Republic of Rwanda

Ministry of Local Government

Social Protection Sector Strategic Plan 2024 – 2029 (Full version)

Kigali, January 2025

TABLE OF CONTENTS

TABLE OF CONTENTS i
LIST OF TABLES iii
LIST OF FIGURES iii
ACRONYMS AND ABBREVIATIONS iv
DEFINITION OF TERMS vi
EXECUTIVE SUMMARY 10
CHAPTER 1: 12
1 INTRODUCTION 12
1.1 STRUCTURE OF THE SP-SSP 12
1.2 CONTEXT TO THE DEVELOPMENT OF THE SP-SSP 12
1.3 PURPOSE OF THE SP-SSP 13
1.4 SP-SSP ELABORATION PROCESS 13
1.5 CONCEPTUAL APPROACH TO THE SOCIAL PROTECTION SECTOR STRATEGY 15
1.6 SECTOR STRATEGIC PLAN – WHAT IS NEW? 19
CHAPTER 2: 21
2 OVERVIEW OF THE SOCIAL PROTECTION SECTOR 21
2.1 CONCEPTUAL APPROACH TO SOCIAL PROTECTION 21
2.2 POLICY COMMITMENTS ON SOCIAL PROTECTION 21
2.2.1 NATIONAL LEGISLATIVE AND POLICY COMMITMENTS ON SOCIAL PROTECTION 21
2.2.2 CONTRIBUTIONS TO VISION 2050 23
2.2.3 INTERNATIONAL POLICY COMMITMENTS ON SOCIAL PROTECTION 24
2.2.4 REGIONAL COMMITMENTS ON SOCIAL PROTECTION 25
2.3 PROGRAMMATIC SCOPE OF SOCIAL PROTECTION SECTOR IN RWANDA 25
2.4 BUILDING A MULTITIERED SOCIAL PROTECTION SYSTEM THAT ACHIEVES SUSTAINABLE FINANCING 28
2.5 INSTITUTIONAL OVERVIEW OF THE SECTOR 29
2.6 SECTOR ACHIEVEMENTS, CHALLENGES AND LESSONS LEARNT 30
2.6.1 KEY ACHIEVEMENTS OF SP-SSP1 (2018-2024) OUTCOME INDICATOR TARGETS, REMAINING GAPS AND CHALLENGES 30
CHAPTER 3: 33
3 THE STRATEGIC FRAMEWORK 33
3.1 MISSION AND OBJECTIVES 33

3.1.1 VISION AND MISSION OF THE SECTOR: 33
3.1.2 THEORY OF CHANGE 34
3.2 ELABORATION OF PRIORITIES AND INNOVATIONS FOR 2024-2029 35
3.3 CONTRIBUTION TO NST2, OTHER SECTOR STRATEGIES AND CROSS CUTTING AREAS 48
3.3.1 CONTRIBUTION TO NST2 THEMATIC AREAS/ PRIORITIES: 48
3.3.1 ALIGNMENT WITH OTHER SECTOR STRATEGIES 49
3.3.2 CONTRIBUTION TO NST1 CROSS-CUTTING AREAS 50
3.4 SP-SSP RESULTS CHAIN 52
CHAPTER 4: 61
4 IMPLEMENTATION ARRANGEMENTS 61
4.1. INSTITUTIONAL FRAMEWORK 61
4.1.1 ROLES OF CENTRAL AND LOCAL GOVERNMENTS 61
4.1.2 ROLE OF DEVELOPMENT PARTNERS 63
4.1.3 ROLE OF CIVIL SOCIETY ORGANISATION 64
4.1.4 ROLE OF PRIVATE SECTOR 64
4.2. MECHANISMS FOR CO-ORDINATION BETWEEN STAKEHOLDERS AND PARTNERS IN THE SECTOR 65
4.3. COORDINATION OF STAKEHOLDERS 66
CHAPTER 5: 67
5 MONITORING AND EVALUATION 67
5.1 SECTOR MONITORING AND EVALUATION ARRANGEMENTS 67
5.2 SECTOR MONITORING AND EVALUATION SYSTEMS 67
CHAPTER 6: 91
6 COST AND FINANCING OF THE SECTOR STRATEGIC PLAN 91
ANNEX 1: FURTHER REVIEW OF SECTOR ACHEIVEMENTS, CHALLENGES AND LESSONS LEARNT 100
ANNEX 2: SOCIAL PROTECTION SECTOR THEORY OF CHANGE 107
ANNEX 3: IMPLEMENTATION PLAN 108

LIST OF FIGURES

Figure 1:Pivot to Promote, Protect and Prevent.....15
Figure 2: Illustration of Promotion and Prevention.....17
Figure 3: The Consumption Curve and Our Objectives.....18
Figure 4: Operational scope of the social protection sector in Rwanda.....28
Figure 5: SPSSP Theory of Change.....34
Figure 6: Core functions of information systems and interoperability.....69
Figure 7: Current and projected level of benefits and coverage.....101
Figure 8: VUP contribution to a beneficiary household to reach the poverty line.....101
Figure 9: Household members by VUP Component.....104
Figure 10: VUP Household size by component over 5 years.....104

LIST OF TABLES

Table 1: What's new in the SPSSP?.....19
Table 2: Key national targets to which the social protection sector contributes.....23
Table 3: Linkages and alignment between NST2 and the SP-SSP.....48
Table 4: Social Protection Sector Results Chain.....52
Table 5: Sector M&E Framework.....71
Table 6: Costing of the SPSSP.....91

ACRONYMS AND ABBREVIATIONS

AU	African Union
CEDAW	Convention on the Elimination of Discrimination against Women
CFSVA	Comprehensive Food Security and Vulnerability Assessment
cPW	Classic Public Works
CRC	Convention on the Rights of the Child
CSO	Civil Society Organisation
DIS	Direct Income Support
DP	Development Partner
EAC	East African Community
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Household Living Conditions Survey
ePW	Expanded Public Works
FCDO	Foreign, Commonwealth and Development Office
GBV	Gender-based Violence
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HH	Household
ICESCR	International Covenant on Economic, Social and Cultural Rights
ILO	International Labour Organisation
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINEMA	Ministry in Charge of Emergency Management
MoH	Ministry of Health
MTEF	Medium-Term Expenditure Framework
NCDA	National Child Development Agency
NCPD	National Council for People with Disabilities
NDC	Nationally Determined Contributions
NGO	Non-Government Organisation
NISR	National Institute of Statistics, Rwanda
NRS	National Rehabilitation Service
NST	National Strategy for Transformation
NWC	National Women's Council
PMT	Proxy Means Test/Testing
PW	Public Works
PwD	Person with Disabilities
RAB	Rwanda Agricultural Board

RCA	Rwanda Cooperatives Agency
RDHS	Rwanda Demographic and Health Survey
RDRC	Rwanda Demobilisation and Reintegration Commission
RGB	Rwanda Governance Board
RSSB	Rwanda Social Security Board
RWF	Rwandan Francs
SACCO	Savings and Credit Cooperative
SDG	Sustainable Development Goal
SP	Social Protection
SPSWG	Social Protection Sector Working Group
SSP	Sector Strategic Plan
TMM	Tubarerere Mu Muryango
UN	United Nations
UNICEF	United Nations Children's Fund
USD	United States Dollar
VUP	Vision Umurenge Programme
WB	World Bank
7YGP	Seven Year Government Programme

DEFINITION OF TERMS

Adaptive Social Protection	Adaptive social protection (ASP) helps to build the resilience of poor and vulnerable households to the impacts of large, covariate shocks, such as natural disasters, economic crises, pandemics, conflict, and forced displacement. Through the provision of transfers and services directly to these households, ASP supports their capacity to prepare for, cope with, and adapt to the shocks they face—before, during, and after these shocks occur. (World Bank 2020)
Adult Equivalent	A methodology for comparing the standard of living of individuals in different households to take account of differences in household size and composition
Basic needs	The minimum resources required for Rwandans to live an adequate standard of living, equivalent to the poverty line.
Complementary services	Any programme or service that directly supports the achievement of the social protection sector's intended impacts on poverty and malnutrition. Although complementary are not formally part of the social protection sector, the social protection sector will undertake special efforts to strengthen coordination with, and promote access to, complementary services by beneficiaries of social protection programmes.
Delinquency	Any conducts that are against the laws or moral standards of Rwandan society.
Direct Income Support	Non-contributory / tax-financed schemes providing regular, predictable income support to eligible individuals or households. Includes public works, unconditional cash transfer schemes, social pensions, disability benefits, child benefits, among others.
Disaster Response	Disaster response refers to the immediate actions taken to save lives, protect property, and meet the basic needs of affected communities following a natural or man-made disaster. This includes emergency services, relief efforts, medical care, shelter provision, and the restoration of essential services to stabilize the situation and support recovery efforts.
Extreme poverty	A level of consumption below the official extreme poverty line (RWF105,064 per adult equivalent per year in 2014 prices).
Gender	A social construct that refers to the responsibilities, rights, opportunities, respect and value a person receives from society in accordance with his/her sex, and which may change in relation to time, culture and other criteria.

Graduation	A situation whereby a previously extremely poor household increases their household productivity and resilience to the extent that their consumption permanently remains above the official poverty line.
Lifecycle Approach	The lifecycle approach reflects that individuals face different risks and vulnerabilities at different stages in their lives, and that social protection can be designed to address these risks at each stage. It is a provision of basic social protection to citizens from the cradle to the grave.
Minimum Package for Graduation	A programme of the Government of Rwanda that provides a defined set of benefits to extremely poor households that have the capacity to develop a sustainable livelihood. These benefits included: a minimum number of days' work on public works; a productive asset; a caseworker; and health insurance.
Multi-Tiered Social Protection	A multi-tiered social protection system achieves the goal of universal coverage through a combination of well-articulated and coherent schemes. It can include tax-financed core life-cycle programmes, emergency response during periods of vulnerability and contributory schemes and contributory schemes which collectively address vulnerability and need and risk protection.
Poor	A level of consumption below the official poverty line (RWF 159,375 per adult equivalent per year in 2014 prices).
Rehabilitation	The combined and co-ordinated use of medical, social, educational and vocational measures for training or retraining an individual to achieve an optimal state of health, psychological functioning, and social well-being
Social Assistance	A non-contributory minimum guaranteed level of financial security for everyone during key periods of vulnerability.
Social Care Services	Services that provide institutional and community-based care, protection, rehabilitation, psycho-social support, advice, referrals and case management support to the most vulnerable.
Social Insurance	Publicly provided or mandated contributory scheme that guarantees protection through an insurance mechanism, based on: (1) the payment of contributions before the occurrence of the insured contingency; (2) the sharing or "pooling" of risk; and (3) the notion of a guarantee. Social insurance schemes will protect those in the formal and informal sector through mandatory and voluntary insurance schemes that increasingly expand to protect a broader set of lifecycle risks.
Social Protection Floor	In order to ensure effective access to essential health care and basic income security throughout the life cycle, national social protection floors should comprise at least the following social security guarantees, as defined at the national level:

	• access to essential health care, including maternity care. • basic income security for children, providing access to nutrition, education, care and any other necessary goods and services. • basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability. • basic income security for older persons. ***Source: The ILO Social Protection Floors Recommendation, 2012 (No. 202)***
Shock Responsive Social Protection	A shock-responsive social protection (SRSP) system supports prevention, mitigation, preparedness, response and building back in line with the DRM cycle. In this strategic plan, SRSP focuses on three elements: • Ex ante public works to mitigate the impact of climatic shocks • A cash transfer paid to prevent people affected by a shock from adopting negative coping strategies as a result of the shock, to smooth consumption and to enable them to retain their assets. Ex post public works to rebuild public assets destroyed by the climatic shock and to provide cash-for-work to poor households adversely affected by the shock.
Social Security	Overarching term for contributory / insurance-based and non-contributory / tax-financed benefit schemes such as pensions, disability benefits, maternity benefits
Voluntary savings	The third tier of the multi-tiered approach which consists of additional voluntary or supplementary schemes for higher levels of financial security, particularly for contingencies like old age.
Vulnerability	The extent to which an individual or household is able to withstand socioeconomic shocks and subsequent likelihood of experiencing declines in welfare and/or social deprivation.
Vulnerable	An individual or household who, for whatever reason, is less able to withstand socio-economic shocks and is therefore at an elevated risk of experiencing declines in welfare and or other forms of social deprivation. In the context of this strategy key vulnerable groups in Rwanda include low income and/or labour-constrained individuals or households, children, older persons, persons with disabilities, women and girls, youth, people living with chronic illnesses.
Youth	All individuals aged 16 to 30 years.

