enhanced co-ordination of social protection programmes (p.46)</p> <p><b>4.6.</b> Build capacity of social protection across government (p.48)</p>
<b>Outcome 2:</b> Increased coverage of gender-sensitive social protection programmes that support the provision of a minimum income for families	<p><b>3.3.1.</b> A comprehensive system of cash transfer programmes (p.34)</p> <p><b>3.3.3.</b> Extension of contributory social security and labour standards (p.39)</p> <p><b>3.3.6.</b> Risk mitigation and responsiveness to shocks (p.42)</p>
<b>Outcome 3:</b> Social protection policies developed that are evidence-based and appropriate for Rwanda	<p><b>4.7.</b> Undertake policy analysis on social protection (p.49)</p> <p><b>4.8.</b> Regular monitoring (p.50)</p> <p><b>5.2.</b> Measuring the success of the Strategy (p.55)</p> <p><b>5.3.</b> Impact evaluation (p.55)</p>
<b>Outcome 4:</b> Strengthened systems established for the delivery and monitoring of social protection programmes	<p><b>4.5.</b> Strengthen social protection systems (p.47)</p> <p><b>5.1.</b> Regular monitoring</p>
<b>Outcome 5:</b> Financial resources generated and sector-wide financial system developed to support delivery of social protection programmes	<p><b>6.1.</b> Sector budget (p.57)</p> <p><b>6.2.</b> Sector wide funding mechanism (p.57)</p>
<b>Outcome 6:</b> Social development and complementary programmes to social protection implemented that support family and community efforts to move out of poverty	<p><b>3.3.2.</b> Social protection programmes implemented by other sectors (p.37)</p> <p><b>3.3.4.</b> Social development initiatives to support social protection (p.40)</p> <p><b>3.3.5.</b> Complementary services to social protection (p.41)</p>
<b>Outcome 7:</b> Increased awareness across Rwanda and internationally of the benefits of national social protection programmes and lessons learnt	<p><b>5.4.</b> Communications (p.56)</p>



## **Annex 2: Roles and responsibilities of MINALOC staff working on social protection**

MINALOC will strengthen the Directorate General in Charge of Community Development and Social affairs that has social protection under its responsibilities by recruiting 2 additional staff: Social protection Adviser and Monitoring and evaluation specialist. For the Medium term, they will work in parallel with consultants with same responsibilities who will build their capacity. The main roles and responsibilities of the additional kC staff working on social protection are set out below.

### **Senior Social Protection Adviser (TA and Government position)**

The Senior Social Protection Adviser will be based in the Directorate of the Community Development and Social Affairs. His/her main responsibilities will include:

- Overseeing the key policy studies and reviews to be undertaken as part of the Implementation Plan;
- Providing support and advice to the SPWG, Senior Management in MINALOC and Ministers;
- Leading on the development of policy papers;
- Leading co-ordination on social protection across government;
- Provide technical advice to SP programmes within government;
- Lead on preparing reports for Joint Sector Reviews and other government processes;
- Supporting training on social protection across government, including building capacity of Districts to engage in social protection;
- Leading on communications on social protection – in collaboration with the communications team – including ensuring a good quality and up to date social protection web-site in MINALOC;
- Building capacity of MINALOC staff so that responsibilities are handed-over to staff with appropriate skills at the end of the assignment (Specific task for TA only).

### **Monitoring and evaluation specialist (TA and Government position)**

The M&E specialist will provide technical leadership and support across all areas of engagement on monitoring, evaluation and MIS development.. Key responsibilities will include:

- Developing a M&E plan for social protection, and oversee its implementation;
- Lead on the evaluation of the national social protection system;
- Oversee the development of the national MIS system;
- Providing technical advice on M&E to social protection programmes across government;

- Lead on the provision of regular monitoring reports to the SPWG, Senior Management in MINALOC, and Ministers.

**N.B:** The TA for the two posts is likely to be provided by consultants for up to three years.

## **ANNEX 3: POTENTIAL AREAS TO BE COVERED IN EVALUATION OF SOCIAL PROTECTION PROGRAMMES**

An evaluation of Rwanda's social protection system should cover a range of aspects including: impacts on beneficiaries, non-beneficiaries, and their households; broader impacts on communities; and, operational effectiveness of the programme, including a detailed examination of targeting systems, as this is a priority in the Implementation Plan. More specific areas to be examined are set out below:

### ***Impacts on household and individual well-being (both beneficiaries and non-beneficiaries):***

- How cash or programme benefit is used
- Changes in income/consumption and assets and control of income and assets
- Changes in diet (amount, range, quality, etc)
- School enrolment, attendance and performance
- Health and nutritional status of household members (including, potentially, anthropometrics of children)
- Child labour
- Intra-household social relations including gender relations and level of care given to vulnerable members.
- Access to financial services
- Engagement in the labour market
- Investment in income-generation activities
- Levels of access to complementary interventions and any multiplier effects of engaging with such interventions.