FOREWORD

It is with both pride and optimism that I present the Social Protection Sector Strategic Plan (SP-SSP) for 2024–2029, a comprehensive roadmap for addressing poverty and promoting inclusive development in Rwanda. This strategic plan builds on the successes and lessons of previous policies and strategies, aligning closely with the National Strategy for Transformation (NST2) and Vision 2050. At its core, the SP-SSP reflects our unwavering commitment to ensuring that no Rwandan is left behind.

Rwanda's journey in social protection has been transformative. Over the years, programs like the Vision Umurenge Programme (VUP) and the Ejo Heza long-term savings scheme have empowered vulnerable populations, while innovative initiatives such as the Nutrition-Sensitive Direct Support have directly contributed to reducing malnutrition among children and mothers. These achievements are a testament to our collective determination, yet challenges such as coverage gaps and socio-economic shocks underscore the need for renewed focus and investment.

The SP-SSP sets out three foundational objectives: Protect, Promote, and Prevent. These pillars are designed to safeguard those already in poverty, enable households to graduate sustainably from poverty, and prevent those who are vulnerable from falling into poverty due to lifecycle events or shocks. By prioritising expanded coverage, adequate benefits, and improved systems, we aim to significantly reduce poverty, strengthen resilience, and enhance human capital development across the country.

This plan emphasises cross-sector collaboration and innovative approaches, recognising that the challenges we face require coordinated efforts from all stakeholders, including government agencies, development partners, civil society, and the private sector. The strengthened monitoring and evaluation systems embedded in this strategy will ensure accountability and guide evidence-based decision-making, fostering greater investment and impact.

As we embark on this new chapter, I call on all stakeholders to continue their support and dedication to the social protection agenda. Together, let us build a more inclusive, resilient, and prosperous Rwanda where every citizen has the opportunity to thrive and contribute to our shared vision for 2050.

EXECUTIVE SUMMARY

The Social Protection Sector Strategic Plan (SP-SSP) for 2024-2029 is designed to align with Rwanda's Vision 2050 and the National Strategy for Transformation (NST2), to enhance social protection and reduce poverty. It continues the government's commitment to social protection, rooted in the Constitution of Rwanda (2015).

Key Achievements and Challenges: The Social Protection Sector has seen significant advancements, with improved coverage for older persons, persons with disabilities, and vulnerable groups, alongside initiatives such as the Ejo Heza savings program and the Vision Umurenge Programme (VUP) extended coverage for mothers and infants. However, challenges persist in achieving coverage and adequacy targets, particularly exacerbated by shocks experienced during the NST1 period, including COVID-19, inflation, and climate change impacts. These challenges have limited progress for the sector, in particular in reaching poverty reduction targets.

The SP-SSP sets out three overarching objectives: **Protect**, **Promote**, and **Prevent**. These goals are geared toward reducing poverty, empowering vulnerable populations, and safeguarding households from socio-economic shocks. Specifically, the plan focuses on protecting those already in poverty, promoting sustainable graduation through income generation opportunities, and preventing at-risk households from falling into poverty due to shocks or lifecycle events.

Through these three objectives, the Social Protection Sector will cut poverty significantly. This will be supported through the following **strategic priorities between 2024 and 2029**, as outlined in the table below.

Strategic Priorities	Brief Description
Create an enabling environment that empowers households to sustainably graduate out of poverty	Through the provision of safety nets, coaching, asset transfers, and financial literacy programs, the SP-SSP aims to empower households to achieve long-term economic independence.
Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people	Expanding coverage and improving benefits for vulnerable groups, including older persons, persons with disabilities, and children, is essential to achieve both coverage and poverty reduction targets.
Ensure that social security is extended to all people	Ensuring broader participation and coverage of social security schemes for the formal and informal sector workers, while expanding initiatives like Ejo Heza.
Ensure that all populations have access to health insurance	Ensuring 100% health insurance coverage, especially for the poorest, through the Community-Based Health Insurance.
Strengthen the contribution of social protection to prevent and reduce malnutrition	Strengthening income support and access to nutrition especially for children under five, pregnant women, and vulnerable mothers.
Ensure that all vulnerable groups have access to high quality social care services	Enhancing social care services for vulnerable populations, including psychosocial support, reintegration packages, community-based rehabilitation and livelihood support.

Strengthen - shock responsive mechanisms for all vulnerable people at risk of being pushed into poverty as a result of shocks	Developing disaster risk reduction strategies and shock-responsive cash and in-kind transfers to mitigate the effects of climate change and other crises.
Strengthened governance, M&E systems, evidence generation and cross cutting interventions	Improving institutional coordination and monitoring to track progress, ensure accountability and generate increased investment.

Cross-Sector Alignment: The SP-SSP aligns with other sector strategies such as private sector development, financial inclusion, and health, ensuring a holistic approach to poverty reduction and social protection.

The **Monitoring and Evaluation (M&E) system** will be strengthened through the use of innovations such as the **Social Registry Information System** (SRIS) and the **Monitoring and Evaluation Information System** (MEIS), ensuring real-time tracking of beneficiaries and program effectiveness. A new **Graduation Management Information System** will support the monitoring of multisectoral inputs and impacts among graduation clients. These systems will enhance data accuracy, accountability, and impact measurement across all social protection interventions.

Through this comprehensive strategic plan, the Social Protection Sector aims to continue building an inclusive and resilient social protection system that empowers its citizens and supports long-term development goals.

CHAPTER 1:
1 INTRODUCTION

1.1 STRUCTURE OF THE SP-SSP

The Social Protection Sector Strategic Plan (SP-SSP) follows the structure provided by MINECOFIN, allowing the plans of the different sectors to be easily compared.

1.2 CONTEXT TO THE DEVELOPMENT OF THE SP-SSP

The Constitution of the Republic of Rwanda (2015) guarantees the right to social protection, reflecting commitments made in various international conventions that the Government of Rwanda has signed.

In response to the trauma of the 1994 Genocide against the Tutsi, Rwanda has made determined efforts to fulfil these rights. In 2005, the first National Social Protection Policy aimed to establish a comprehensive social protection system that offers "universal protection for all citizens" (GoR, 2005). The first Economic Development and Poverty Reduction Strategy (EDPRS) (2007-2012) formally recognised social protection as a sector and introduced the Vision 2020 Umurenge Programme (later renamed the Vision Umurenge Programme (VUP)) as a flagship initiative.

The second EDPRS (2013-2018) reiterated the importance of social protection for Rwanda's socio-economic development, and the National Social Protection Strategy (2011) facilitated significant expansion of coverage and improved efficiency. The vision for social protection has been further refined with the launch of Vision 2050, with corresponding National Strategies for Transformation 2018-2024 (NST1).

The Government of Rwanda adopted an updated National Social Protection Policy in 2020, outlining its short-, medium-, and long-term social protection objectives. This policy reaffirms the government's commitment to progressively developing an inclusive and comprehensive social protection system that is well coordinated and multi-tiered in its approach to achieve universal coverage of key lifecycle risks. The policy aims to achieve this based on values such as inclusive development, self-reliance, citizen participation, service excellence, home grown solutions and national solidarity. The policy aligns with Rwanda's broader social policy framework, regional and international social protection commitments, and over a decade of experience in social protection programming.

The pivotal role of social protection was highlighted by the adoption of the National Strategy for Sustainable Graduation (2022), which outlines the government's commitment to supporting those households with labour capacity to permanently transition out of poverty. It maintains central focus on social protection as the first of its

seven pillars, with the provision of a safety net to all graduation clients (whether being provided by Government or by CSOs).

The National Strategy for Sustainable Graduation reflects Rwanda's ongoing efforts to promote self-reliance and economic empowerment, providing tailored assistance and opportunities for sustainable livelihoods. It emphasises the importance of creating pathways to self-sufficiency through skills development, employment opportunities, and support for entrepreneurship. The strategy aims to strengthen Rwanda's social fabric and contribute to the country's broader goals of inclusive development, economic resilience, and overall prosperity for all Rwandans.

NST1 2018-2024 reinforced social protection's pivotal role in Rwanda's strategy to eliminate extreme poverty by 2024 and to achieve a high standard of living by 2050. During the implementation of NST1, COVID 19 and the conflict in Ukraine resulted in widespread inflation, including the highest levels recorded in Rwanda, making the eradication of extreme poverty a continued goal for the social protection sector moving forward to the second National Strategy for Transformation 2024-2029 (NST2).

1.3 PURPOSE OF THE SP-SSP

This Second Social Protection Sector Strategic Plan (SP-SSP2) is designed to help Rwanda achieve its goals as outlined in NST2, within the context of Vision 2050 with a timeframe from 2024 to 2029.

Guided by the National Social Protection Policy (2020), the strategy presents a vision for the social protection sector, offering creative guidance on prioritising interventions, allocating and timing resources, and refining target groups with increased awareness and distinction between poverty and vulnerability.

This SP-SSP2 simplifies institutional arrangements for effective policy implementation and provides a framework for monitoring and evaluating performance. The Strategy introduces several policy innovations to address persistent challenges, such as coverage, adequacy of benefits, effectiveness of targeting, adaptability to both vulnerability and shocks, institutional capacity in tracking impact, and coordination, including multisectoral coordination to support sustainable graduation. Moreover, the strategy seeks to guide the sector toward achieving medium- and long-term targets in line with the Sustainable Development Goals (by 2035), Vision 2050, and AU Agenda 2063. Through these changes, the sector aims to enhance its impact and achieve sustained progress toward its goals.

1.4 SP-SSP ELABORATION PROCESS

The drafting process of SP-SSP2 followed a consultative process as outlined:

- March 7-8, 2024: Social Protection Sector Working Group Retreat in Musanze with over 70 delegates.

- March 18th – 19th 2024: Consultative process in Kigali with over 20 participants refining sector priorities.
- April 24th -26th 2024: Retreat in Musanze with 20 government focal persons finalizing priorities and targets.
- Week of May 13th, 2024: SP-SSP strategic framework circulated to development partners and Sector Working Group Sub-Committees.
- Week of May 20th, 2024: Sub-Committees convened for further consultation and feedback.
- June 4th, 2024: Revised document circulated to all members of the Social Protection Sector Working Group.
- June 7th, 2024: Additional round of consultation with development partners.
- June 11th, 2024: Revised version validated at the Sector Working Group Forward-Looking Joint Sector Review in Kigali.
- 26th June 2024 Further workshop with elaboration team and MINECOFIN to discuss and integrate sector feedback:
- 27th June 2024 Submission of updated M&E Matrix, cross-cutting areas to MINECOFIN:
- 7th June 2024 circulation of the Sector Strategic Plan costing plan supported but a Costing Assumptions document to explain how the costings have been derived
- 8th July 2024 Submission of presentation package (narrative, M&E matrix, costing and PowerPoint) to MINECOFIN, including costing:
- 15th July 2024 Presentation of the Sector Strategic Plan to MINALOC Directors General
- 26th July 2024 Resubmission of the PowerPoint in response to feedback from MINECOFIN
- 29th July 2024 Presented to Senior Management in MINALOC
- 31st July 2024 Presented to the Minister and Minister of State in MINALOC and Governors from the Provinces and City of Kigali
- 27th September NST2 Priorities linked to SPSSP drafted with MINECOFIN
- 7th October 2024Draft of SPSSP 20-pager submitted to MINECOFIN
- 10th October 2024SPSSP was presented to the sector at the Social Protection Conference
- 8th November 2024Costing submitted to MINECOFIN
- 12th December 2024 Document submitted to MINECOFIN and later approved upon further consultations broadly in the sector, within MINELOC and with MINECOFIN.
- 10 January 2025, Abridged version of the SP-SSP approved and published on MINECOFIN website.

1.5 CONCEPTUAL APPROACH TO THE SOCIAL PROTECTION SECTOR STRATEGY

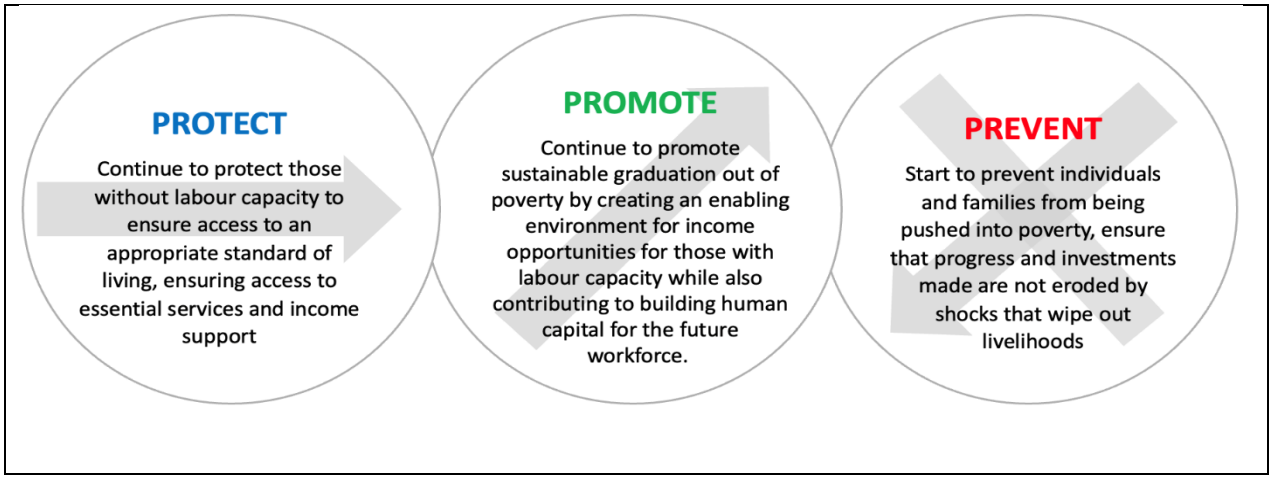
Progressing towards the overarching aspiration of Vision 2050, "High Quality and Standards of Life for Rwandans," the Second-Generation Social Protection Sector Strategic Plan (SPSSP) outlines interventions aimed at achieving the following overall objective:

Overall objective: The overall objective that guides this strategy is to:

- **protect** those in poverty by ensuring inclusive access to essential services and income support,
- **promote** sustainable graduation out of poverty by creating an enabling environment for income opportunities for those with labour capacity while also contributing to building human capital for the future workforce; and,
- **prevent** individuals and households falling into poverty by providing inclusive income security, encouraging savings and providing insurance mechanisms to safeguard individuals and families from shocks.

This objective builds on the continuation of existing interventions that protect and promote people out of poverty, while introducing new and innovative approaches, and introducing interventions primarily centred on prevention, as visualised in Figure 1 below.

Figure 1:Pivot to Promote, Protect and Prevent



PROTECT

Protecting those in poverty is crucial to this strategy. By ensuring access to essential services and providing direct income support, this strategy aims to help vulnerable members of our society maintain an adequate standard of living. While Rwanda's social protection system currently provides protection, it is limited in both coverage and benefit adequacy, thus constraining its impact on the overall goal of reducing and eradicating extreme poverty. As we move forward, ensuring the protection of the most vulnerable is of increased importance if we are to achieve our ambitions of poverty reduction.

The sector will achieve this through the provision of adequate social security benefits. Social assistance will continue to be provided to those in the informal sector where direct income support will be gradually replaced by categorical grants for older persons, persons with disabilities, and children. Additionally, social insurance schemes will protect those in the formal sector through mandatory contributory schemes that increasingly expand to protect a broader set of lifecycle risks. Both the informal and formal sector will continue to have the opportunity to join voluntary long-term savings schemes while health insurance subsidies will continue to protect the most vulnerable. These measures will collectively enhance the protective nature of our social protection system and strengthen contributions to the broader objective of reducing poverty in Rwanda.

PROMOTE

Promoting graduation out of poverty remains at the centre of the sector's objectives moving forward. This involves creating an enabling environment that supports graduation clients in their personal journey out of poverty.

The Graduation Strategy provides a sequenced package of interventions delivered over 2 years which will collectively support a household on its journey out of poverty. This package will include a safety net which ensures that household can address its basic needs whilst constructs and drives its journey towards sustainable graduation. Other critical elements of the sequenced intervention include: (i) the provision of financial literacy training so the households can manage its livelihood (ii) provision of productive assets and skills development and (iii) increasing access to complementary services as required. Through the Graduation interventions the strategy will equip individuals within targeted households with the necessary tools and training to secure income and build a better future for themselves and their families.

The sector will contribute to the building skills and the creation of jobs for youth to ensure the potential of youth in poor households is invested in to move out of poverty and stay out of poverty. This approach not only improves individual livelihoods but can also diversify the number of livelihoods in each household, which is essential for building resilience. Investing in the future workforce can also tackle intergenerational poverty and contributes to the overall economic development of the country. Moving forward, it will also be important to ensure the unique composition of households enrolled in graduation are considered to ensure the required support and interventions are provided to protect investments in graduation.

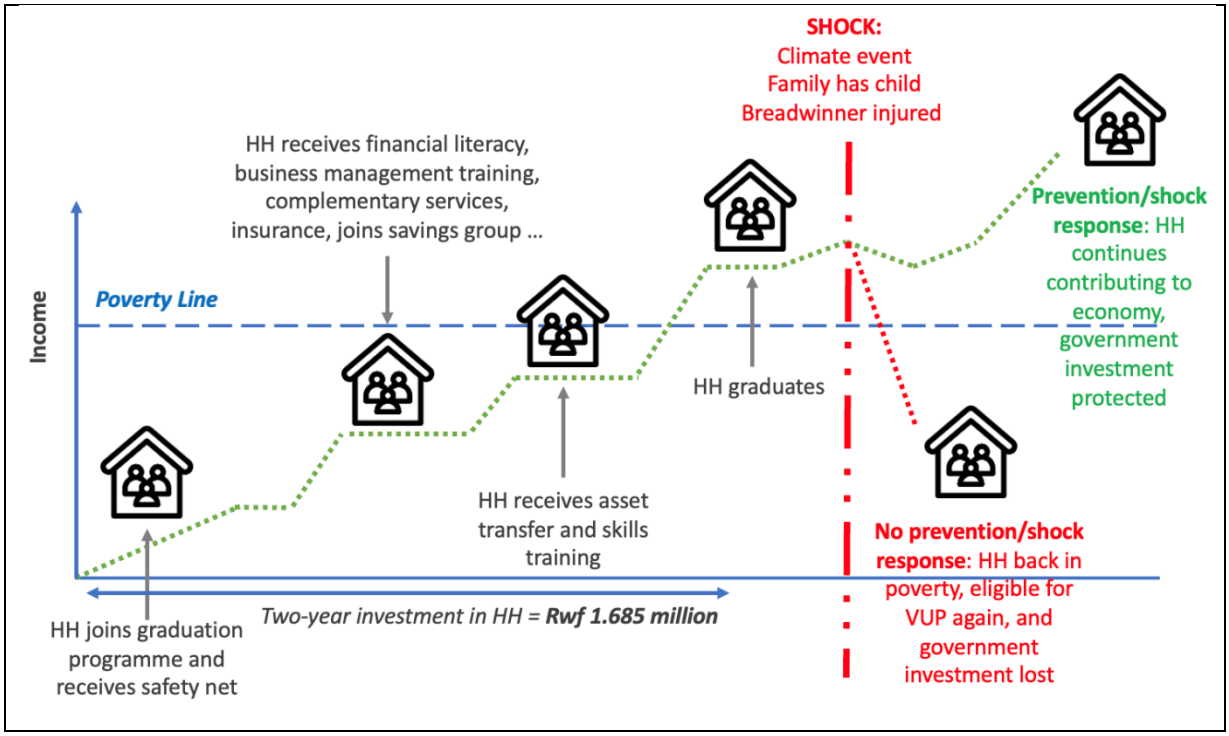
Promoting individuals and households out of poverty is at the centre of Rwanda's social protection and livelihoods programming but requires further efforts to ensure that planning and coordination allow the right people to receive the right investments at the right time, delivering the full graduation package to all clients.

PREVENT

The third and new critical component is **to prevent individuals and households from falling into poverty.** Events that typically push people into, or further into, poverty can often be foreseen, such as lifecycle risks. Co-variate shocks that affect a group of people (usually in the same location) at the same time, such as climate shocks and

disasters, but also pandemics or inflation, require prevention, mitigation, preparedness, response and recovery. Prevention is less costly than recovery but requires further investment. Prevention is also essential to protect investments in the sector, including the relatively large investments made in graduation households, totalling approximately Rwf 1.685 million per household over the 2-year graduation cycle. Ensuring these investments are not lost and eventually yield a return is essential to drive further investment in the sector. This can be achieved through mechanisms that provide support during specific risks and shocks. This concept of prevention, and its linkages to promotion, is detailed in Figure 2 below. As we move forward it will be increasingly important to strengthen the shock responsive social protection component to ensure that the social protection system as a whole is adaptive with strong links to disaster risk mitigation.

Figure 2: Illustration of Promotion and Prevention



One factor that affects household consumption and livelihoods is lifecycle shocks, such as childbirth, disability and old age. For example, having a child immediately reduces a household's consumption per person, as the same amount the household consumed before the child's birth is now shared by one additional member. This can make the household poorer, especially if fewer members, such as the child's mother, can work to make up for the extra dependency. Other lifecycle events also immediately increase the risk of poverty, when households face old age, retirement and disability. As such, this strategy aims to increase investment in categorical and lifecycle benefits. Benefits that help households avoid or reduce poverty when they face major life challenges also boost their resilience and safeguard their economic progress, as well as the economy in general.

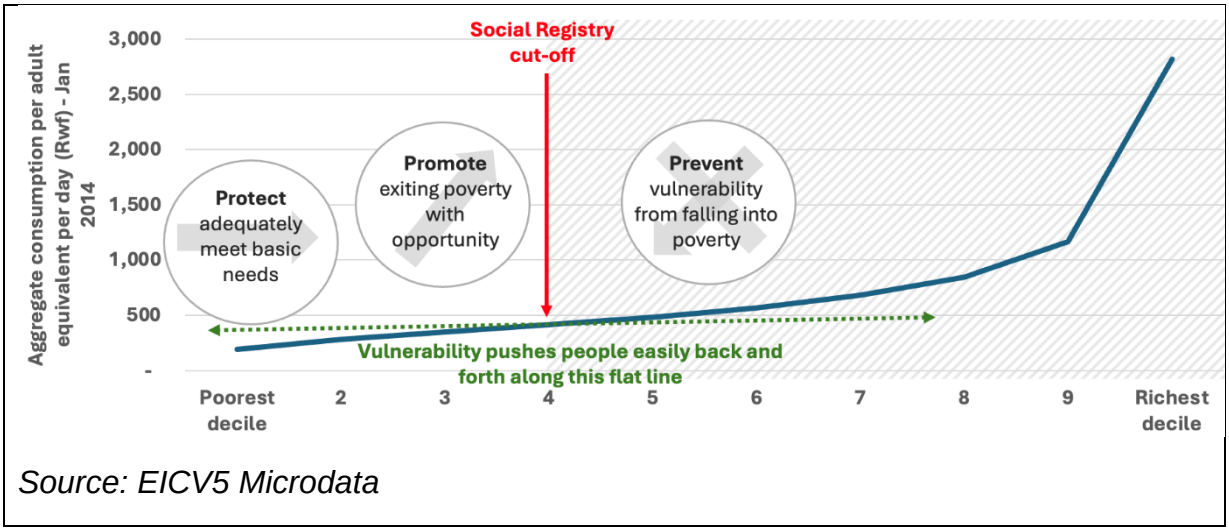
Another important factor that affects household consumption and livelihoods is climate shocks and disasters. This strategy aims to increase investments in shock responsive

social protection, including climate-smart public works and the shock responsive cash transfer. While climate-smart public works can support shock preparedness and mitigation, the shock responsive cash transfer can immediately respond to shocks and protect livelihoods. This strategy also aims to ensure that climate smart interventions are designed to support the achievement of Rwanda's Nationally Determined Contributions (NDCs) to the Paris Agreement.