### ***Impacts on communities***

- Changes in social relations in communities, including gender relations, women's empowerment and leadership structures
- Informal social protection practices (e.g. is informal support "crowded in" or "crowded out")
- Perceptions of community members of the "social contract" between citizens and government
- Changes in market activity, including labour markets and cash liquidity within communities
- Inflation and prices of key commodities
- Popularity of programme, – with beneficiaries and non beneficiaries
- Politicisation of programme
- Provision of other public services
- Benefits derived from community assets and sustainability of assets
- Environmental impacts

### ***Impact of SP on national economy and society***

- Changes in dynamism of economy
- Links to employment creation and business generation
- Capital flows
- Impacts on national poverty rates and inequality

***Evaluation of targeting methodologies***

- Effectiveness in terms of reaching the poor and vulnerable
- Effectiveness in reaching intended beneficiaries
- Impact on social and community cohesion
- Impact on gender relations and women's empowerment
- Popularity of targeting methodologies
- Extent to which perverse incentives are generated
- Level of understanding of targeting methodology by communities
- Costs of targeting

***Evaluation of operational effectiveness – including cost-effectiveness – of programmes, focusing in particular on the following elements:***

- Registration mechanisms
- Grievance mechanisms
- Adequacy of benefit provided
- Cash delivery system, particularly access, timeliness, security and predictability of transfers
- Integration with other programmes supported by government and development partners
- Management information system
- Monitoring processes
- Performance of staff
- Scale-ability
- Exit and graduation strategies

## **ANNEX 4: ROADMAP TO A SOCIAL PROTECTION SECTOR FUNDING MECHANISM**

The Ministry of Local Government along with Development partners agree that the spirit of a sector-wide approach (SWAp) in the social protection sector will facilitate the attainment of the goals set out in the EDPRS. The National Social Protection Strategy (NSPS) sets out plans to create a Social Protection Sector Funding Mechanism (SPSFM). The aim of the SPSFM will be to facilitate development partners to contribute funding to the sector as a whole – as budget support earmarked for social protection – rather than tying their support to a specific project within the sector. GoR's preferred modality for external financing is budget support, using GoR systems and procedures. Compared with traditional project modalities, budget support minimises transaction costs, avoids distortions, provides incentives for strengthening GoR budgeting and management processes, and maximises government ownership and commitment. Budget support enables government to align funding to its priorities within the sector, which will be agreed with development partners, and will build mutual accountability between government and development partners

Rwanda already receives substantial external financing in the form of general budget support (GBS) which is not “earmarked” for a specific sector. Also, some sectors – such as Education, Health, Agriculture, Transport and Justice – already receive sector budget support. Indeed, some social protection interventions – such as VUP – already receive funding via budget support although, in the case of recently approved EU funding, it is not technically “sectoral” as it also funds the Ubudehe programme which is outside the social protection sector.

The SPSFM will comprise the pooled contributions of several development partners and will be disbursed using a single, common system. Apart from the earmarking and pooling aspects, the SPSFM will follow essentially the same process as the existing GBS modality.

Core aspects of the SPSFM will be:

- The SPSFM will only finance activities within the sector which are on-plan (i.e. in the NSPS Implementation Plan) and on-budget (i.e. in the MTEF and consistent with the annual Budget Law);
- Development partner contributions will be made into a foreign exchange collection account under the control of MINECOFIN subject to performance and financial management benchmarks. MINECOFIN will draw down funds from the collection account through transfer to a single treasury account that will be established to finance budgeted expenditures in the social protection sector.
- SPSFM resources will be fungible in the single treasury account with other GoR resources (including domestic revenues and GBS) and will be controlled using GoR systems for budgeting, procurement and

financial management; there will be no “separate account” within the GoR system for SPSFM finances;

- Resources for the SPSFM will be provided by development partners on the understanding that: (i) the total resource envelope budgeted for social protection will be increased to reflect the promised additional resources, and (ii) the funds provided will be “earmarked” to ensure that key budgeted social protection sector expenditures are ring-fenced – i.e. the budgeted expenditures are funded on time and in full.

The increase in social protection sector resources will not be separately identified as “SPSFM” resources, but simply as a larger GoR resource envelope for the sector combining domestic revenues, general and sector budget support. However, the GoR will have to be able to demonstrate clear “additionality” to the SP Sector. This will be done initially by the GoR/MINECOFIN revising the MTEF and budget ceilings in light of indications from development partners of their expected contributions to the SPSFM. For subsequent years, SPSFM commitments should already be factored into the MTEF and budget ceilings by MINECOFIN. Consequently, additionality will be harder to demonstrate owing to the lack of a clear counter-factual. The GoR will, therefore, need to develop proposals to indicate how it will continue to demonstrate additionality, to the satisfaction of development partners.

During budget processes care will need to be taken to ensure that general and sectoral budget support decisions are complementary and consistent: the value of the SPSFM will be undermined if it leads to any reduction in GBS support.

### **ADVANTAGES OF A SPSFM**

The advantages of developing a SPSFM are that it will:

- Mobilise additional resources to bridge the Social Protection Sector financing gap;
- Improve the predictability of financing flows within the sector;
- Ensure that funds are available early in the financial year to finance vital budgeted expenditures;
- Strengthen GoR social protection sector budgeting, financial management, monitoring and evaluation processes;
- Enable a closer and more supportive relationship between development partners and GoR in the social protection sector than would be possible or desirable in the context of GBS;
- Reduce transaction costs, management burden and inefficient service delivery of project approaches; and
- Encourage “project modality” donors to move up to a budget support approach, and, possibly, ultimately lead these donors towards non-earmarked general budget support.

### **PREREQUISITES TO ESTABLISHING A SP SECTOR FUNDING MECHANISM**

There are a number of prerequisites that need to be achieved if a SP Sector Funding Mechanism is to be established. These include:

- Defining the SP Sector
- Building strong social protection capacity in MINALOC
- Ensuring that the Social Protection Working Group functions effectively.
- The agreement of triggers and benchmarks

Each of these prerequisites will be discussed and agreed upon in the different sub-committees once established and results circulated to the SP

## **Annex 5: Exchange Rates used**

1. Exchanges rates used are based on rates in agreements between Government and Development Partners or where no rate is specified, current market rates at April 2011. They are:
  - US\$ 1 = Rwf600
  - Euro 1 = US\$1.4871
  - GB Pound 1 = US\$1.6689
  - Swedish Krona 1 = US\$0.166728