SIGNIFICANCE WITHIN NATIONAL CONTEXT

The three objectives of this strategy each play a complementary role in securing investments in the sector and generating impact that produces a return on that investment for both clients and investors, each serving a different target population to more adequately address more unique features of both poverty and vulnerability. Figure 3 has been developed using the microdata compiled by the National Institute of Statistics of Rwanda as part of the fifth Integrated Household Living Conditions Survey (EICV5). The data illustrates the consumption levels of sampled households, categorised by decile.

Figure 3: The Consumption Curve and Our Objectives



Source: EICV5 Microdata

Figure 3 indicates that consumption across consumption deciles is flat in Rwanda, as it is in many countries. The figure indicates that approximately 80% of the population experience similar consumption levels. The latest available national data from EICV 5 determined that in 2017, 39.2% of the population lived in poverty, with 16% in extreme poverty. For many more, the risk of falling into poverty when experiencing a lifecycle risk, climate shock or disaster is very high. Such vulnerability poses significant costs, especially for those above the poverty line and particularly those with productive assets. The selling of assets, or disruptions in livelihoods, not only brings a toll on individuals but directly undermines broader economic growth.

Within this context, the population requires adequate protection, promotion and prevention mechanisms to support sustainable poverty reduction, resilience and economic growth.

1.6 SECTOR STRATEGIC PLAN – WHAT IS NEW?

This section highlights what is new and what has been reinvigorated in the in the transition from SP-SSP1 to SP-SSP2 so that the implementation of the social protection and graduation strategies during the period 2024 to 2029 are demonstrably more effective than SP-SSP1.

Table 1: What's new in the SPSSP?

What's New?	Intended Impact
Refocused Graduation approach	*Commitment:* to deliver all the graduation components as a sequenced package *Mindset change:* Empowering graduation clients to take control of and drive their own graduation journeys through Individual Graduation Plans *Coordination*: ensure that non-state actors link their graduation programmes to Government's Graduation Strategy
Increased coverage	Scale up social protection coverage to ensure 20% of the population receives social protection benefits.
Lifecycle grants	Introduction and roll out of lifecycle grants to eligible individuals (old age grant, disability grant) in order to address vulnerability. Lifecycle grants are an effective intervention to address both urban and rural poverty.
Increased benefits	Review benefit levels to ensure that safety net components and lifecycle grants provide sufficient funds to actually have an impact on poverty. This will include consideration of the different costs and needs of living in an urban environment compared to a rural environment. Ejo Heza dual accounts to enable long term savings against short term benefits.
Distinguishing between the Poor and vulnerable	Recognising the difference between people who are poor and people who are vulnerable and designing interventions accordingly.
Upskilling	Equipping poor working age people including youths with skills so that they can get their own jobs or run their own small businesses;

Building resilience	Protecting investment, through promoting savings, providing shock responsive social protection and insurance;
More efficient and effective targeting through the social registry	Ensuring social protection reaches the right people at the right time. This will include the transition to the lifecycle approach to address specific vulnerabilities at different times in the lifecycle.
Shock responsive	Directly linking the planning of public works to disaster risk management and the protection of people at risk. Reducing the impact of shocks to ensure that economic development and growth are protected and preventing people from dropping back into poverty. Introduction of maternity cover and unemployment benefits to the formal employment sector.
Linking systems	Ensuring multisectoral investments reach the right people at the right time.
Increase investment in the Social Protection and Graduation Sector	Attracting additional investment from traditional and non-traditional sources through improved reporting of achievements.
Measuring impact	Modernising M&E systems to track impact and sell success to diversified investors, this will be built around the social registry;

CHAPTER 2:
2 OVERVIEW OF THE SOCIAL PROTECTION SECTOR

2.1 CONCEPTUAL APPROACH TO SOCIAL PROTECTION

In Rwanda, social protection is defined as shown in Box 1

Box 1: Definition of Social Protection per the National Social Protection Policy (2020)

> ***"All public and private income transfers schemes, Social Care Services, livelihood support and insurance schemes that, together, ensure that all extremely poor and vulnerable people have income security, a dignified standard of living and are protected against life-cycle and livelihood risks with a view to achieving sustainable graduation and self-reliance."***

2.2 POLICY COMMITMENTS ON SOCIAL PROTECTION

Rwanda's Constitution (2023) and international conventions that it signed promise social protection for all Rwandans. To this aim, the government is incrementally building a complete social protection system following the national policy framework. This chapter shows the main policy frameworks and commitments that guide SP-SSP2.

2.2.1 NATIONAL LEGISLATIVE AND POLICY COMMITMENTS ON SOCIAL PROTECTION

The Rwanda Constitution (2023) specifies the State's obligations with regards to social protection as follows:

- **Article 10, sub-article 5** commits the government to "building a State committed to promoting social welfare and establishing appropriate mechanisms for equal opportunity to social justice.
- **Article 50: Welfare of needy survivors of the genocide against Tutsi**: The State, within the limits of its means and in accordance with the law, has the duty to undertake special actions aimed at the welfare of the needy survivors of the genocide against Tutsi.
- **Article 51: Welfare of persons with disabilities and other needy persons:** The State has also the duty, within the limits of its means, to undertake special actions aimed at the welfare of the indigent, the elderly and other vulnerable groups.

The **National Social Protection Policy (2020)** envisions transitioning from ‘assistance-type interventions’ to a comprehensive, life-cycle-based system. This aims to provide income security for all Rwandans at critical life stages, support the eradication of extreme poverty, and foster inclusive development. The policy commits to establishing a 'Social Protection Floor' with four basic guarantees for older persons, persons with disabilities, children, and the unemployed.

The **National Social Security Policy (2009)** aims for comprehensive social security coverage for all Rwandans, including retirement benefits and key pre-retirement needs like housing and education. It also covers professional risks, sickness, maternity, healthcare, and potential unemployment benefits.

The **National Strategy for Sustainable Graduation (2022)** provides a multisectoral approach to poverty reduction, with social safety nets at its core. It involves support from various sectors to create an enabling environment for graduation through services like health, education, and water.

The **Integrated Child Rights Policy (2011)** aligns with the Convention on the Rights of the Child, detailing Rwanda’s vision for children’s rights. It emphasizes the government’s responsibility to support families and establish a national child protection system.

The **National Early Childhood Development Policy (2016)** integrates ECD measures into social protection programs, focusing on supporting poor and vulnerable families. It aims to eliminate child poverty and provide direct support to families in challenging situations.

The **National Policy of Persons with Disabilities (2021)** calls for an inclusive social protection system, guaranteeing income for persons with disabilities and addressing barriers to their full participation in society. MINALOC is designated to provide and facilitate these services.

The **National Older Persons Policy (2021)** seeks a responsive social protection system for older people, advocating for a universal social pension and long-term home care.

The **National Delinquency Policy (2016)** aims to reduce delinquency through restorative approaches, including creating opportunities to prevent delinquent behaviours, rehabilitating delinquents, and strengthening reintegration mechanisms.

The SPSSP plays a critical role in achieving the **National Strategy for Transformation (NST2)** outcomes by addressing poverty through targeted interventions. Aligned with Priority Area 1 in the Social Transformation Pillar of NST2, the SPSSP promotes household graduation from poverty by fostering an enabling environment for income-generating opportunities, thereby contributing to enhanced household empowerment for sustainable poverty graduation. It also addresses Priority Area 2 within the Social Transformation Pillar of NST2 by expanding access to essential services, such as social security and income support programs, particularly benefiting vulnerable populations. This includes increasing coverage of mandatory social security and insurance schemes for the formal and expanding the number of individuals enrolled and saving with Ejo Heza. Furthermore, the SPSSP contributes to reducing malnutrition, enhancing social care services for vulnerable groups, and building resilience to shocks through disaster risk management. The plan also

emphasises cross-cutting measures, such as strengthening governance, monitoring, evaluation, and coordination systems, ensuring the delivery of adequate benefits and extended coverage for poor and vulnerable populations.

For more information on linkages between the SPSSP and NST2, see Section 3.3.1 below. The sector also contributes to the national targets, as captured in Table 1 below.

Table 2: Key national targets to which the social protection sector contributes

Indicator	**Baseline**	**2029 target**
Proportion of the population covered by health insurance (%) Note 1	91	100
Proportion of the poor and vulnerable population covered by social protection systems (%) Note 1	6.5 (2017/18)	20%
Proportion of the population accessing social security (%) Note 1	8.7	20%
Population below the poverty line (%) note 2	38.2 (2017/18)	17%
Population below the extreme poverty line (%)	16 (2017/18)	8%
Number of households expected to graduate (number) note 2	N/A	430,500

Notes:

(1) This is a commitment under Vision 2050 and also under SDG 3.8. The baseline comes from Vision 2050
(2) This is a commitment under SDG1.1, the baseline is from EICV5 2017/18.

2.2.2 CONTRIBUTIONS TO VISION 2050

The Social Protection Sector Strategic Plan (SSP) is designed to significantly contribute to achieving Rwanda's Vision 2050 targets through the following key interventions:

Vision 2050 target 1: Increase the Proportion of Population Covered by Health Insurance from 91% in 2020 to >95% in 2035 and 100% in 2050.

To this aim, the SPSSP will increase the coverage of health insurance from 89% in 2023 to 100% by 2029, through: 1) expanding coverage of health insurance schemes to cover the entire population; and 2) conducting awareness campaigns to ensure understanding of all social security benefits, including CBHI, to increase coverage.

Vision 2050 target 2: Increase the Proportion of Poor and Vulnerable Population Covered by Social Protection Systems from 6.5% in 2017/18 to 20% in 2035 and 50% by 2050.

To this aim the SPSSP will increase the proportion of poor and vulnerable population covered by social protection from 11% in 2023 to 20% by 2029, through: 1) strengthening targeting approaches to enhance effectiveness, efficiency, and flexibility to increase inclusive coverage of poor and vulnerable groups, including for those affected by shocks, 2) strengthening targeting and profiling to promote economic empowerment and resilience (graduation) among all households living in poverty; and, 3) reviewing benefit levels to ensure the needs of poor and vulnerable groups are adequately met, leaving no one behind.

Vision 2050 target 3: Increase the Proportion of Population Accessing Social Security from 8.7% in 2020 to 30% in 2035 and 50% by 2050.

To this aim the SPSSP will increase the portion of the population covered by mandatory social security from 9% in 2023 to 20% by 2029 through increasing awareness and accessibility of mandatory social security and insurance schemes for all, in both the formal and informal sectors.

2.2.3 INTERNATIONAL POLICY COMMITMENTS ON SOCIAL PROTECTION

Rwanda has signed on to several international treaties that affirm the right to social security and protection, such as the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Elimination of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), and the Convention on the Rights of Persons with Disabilities (CRPD). These treaties reinforce entitlements from the Universal Declaration of Human Rights, especially those under Articles 22, 23.3, and 25.

Also, Rwanda follows Convention 102[1] of the International Labour Organization (ILO), which offers a widely accepted framework for social protection systems. As an ILO member, Rwanda strives for universal access to social protection, providing income security for children, persons with disabilities and older persons.

Furthermore, Rwanda has taken on several specific commitments to gradually realise these rights, including initiatives to support disadvantaged and vulnerable groups.

The strategic plan contributes to the Sustainable Development Goals (SDGs) through key interventions in poverty eradication, social protection, and health coverage.

- To achieve SDG 1.1 and 1.2, the plan aims to reduce the population living below the poverty line from 38.2% in 2023 to 17% by 2029. This will be done by improving targeting, promoting economic empowerment, and ensuring inclusive benefit levels.

[1] ILO Convention 102, adopted in 1952, establishes international standards for social security systems, covering essential aspects such as medical care, sickness, unemployment, old age, employment injury, family, maternity, invalidity, and survivors' benefits.

- For SDG 1.3.1, which focuses on increasing social protection coverage, the plan targets an increase from 11% in 2023 to 20% by 2029. This includes raising awareness of social security schemes, mobilizing additional resources, and expanding lifecycle grants.
- To meet SDG 3.8 on universal health coverage, the plan aims to increase coverage of essential health services (CBHI) from 89% in 2023 to 100% by 2029. Key actions include expanding health insurance, conducting awareness campaigns, and subsidizing premiums for vulnerable groups. These efforts align with the broader goals of enhancing social and economic well-being.

Social protection is also increasingly a focus within international commitments on climate change. The **Paris Agreement (2015)** emphasises the importance of considering the rights of indigenous peoples, local communities, and other vulnerable groups in climate action efforts, including through social protection programmes. The agreement also highlights the need for promoting resilience and adaptive capacity in the face of climate change, much in the way that public works in Rwanda can be formulated to contribute to**. The Sendai Framework for Disaster Risk Reduction 2015-2030** similarly calls for strengthening disaster preparedness and ensuring that social protection systems are resilient to climate-related disasters.

2.2.4 REGIONAL COMMITMENTS ON SOCIAL PROTECTION

AU Agenda 2063: The first 10-year plan for the AU's Agenda 2063 includes the following targets for the development of national social protection systems by 2023:

- At least 30% of vulnerable populations including persons with disabilities, older persons and children provided with social protection.
- All persons working in the formal sector are provided with social security and at least 20% of the informal sector and rural labour to have access to social security.
- A minimum social protection package for vulnerable groups to be developed by 2016 and resources ring-fenced in national budget by 2017.

EAC Vision 2050 commits member states to review and harmonise their national social security policies, laws and systems to provide for social security for self-employed persons who are citizens in line with Article 12 (2) of the EAC Treaty. Article 5(2) (c) and Article 10 (3) (f) also provide a strong basis for social protection within the framework of the EAC.

2.3 PROGRAMMATIC SCOPE OF SOCIAL PROTECTION SECTOR IN RWANDA

The strategy emphasises building upon existing interventions while introducing innovative approaches, particularly cantered on prevention. The protection, prevention and promotion concepts are designed to contribute to the four existing pillars of the National Social Protection Policy (2020) to comprehensively address poverty reduction as outlined below.

- **Pillar 1 Social Security (Protect and Prevent):** Social Security schemes that are designed to achieve consumption smoothing and ensure a minimum standard of living, providing protection when vulnerability is experienced throughout the life cycle. In Rwanda, social protection benefits are currently delivered through the following schemes:
    i. Non-contributory Direct Income Support (DIS) schemes targeting vulnerable individuals and households[2] gradually being replaced by lifecycle social protection schemes, including an old age grant, disability grant and a child grant to protect the standard of life for those in poverty and prevent those who are vulnerable from falling into poverty.
    ii. Mandatory contributory social insurance schemes for those in formal employment to prevent those who have contributed from falling into poverty and incurring losses.
    iii. Voluntary social insurance and savings schemes that are regulated by government to protect those living in poverty and prevent those above the poverty line from falling into it.
    iv. Targeted health insurance subsidies for key vulnerable group, protecting them when they are most vulnerable.

- **Pillar 2 Short-term Social Assistance (*Protect and Prevent*):** Social Assistance – temporary or incidental (one-off) cash or in-kind assistance that addresses short-term or temporary risks or deprivations. Key interventions currently include:
    i. Incidental (one-off) support provided to households facing difficulty by local governments to prevent losses.
    ii. Shock responsive cash transfers provided to households in the immediate aftermath of a shock to maintain gains they have made and prevent losses.
    iii. Construction and rehabilitation of shelter for vulnerable households to protect lives.
    iv. Support to the most vulnerable to cover critical health care costs to maintain their economic status and prevent losses in the face of illness.
    iv. Distribution of essential items to households affected by disasters (drought, floods, landslides etc) to protect households and save lives.
    v. Food assistance/emergency relief for households affected by disasters to protect households and save lives.

- **Pillar 3 Social Care Services (*Protect and Promote*):** Social Care Services that provide protection, psycho-social support, referrals and promote social inclusion for the most vulnerable. These services include:
    i. Rehabilitation and reintegration services for PwDs and vulnerable children and youth that protect these groups and promote integration.
    ii. Services that prevent and respond to violence, abuse and exploitation, particularly against women, children, people with disabilities and older people, providing essential protection for these groups.
    iii. Outreach services for key vulnerable groups providing protection, psycho-social support and referrals to complementary services.
    iv. Services that ensure that children remain in families and are protected.

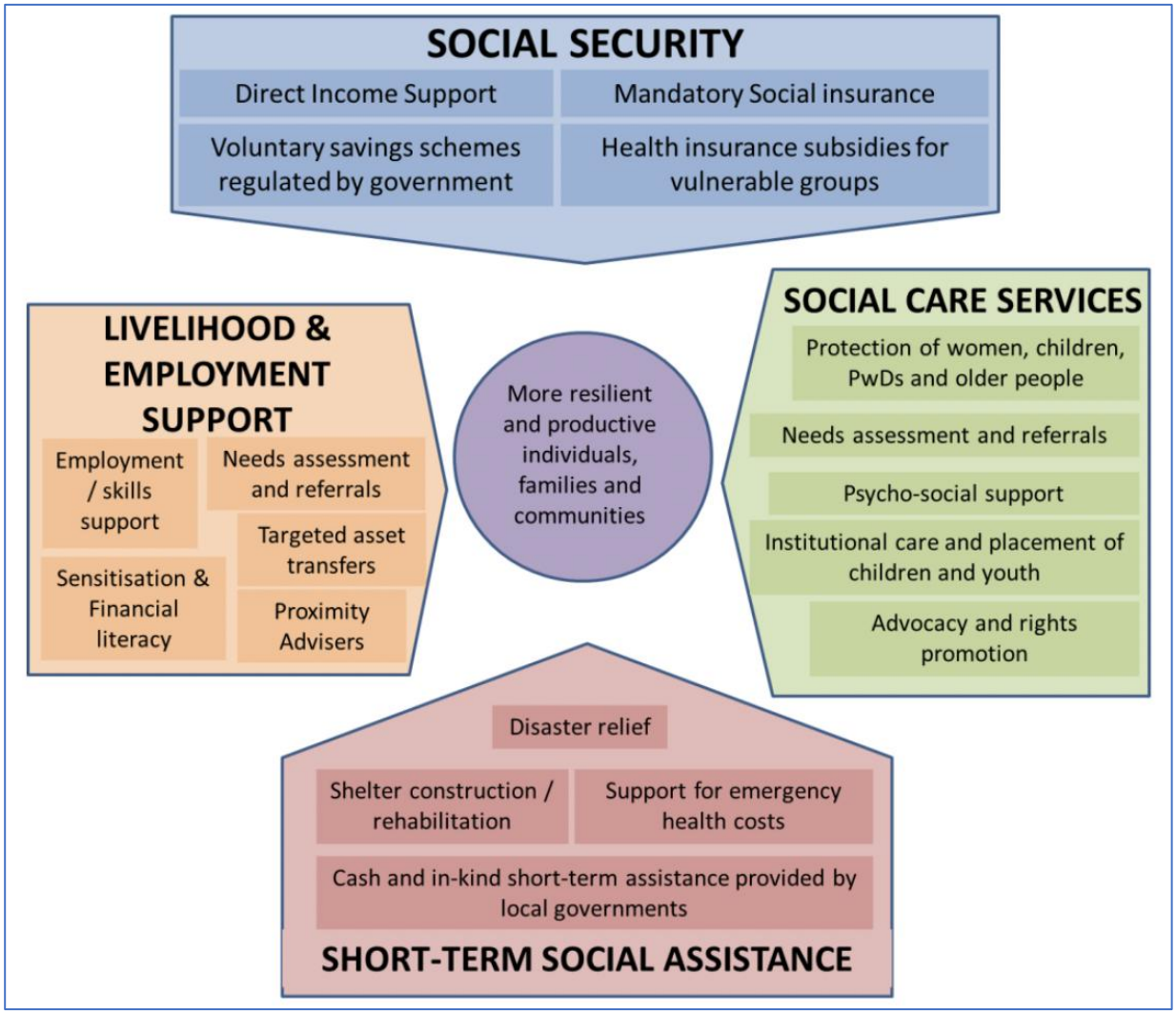
[2] Direct Income Support schemes in Rwanda currently include Direct Support, VUP public works, non-contributory old age pension, and disability pensions, nutrition-sensitive direct support etc.

v. Public communication and advocacy campaigns on the rights of vulnerable groups. This includes gender and disability mainstreaming.

- **Pillar 4 Livelihood and employment support (*Promote*):** In addition to the delivery of social protection programmes and services, institutions in the social protection sector also deliver certain livelihood development services to create an enabling environment that promotes client households to lead their own journey to graduation.

  i. Poor and vulnerable households targeted for graduation are empowered to lead their own journey to graduation out of poverty supported by the coaching and mentorship.
  ii. Distribution of productive assets to poor and vulnerable households to support them in their journey out of poverty, in sequence with key graduation interventions.
  iii. Targeted skills training and employment support tailored to the client's graduation journey to support promotion out of poverty.
  iv. Sensitisation and financial literacy for poor and vulnerable individuals at the beginning of their graduation journey, laying the foundation to promote them from poverty.
  v. Community-based livelihood support schemes that promote households' capacity to exit poverty.
  vi. Advocacy and provision of technical support to the design of policies and programmes implemented by other sectors to ensure the adoption of equitable and inclusive approaches.

Figure 4: Operational scope of the social protection sector in Rwanda



Source: National Social Protection Policy

2.4 BUILDING A MULTITIERED SOCIAL PROTECTION SYSTEM THAT ACHIEVES SUSTAINABLE FINANCING

As Rwanda progresses toward the incremental expansion of social protection schemes to eventually achieve universal coverage by 2050 (as proposed in Vision 2050), it is already important to ensure existing schemes increasingly contribute to this long-term goal. It is important to note that achieving universal coverage of key vulnerabilities is not typically accomplished through a single social protection scheme. Instead, it typically requires a careful combination of contributory social insurance systems, supplemented by tax-financed benefits, or social assistance, for those who do not meet contribution requirements, such as individuals in the informal sector or those who provide unpaid care work. To achieve universal coverage, multi-tiered systems usually include:

Tier 1: Social Assistance - A minimum guaranteed level of financial security for everyone during key periods of vulnerability. In Rwanda the majority of non-contributory social assistance benefits are currently provided through the Vision Umurenge Programme and other programmes that aim to target a portion of poor households.

Tier 2: Social Insurance - Mechanisms for consumption smoothing, ensuring a comparable standard of living during vulnerable periods for those who have saved during productive periods. In Rwanda contributory benefits for those in the formal sector are currently provided for some vulnerabilities, including old age, through the Rwanda Social Security Board.

Tier 3: Voluntary Savings - Additional voluntary or supplementary schemes for higher levels of financial security, particularly for contingencies like old age. In Rwanda this tier is best known as Ejo Heza which is expanding the opportunity for voluntary long-term savings to both the formal and much larger informal sector.

Within the context of Rwanda, this means increasing the linkages between social assistance programmes, such as those within the scope of VUP, and social insurance programmes, such as those managed by the RSSB. Increasing these linkages requires, in particular, eligibility criteria and benefit levels to correspond with each other to remove barriers and create incentives for those in the informal sector to join Tier 2 formal sector schemes.

2.5 INSTITUTIONAL OVERVIEW OF THE SECTOR

The institutional home for the social protection sector is the Ministry of Local Government, which Chairs the Social Protection Sector Working Group (SP SWG) through the Permanent Secretary, with the Foreign, Commonwealth and Development Office as the Co-Chair. The Ministry, through the SWG leads and oversees policy elaboration, development and monitors the policy implementation, through various affiliated agencies and other agencies that has the mandate of delivering social protection.

Inter-sectoral coordination is achieved through 'Social Cluster' Ministers and Permanent Secretaries held on a quarterly basis to provide high-level forum for consultation on key policies, strategies and programmes prior to their submission to Cabinet.

At the Ministry level, social protection policy and the related strategic plan is implemented in the main by Local Government through a number of central government agencies, including LODA, NRS, NCPD, RDRC, NCDA and RSSB, who translate sector policies and strategies into detailed operational guidelines for programme delivery.

Key Ministries such as MIGEPROF, MINAGRI, MINEMA, MoH, MINEDUC, MIFOTRA, MINUBUMWE and by default MINECOFIN are members of the Social Protection Sector Working Group and they oversee programmes and interventions implemented by their affiliated agencies.

Development Partners, Civil Society Organisation and Private sector also participate in the Social Protection Sector Working Group and provide technical and financial support as well as play an advocacy role in line with their mandate. More details are provided in chapter 4.

2.6 SECTOR ACHIEVEMENTS, CHALLENGES AND LESSONS LEARNT

2.6.1 KEY ACHIEVEMENTS OF SP-SSP1 (2018-2024) OUTCOME INDICATOR TARGETS, REMAINING GAPS AND CHALLENGES

ACCESS TO SOCIAL SECURITY AND INCOME SUPPORT PROGRAMMES

The proportion of the population accessing social security and income support programs increased from 8.7% in 2016/2017 to 10% in 2023/2024, demonstrating progress in coverage. However, the overall coverage target of 17.7% by 2023/2024 was not met. In addition, the subsequent impact of COVID-19, inflation, climate change, and lifecycle events have potentially reversed any gains made in poverty reduction. This challenge is further compounded by insufficient financing, limiting the ability to expand coverage and provide adequate benefits.

The proportion of older persons covered by social protection has increased from 25% in 2017 to 26% in 2024, reaching over 152,000 individuals, alongside an increase in the level of benefits for older persons. Despite this growth, 8% of the working-age population are enrolled in contributory pensions, falling short of the NST1/SPSSP target of covering 50%. Limited scope of the formal sector, compliance with the mandatory contributory pension, and gaps in financing social assistance pensions have constrained expansion.

The percentage of persons with disabilities covered by social protection increased from 3.9% in 2017 to 7.3% in 2024, boosted by the introduction of a new Direct Support program for eligible carers of persons with disabilities in poor households in 2018/2019. Despite this progress, the increase to 7.3% of persons with disabilities falls short of the NST1 SPSSP target of 30%. This was partially due delays in the classification of persons with disabilities.

ENROLMENT OF INFORMAL SECTOR WORKERS IN VOLUNTARY LONG-TERM SAVINGS SCHEME

The number of workers enrolled in Ejo Heza reached 3,811,618 in 2023/2024, surpassing the target of 1,655,848. Despite this progress, 80% of the workforce in the informal sector remain largely uncovered, according to the National Labour Survey in 2023. Saving remains a challenge for households struggling to meet basic needs.

EXPAND COVERAGE OF EXTREMELY POOR MOTHERS AND INFANTS (IN THE FIRST 1,000 DAYS) BENEFITING FROM NUTRITION SENSITIVE DIRECT CASH TRANSFER AND NUTRITION SUPPORT SERVICES

As of 2023/2024, the number of mothers and infants in their first 1,000 days benefitting from NSDS reached 142,115 in 20 Districts, surpassing the target of 90,000. Cumulatively, from 2018/19 to 2023/24, 677,919 mothers and infants benefitted from NSDS, surpassing the target of 385,000. This was achieved through the introduction of NSDS, a component of VUP, during the NST1 period, a component that contributes to stunting prevention. While this has marked a significant achievement for children, poverty remains highest among children and 49% of children from lower-

income families experience stunting according to the World Bank (2023). Children are least likely to directly benefit from the VUP, with only 7% of pre-school and 8% of school aged children covered, compared to 11% of working age adults and 26% of older persons.

HOUSEHOLDS AFFECTED BY SHOCKS PROVIDED WITH SHORT-TERM SOCIAL ASSISTANCE (temporary financial assistance, shelter, health fees, etc.)

The number of households in crisis provided with short-term assistance reached 1,911,553 surpassing the target of 29,101. While this surpasses the target the level of financial support was limited to a one-time payment of 35,000 Frw, in particular after the May 2023 crises, suggesting the provision of adequate benefits as a continued priority. The sector through VUP also made significant gains in terms of policy and design for a cash response to shocks with the approval of a new Shock Responsive Cash Transfer.

Community-Based Health Insurance (CBHI) coverage increased from 83% in 2017/18 to 87.9 % in 2023/24, leaving 12.1 % of the population still uncovered. Although overall coverage is on the rise, the proportion of subsidies for CBHI is declining, with only 6% of the CBHI target supported by government subsidies.

EXPENDITURE OF VUP CPW THAT CONTRIBUTES TO DISASTER RISK REDUCTION

By the end of 2023/24, 77% of cPW expenditures (8,198,252,091 Frws) were allocated to disaster risk reduction projects, exceeding the target of 50%. This marked a notable improvement from previous years, with the average over the six-year period of the strategic plan being 54%, surpassing the strategic plan target of 50%. Key initiatives included rehabilitation of drainage channels in marshlands, greening and beautification efforts, terrace establishment, and re/afforestation projects.

COVERAGE OF VULNERABLE CHILDREN/YOUTHS BENEFITING FROM REHABILITATION AND REINTEGRATION SERVICES

From 2018/19 to 2023/24, **16,654 youth and 14,555 PWDs benefited from rehabilitation and reintegration services.** In addition, the National Rehabilitation Service (NRS) rehabilitated and reintegrated 5,041 street children while the National Child Development Agency (NCDA) reintegrated 229 children into families. While the target of NST1/SPSSP was not met, significant progress was made.

EXTREMELY POOR AND VULNERABLE RECEICING ASSET TRANSFERS/ IGA SUPPORT

By the end of 2023/24, significant progress was made toward increasing access to complementary livelihood development services for extremely poor households. A total of 250,689 households received cash for income-generating activities, 118,635 were provided with livestock, 191,690 received seeds, 76,550 were supported with fertilisers, 72,063 were equipped with toolkits, and 62,861 accessed financial services.

POOR AND VULNERABLE HOUSEHOLDS/INDIVIDUALS RECEIVING FORMAL SKILLS TRAINING AND APPRENTICESHIPS

Between 2018/19 and 2023/24 304,660 extremely poor and vulnerable individuals received formal skills training and apprenticeships, equivalent to 67.6% of poor individuals. This falls short of the target of 450,110 in total and remains a priority as all graduation clients are meant to receive skills training in the second year of their graduation journey. Clients should receive skills training and asset transfers at the same time, with these two investments linked to gain maximum impact. A much larger number of households received an asset transfer.

CLASSIFICATION OF PERSONS WITH DISABILITIES

As of 2023/2024, 96.7% of PwDs (495,829/ 512,443) were classified in the new DMIS. It is planned that 100% of the target will be achieved by the end of 2024.

CORE SOCIAL PROTECTION PROGRAMME PAYMENTS DELIVERED ON TIME

As of end 2023/2024, VUP DS was paid at 97%, cPW at 90%, ePW at 96%, and subsistence allowances by RDRC at 100%, while DS and special DS by MINUBUMWE were also paid at 100%. Thus, payments delivered on time stands at 96.6.%, on average. The reason for not achieving 100% as planned is, most importantly, the turnover of Local Government staff responsible for payment preparation.

CHAPTER 3:

3 THE STRATEGIC FRAMEWORK

3.1 MISSION AND OBJECTIVES

3.1.1 VISION AND MISSION OF THE SECTOR:

Box 2: Long-term vision for social protection in Rwanda

Rwanda's social protection system is expected to develop in line with, and support, Rwanda's broader socio-economic transformation. By the time Rwanda achieves higher income status (by 2050):

i. All workers in the formal sector will be enrolled in a social security scheme which provides a comprehensive range of retirement and pre-retirement benefits.
ii. All older people in Rwanda will have a pension income that provides a minimum standard of living in old age, be it from a basic state pension or a private pension scheme.
iii. All people with disabilities will have a disability pension that provides a minimum standard of living. Support will be provided to caregivers so that people with disabilities can remain in a family/community setting.
iv. A child benefit will ensure that all families are able to meet their children's basic needs and that all children have a good start in life.
v. A comprehensive Social Care Service will ensure the protection and inclusion of vulnerable children, women, older people and people with disabilities.
vi. Mechanisms will be established to support the unemployed and linked to a comprehensive set of services to support unemployed people to find suitable employment.
vii. All children, older people, pregnant/breastfeeding women and people with disabilities will have guaranteed access to good quality essential health care.

Many of the above-mentioned programmes can be introduced well before 2050, although targeting approaches and/or benefit generosity may need to be adjusted over time.

Box 3: Mission for social protection in Rwanda

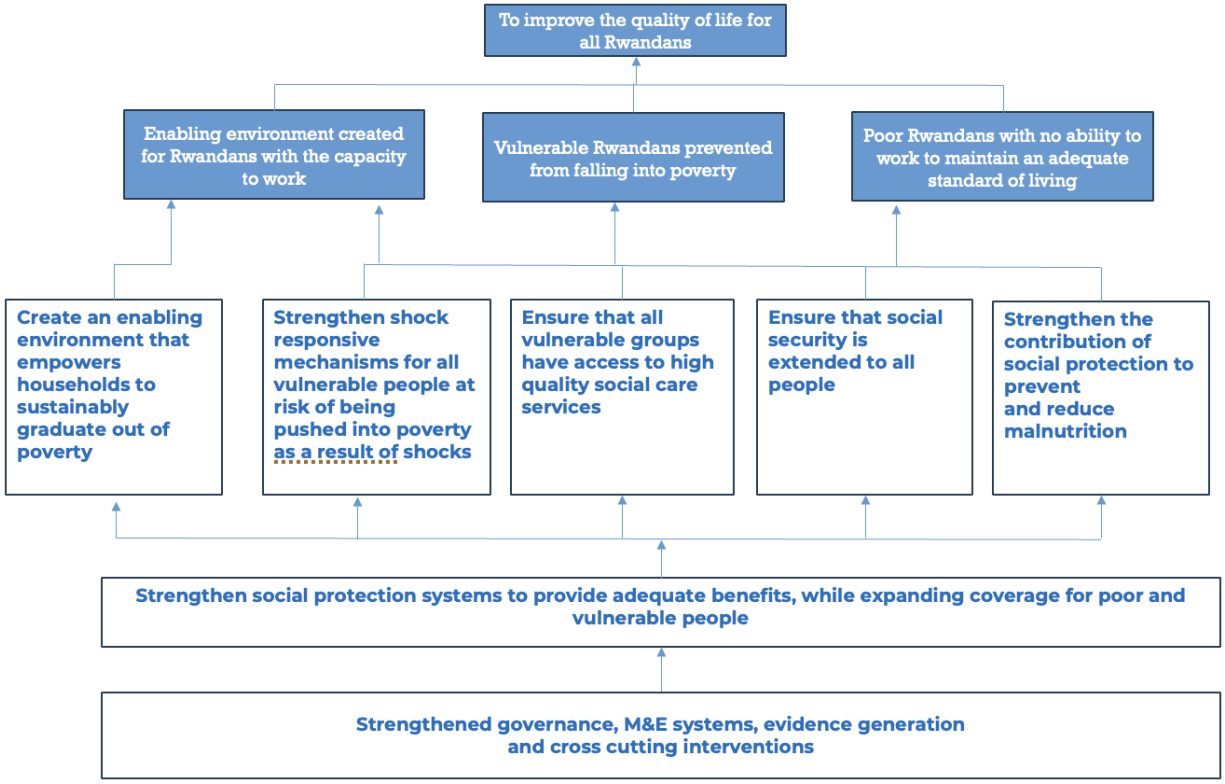
The mission of the social protection sector is to ensure that all Rwandan citizens, particularly the poor and vulnerable, are protected from life-cycle risks and socio-economic shocks and supported to achieve sustainable livelihoods and self-reliance.

National Social Protection Policy (2020)

3.1.2 THEORY OF CHANGE

The figure below outlines the theory of change that underpins the SP-SSP.

Figure 5: SPSSP Theory of Change



Inspired by **Vision 2050**, the Strategy builds on the three main objectives of **Protect**, **Promote**, and **Prevent**, which aim to address poverty in all its forms. Each of these objectives contributes to the NST2 goal of reduced poverty and improved standards of living, by "Increasing coverage of the poor and vulnerable to build resilience and support graduation," under the Social Transformation Pillar. This will be achieved through:

- **Promote** sustainable graduation out of poverty by creating an enabling environment for income generation while building human capital.
- **Protect** those in poverty by ensuring inclusive access to essential services and income support.
- **Prevent** individuals and households from falling into poverty by providing inclusive income security, encouraging savings, and offering cash transfers and insurance mechanisms to safeguard against shocks.

Outlined below the overall objective and priority areas are the sector's seven main outcomes:

Outcome 1	Enhanced households' empowerment to sustainable graduate out of poverty

Outcome 2	Increased access to social security and income support programmes, particularly among vulnerable people
Outcome 3	Reduced malnutrition
Outcome 4	Increased access of vulnerable groups to high quality social care services
Outcome 5	Effective and efficient disaster risk management and shock responsive social protection, build resilience to shocks
Outcome 6	Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people
Outcome 7	Strengthened governance, M&E systems, evidence generation and cross cutting interventions

3.2 ELABORATION OF PRIORITIES AND INNOVATIONS FOR 2024-2029



PROMOTION of households out of poverty through the Graduation Strategy is central to Rwanda's social protection strategy. The Graduation Strategy is built on a two-year sequenced intervention package, equipping households with the resources and skills needed to secure sustainable livelihoods. Promotion is addressed through two outcomes, as follows:

Outcome 1: Enhanced households' empowerment to sustainable graduate out of poverty

To promote **sustainable graduation** out of poverty, interventions will focus on empowering households through a combination of safety net support, coaching, financial literacy, skills development, asset transfer, and complementary services. Key interventions include:

- **Strengthen targeting and profiling to promote economic empowerment and resilience among all households living in poverty.** Not all households will have the potential to graduate with the investments the sector is in a position to provide. Partners will increasingly use the social registry to carefully select households for graduation, providing feedback on accuracy according to their experiences. Improving targeting is essential to direct limited resources to those households that have the potential to graduate.
- **Leverage on skills training and productive assets acquisition for diversification of households' livelihoods.** Livelihoods diversification at the household level can support resilience. Partners engaged in graduation will work together to empower graduation clients to choose their own graduation pathway

and provide appropriate training and assets. Providing this in the correct sequence with other investments will provide them with the best chance to leverage those investments for graduation.

- **Streamline the provision of complementary services to primarily benefit the graduation participants.** Pillar 3 of the National Strategy for Sustainable Graduation highlights essential complementary services that all graduation clients must have access to. Making these services available with proximity support across sectors is crucial for creating the enabling environment envisioned. If these services are unavailable, other locations may be considered for graduation initiatives. Where services are available, this will require partners to also support structured capacity strengthening for parasocial workers.
- **Increase and diversify social behaviour change program interventions to sustainably build self-reliance mindset.** In line with the National Strategy for Sustainable Graduation, this requires graduation clients to drive their own graduation journey. This will involve the structured support of PSWs, setting a personal graduation plan that is informed by market information and improved knowledge on financial literacy and business management supported through training. Through this approach it is envisioned that government becomes supporters of the client's graduation journey, rather than the driver of it, thus **increasing self-reliance.**
- **Utilise a community driven programming intended to strengthen values of self-reliance, respect for rights and inclusive community-based support for the vulnerable.** This intervention focuses on communications and awareness with communities. Through structured communications with communities, government will ensure community members understand their entitlements, who is eligible, how they can be selected, how they can update their information, and how they can claim their benefit and receive payments.
- **Pilot government and civil society partnership for matching investment in behaviour change, cash and capacity development of graduation participants.** This will first require a negotiation between government and NGOs and CSOs to agree on the matching of investments. The idea for this intervention is for new NGO and CSO investments to be matched by government, to incentivise further investment from both donors and CSOs and catalyse more impact.
- **Support refugees to graduate from humanitarian assistance**: Rwanda has welcomed refugees for nearly three decades. To reduce dependency on humanitarian aid, the government, with partners, will enhance refugees' socio-economic integration, realising the right to work, free movement, and access to services. A comprehensive package of support will be provided to refugees to support them and their host communities to achieve self-reliance, contributing to economic development in alignment with global commitments like the Global Compact on Refugees.
- **Design, pilot and expand youth employment interventions targeting vulnerable youth, school dropouts and teen mothers in coordination with employment and jobs programs.** This intervention aims to drive human capital development and labour force participation for the future through investing in

Rwanda's youth. Building capacity and skills to engage in sectors that show potential and contribute to Rwanda's Vision 2050, for a digital and service-based economy will feature at the centre of these initiatives.



PROTECTION for those in poverty without labour capacity through providing access to essential services and direct income support (cash transfers) is important to maintaining an adequate standard of living for the most vulnerable. While current social protection mechanisms offer protection, challenges remain in both coverage and benefit adequacy. This limits the sector's ability to achieve poverty reduction targets. Moving forward, expanding protection to address the vulnerabilities that typically exacerbate poverty, including broader lifecycle risks, will be crucial to see real impact and results.

Cash transfers provided under this component not only protect households from shocks, but they also reduce negative coping mechanisms that undermine longer-term livelihood sustainability, and also contribute to the wider community and economy. By increasing aggregate demand, these cash transfers expand the consumer base, providing a critical boost to local businesses and trade. Protection is addressed through three outcomes, as follows:

Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people

The third priority focuses on expanding **social security** schemes to cover both formal and informal sector workers. Interventions will include:

- **Increase awareness and accessibility of mandatory social security and insurance schemes for all, in both the formal and informal sector and different work categories.** To achieve this objective, we will launch targeted educational campaigns through various media channels to inform individuals about the benefits of social security and insurance schemes. Simplifying enrolment processes will facilitate participation, especially for individuals in the informal sector. Collaborating with employers, the private sector federation, workers' unions, and other stakeholders will ensure that formal sector workers are enrolled and understand their rights and obligations. This initiative guarantees access to essential social security and insurance protections for all individuals, regardless of employment status. Within this lens it is also important to vertically expand coverage of additional contingencies, including unemployment and maternity as a priority, before expanding to provide coverage for more contingencies. Enhancing awareness and accessibility allows vulnerable populations to protect themselves from financial risks associated with illness, injury, unemployment, and old age, thereby promoting overall societal well-being and stability.

- **Strengthen EjoHeza Short-Term Benefit through dual account initiatives and extend enrolment and savings among informal sector workers categories.** To achieve this objective, we will enhance investment strategies, integrate with mobile operators, and provide comprehensive financial literacy training to informal sector workers. Partnering with community leaders and grassroots organisations will enhance outreach and enrolment efforts, ensuring our savings scheme reaches those in need, in particular, in the informal sector. Introducing short-term benefits through dual account initiatives and extending enrolment and savings to informal sector workers will promote financial inclusion and resilience. By providing access to short-term benefits, we help informal sector workers cope with financial shocks and improve their financial stability, contributing to broader socio-economic development and reducing reliance on informal financial mechanisms.
- **Increase the provision of direct support to poor households**. While direct support will increasingly be replaced by categorically targeted benefits that address the lifecycle vulnerabilities that push families into poverty, or deeper into poverty, the provision of direct support remains critical in the meantime. This will allow current beneficiaries, including child headed households to remain eligible for the support they need to contribute to meeting their basic needs. It will also be essential to review benefit levels to ensure they are adequate to meet basic needs, improving the overall support provided. This component will also allow for a smooth and gradual transition from household benefits to individual entitlements.
- **Implement and gradually expand the old age, disability, and child grants beyond the current beneficiaries.** This will build on the progress made on categorical grants, including gradual expansion of the old age grant to ensure it can be an effective component within a multi-tiered social protection system while grants for persons with disabilities and children will also be pushed forward, extending coverage for both groups in line with legal and policy framework. This will build on the existing schemes, under Direct Support and Nutrition Sensitive Direct Support, taking careful steps to incrementally expand coverage. Within this same scope, the provision of support to genocide survivors who are older persons must also continue.
- **increase the coverage of health insurance schemes to all the population**. In doing so, the social protection sector will ensure subsidies are provided to those who cannot afford to make contributions. This must also be complemented by further communications and awareness campaigns alongside a push to increase the quality of services, reducing barriers for enrolment. Within this lens, it is also important to note that support to access health care for genocide survivors in the form of co-payments and coverage of services not covered by CBHI must also continue as a priority.

Outcome 3: Reduced malnutrition

Addressing malnutrition, particularly among children under five and pregnant and lactating mothers, is essential for building human capital and reducing intergenerational poverty. Key interventions include:

- **Enhance Nutritional Sensitive Direct Support and provide Nutrition Commodities to children under five and pregnant and lactating mothers.** Access to Nutrition Sensitive Direct Support (NSDS) must continue to be expanded to ensure all those who are eligible receive the intended support. It will be important to ensure access is not made conditional on behaviours that will be excluded or sanction the most vulnerable while ensuring support is used to address malnutrition. In addition, the government committed to an initiative aimed at distributing and promoting locally produced nutrient-dense Fortified Blended Food (FBF) to the poorest and most vulnerable households in all the poorest districts across the country. It will also be important to explore linkages between NSDS and the ongoing National School Feeding Programme to ensure the sector maximises impact on childhood nutrition outcomes. This effort complements other ongoing nutrition interventions, such as NSDS provided to breastfeeding women and pregnant women, as well as other nutritious support measures.
- **Strengthen the ECD Services by providing holistic and comprehensive services to children from 2 to 5 years.** The incentive programs will motivate and retain ECD caregivers, through measures including financial incentives, training opportunities, recognition for exemplary service. Establishment of systems for monitoring including regular supervision, mentoring and access to resources and is also crucial to the success of this program. His will also include the accreditation of ECD centres to ensure quality control and the provision of high-quality services to all children.

Outcome 4: Increased access of vulnerable groups to high quality social care services

Vulnerable groups require access to comprehensive social care services. Strategic interventions include:

- **Enhance the capacity building and motivation of Community Based Social Care Service Providers** to support family care, parental support and community based mental health, gender and disability inclusive and social care services. To deliver this requires harmonisation of efforts at community level trough identifying them, setting clear roles distribution and responsibilities, equipping them with relevant capacities and knowledge important to achieve their mission of supporting households and communities, reinforcing family cohesion and home-grown initiatives and integrated health care services for GBV and child abuse victims, other victims of abuse. This will also require putting in place the referral mechanisms among the community volunteers to ensure an appropriate package of services is offered to households and/or individuals that require it. Harmonising the incentives for all community volunteers can also contribute to this. We must also assign a

coordination role to one of many community volunteers and ensure smooth coordination of their work towards supporting households.

- **Operationalise Community Based Rehabilitation to address delinquency related issues, GBV and child abuse issues at the community level.** Addressing delinquency, violence and abuse issues at the community level will not only decrease the number of people admitted to Transit and Rehabilitation Centres but contribute to increased efficiency in service delivery. This can be achieved through the mobilization and awareness of local leaders and the community on the CBR program. Establishing CBR committees to implement the program, training local leaders and committees on the CBR program, and providing necessary materials are crucial elements for the success of this initiative.
- **Prevent and rehabilitate delinquents through psychosocial support, value building and vocational skills taking into consideration gender and disability inclusion** by conducting psychotherapy (group and individual therapy) and providing medical support, we will build values and assess their implementation on a daily basis, ensuring that graduates possess the skills and knowledge required to compete in the labour market.
- **Design and implement aftercare programs including follow up, psychosocial support and provision of reintegration package.** This requires preparation of both sides- community and graduates by identifying their psycho-social and economic needs and providing sufficient reintegration packages. Institutional mechanisms to prevent GBV, child abuse and delinquencies at both the central and local levels will need to be reinforced to ensure the right support and packages are provided to the right individuals at the right time. This will also coordination between public and private sector actors and CSOs to improve coordination and monitoring of reintegration activities.
- **Provision of high-quality services and support to orphans and other vulnerable children.** This will be achieved through establishing a minimum package of services for OVC including the following elements: health services, nutrition support, education support, shelter support, social protection by community volunteers, and psychosocial support. Learning materials will also be required to support OVC to support the provision of scholastic materials in twelve years of basic education to all Most Vulnerable Children and school fees for children in Technical Secondary Schools. Providing higher-quality services to OVC will also require the sector to reinforce family cohesion and home-grown initiatives and integrated health care services that are supported by improved coordination among relevant public, private and CSO partners.
- **Provision of high-quality services and support to genocide survivors and ex-combatants.** This will be achieved through creation of safe spaces for dialogue in communities to support healing for Genocide survivors aiming at providing psychological assistance and linking the most affected genocide survivors to the referral system. Ex-combatants will be supported through provision of psychosocial support services including counselling, therapy and trauma healing programs to help them cope with their experiences and reintegrate into civilian life. They will also be

engaged in community reconciliation initiatives which aim at promoting healing, forgiveness and social cohesion among ex-combatants and the communities. There are other initiatives such as family reunification for repatriated ex-combatants which deals with reconnecting ex-combatants with their families and communities that form another important aspect of this priority intervention.

- **Enhance social and economic capabilities of the most vulnerable populations, especially women, orphans, genocide survivors, GBV victims and persons with disabilities** through the smooth implementation of Community Based Inclusive Development program CBID, including 5 standards components or domains that are (1) Health, (2) education, (3) Livelihood, (4) social and (5) empowerment. A key focus will be on livelihoods through provision of support to vulnerable groups of working age, including persons with disabilities, OVC and GBV victims, to facilitate their participation in training and educational programs and provision of technical and financial support to persons with disabilities and other vulnerable groups to become self-employed.
- **Provide income-generating activities to needy genocide survivors.** To empower genocide survivors economically, MINUBUMWE will apply criteria for selecting beneficiaries to receive income-generating activity (IGA) support. Individual survivors will receive between 300,000–500,000 RWF, while groups of 4–6 people will be allocated 3,000,000 RWF based on the project nature. Beneficiaries will be identified by districts in partnership with genocide survivors' representatives during Q1. Following selection, beneficiaries will undergo basic training in project management, facilitated by districts and MINUBUMWE in Q2. Financial support will be disbursed in two instalments (60% and 40%) through accounts in Umurenge Sacco, and the entire process will be budgeted and monitored.
- **Coordinate the construction and rehabilitation of houses for needy genocide survivors.** To improve living conditions, MINUBUMWE will develop guidelines for housing construction and beneficiary selection. Districts will handle the identification of eligible beneficiaries and construction sites from Q1 to Q2. Contracts will be formalized between the District Contractor (MoD) and MINUBUMWE in Q2. Construction progress will be overseen collaboratively by districts, the Rwanda Housing Authority (RHA), and MINUBUMWE, with consistent follow-up throughout Q3 and Q4. The required budget will be earmarked to ensure timely implementation.
- **Support 102,200 neediest genocide survivors with different health needs.** Health support for genocide survivors will be prioritized through structured interventions. MINUBUMWE will set the eligibility guidelines and types of support required by Q1. Districts will identify beneficiaries, and final approvals will be done at MINUBUMWE headquarters. Memorandums of Understanding (MoUs) will be signed with hospitals and pharmacies to provide the necessary medical services. Beneficiaries will access these services directly from partner facilities, with MINUBUMWE covering the costs. This will ensure timely and comprehensive health support for the neediest individuals.
- **Provide education support to 600 needy genocide survivors.** MINUBUMWE will facilitate educational opportunities by establishing selection guidelines for needy

genocide survivors. Eligible students will apply for support and will be selected based on the criteria set by MINUBUMWE. Agreements will be signed with schools to accommodate the selected students. In addition to covering school fees, the government will provide quarterly living allowances to beneficiaries, ensuring sustained support throughout the academic calendar.

- **Provide direct support to needy genocide survivors and special direct support to needy genocide survivors.** Direct financial assistance will be provided to ensure the welfare of genocide survivors. MINUBUMWE will outline criteria for selecting beneficiaries, with identification occurring at the district level. Ordinary direct support of 12,500 RWF will be provided monthly, while childless elderly survivors will receive special direct support of 30,000 RWF. Payments will be distributed quarterly at the district level, coordinated by MINUBUMWE. The budget for these interventions will be earmarked, ensuring consistent and transparent support.



PREVENTION is essential to safeguard gains in poverty reduction and economic growth. Leaving individuals and households exposed to risks, whether predictable or unpredictable, leads to lost investment that is more cost-effective to address early, before livelihoods and progress are lost. **Co-variate shocks** including climate disasters, pandemics, and inflation reverse economic progress if left unaddressed. Prevention mechanisms play a critical role by protecting assets and livelihoods, supporting economic stability. **Lifecycle risks**, such as childbirth, disability, and old age, are more predictable and easier to identify, but if left unaddressed, they set back progress and gains households have worked hard to realise. Prevention is addressed through one outcome, as follows:

Outcome 5: Effective and efficient disaster risk management and shock responsive social protection, build resilience to shocks

With Rwanda's increasing vulnerability to climate shocks, pandemics, and other crises, it is essential to build adaptability, and therefore resilience, within the social protection system. Key interventions include:

- This will be achieved through the **expansion of social safety nets and livelihood support to vulnerable households toward resilience to shocks, taking into consideration gender and disability inclusion.** Providing regular, predictable, and reliable safety nets with clear, transparent selection criteria that are in place before shocks occur can protect the most vulnerable and safeguard the sector's significant investments, ensuring gains are maintained. Partners in the sector will also work together and coordinate efforts to ensure safety nets can also be used to provide quick and effective vertical top-ups during shocks, getting support where it is needed, fast.
- **Provision of inclusive shock-responsive and recovery support (cash transfers and in-kind) to households affected by shocks.** To address the needs of

households not covered by safety nets in the immediate aftermath of a shock, partners will collaborate to provide one-off or short-term cash transfers, building on the recently designed Shock Responsive Cash Transfer. Prioritising and coordinating responses through the sector is essential to protect the resilience of affected households and prevent them from falling into poverty, which can have widespread economic impacts. Key activities include identifying people at risk of shocks and crises, establishing strong policy and legal frameworks for safety nets to protect beneficiary rights, building capacity at national, local, and community levels in disaster risk reduction and management (DRRM), providing emergency humanitarian assistance to meet immediate needs, and supporting the socio-economic recovery of those affected by shocks and crises.

- **Prevent climate shocks by improving the implementation of climate smart public works projects and strengthening other social protection and livelihoods interventions.** Through public works, Rwanda's social protection system has made significant investments in mitigating climate shocks by building radical terraces and planting trees, which protect communities and livelihoods from erosion and landslides. Moving forward, the strategy will build on this and enhance investments in climate-smart public works and implement adaptation, mitigation, and preventive mechanisms to ensure social protection interventions minimise negative environmental impacts and the effects of shocks and climate change. The sector will also expand social safety nets and livelihood support to build resilience against shock and strengthen preventive measures. This will require partners to work together to ensure the social protection system is adaptive, with strong links to disaster risk mitigation. These efforts will be consolidated in climate-smart guidelines for public works and other relevant social protection initiatives within the sector, contributing to Rwanda's NDCs.
- **Promote and expand agriculture insurance for small-holder farmers to avoid the negative impact from shocks.** Rwanda's existing insurance mechanisms should be further leveraged to protect livelihoods during shocks through exploring ways to expand coverage for small-holder farmers. Current agricultural insurance mechanisms available are more suitable for larger commercial farmers, and filling this gap will be essential. Partners will work together to improve access to farmers' and agricultural insurance with the aim to boost resilience at a low cost, helping to protect families' livelihoods and economic stability at the community level. The Government will subsidise output coverage products and improve accountability and transparency, ensuring farmers receive their contracts promptly after premium payments, and monitoring the fulfilment of these contracts by insurance companies to build trust with farmers. It will therefore be achieved through enhancing uptake through issuance of clear guidelines for insurance products, monitoring compliance with contracts agreements between farmers and insurance firms, subsidizing selected crops farms and livestock and training of professionals (public & private) on agriculture insurance.
- **Build capacity for community awareness and expand the infrastructure related to disaster detection, prevention, anticipatory action and early warning**

system and make information accessible to all citizens, especially those whose are exposed to shocks. Building capacity for community awareness and expanding infrastructure related to disaster detection, prevention, and early warning systems is crucial for saving lives, protecting livelihoods, and enhancing overall community resilience. By ensuring that information is accessible to all, especially those most exposed to shocks, we will empower communities to take proactive measures, respond effectively to emergencies, and recover more quickly. This holistic approach not only mitigates the immediate impacts of disasters but also fosters long-term resilience and sustainability. Increased efforts will be made to capitalise on such systems moving forward, allowing for the early detection of shocks and increased access to information on shocks that can save lives and livelihoods.

CROSS-CUTTING: Strengthening systems, monitoring, evaluation, and coordination is critical to maximising the impact of the sector's interventions. These key interventions ensure that evidence is generated to inform advocacy and drive the investment needed to provide adequate benefit levels and expand coverage. Ensuring benefit levels are adequate and expanding coverage is essential to improve the quality of life for every Rwandan. This will be achieved through two outcomes:

Outcome 6: Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people

The second priority is to ensure that the social protection system provides adequate benefits and expands its coverage to reach poor and vulnerable populations. Key interventions include:

- **Strengthen targeting approaches to increase effectiveness, efficiency and flexibility to increase inclusive coverage of poor and vulnerable groups, including for those affected by shocks**. This will require a formal governance structure for the social registry to further support on the transition and embedding of the social registry. Working with partners to make the social registry more dynamic and connected to other sources of information is key to improve and expand social protection in Rwanda. Working together to also improve the methods that drive targeting, based on data and learning, to support extended coverage will also be needed. Reviewing cut-off scores and levels, to gradually increase them over time, and developing processes to ensure selection criteria for each component of the VUP and other schemes is adhered to is also required to ensure the social registry can achieve the inclusive goals of the sector, as stated in national laws and policies. This will need a better understanding of how poverty and vulnerability differ across the sector. Working with partners to help simplify and objectify the selection criteria can reduce targeting errors and help the sector allocate resources more efficiently to protect the poor and prevent the vulnerable from becoming poor. This will also be supported by more use of digital systems for targeting and payments within the sector, including for households and individuals affected by shocks. Finally, planning for cost-effective approaches to maintain the

social registry will also be key, to ensure value for money for all Rwandans, moving forward.

- **Review benefit levels to ensure the needs of poor and vulnerable groups are adequately met, leaving no one behind.** In doing so, an assessment of current benefit levels should follow the release of EICV7 data to better understand the impact of benefits on the socio-economic status of beneficiary households. Moving forward, systems must also be established to ensure benefits maintain their intended value against inflation though regular market monitoring, together with partners.
- **Specific programmes will be developed which will address the differing needs of poor people living in an urban environment.** This is important in the context of increasing internal migration from rural to urban environments. Programmes which are currently included in the Strategic Plan include lifecycle grants (which benefit poor people in both urban and rural environments), support for street vendors, provision of microfinance loans (through the Financial Services component of VUP), support for street children and their reintegration into their families. Other programmes and interventions will be developed.

Outcome 7: Strengthened governance, M&E systems, evidence generation and cross cutting interventions

To deliver on the ambitious targets of the SPSSP, strong partnerships with donors, civil society, and the private sector are essential. Key interventions include:

- **Build strategic partnerships with traditional and non-traditional donors to extend coverage and enhance income security for poor and vulnerable groups.** This intervention aims to support increasing the number of people covered by social protection with adequate levels of benefit. It also aims to diversify funding sources for the sector with a focus on generating investments from climate financing facilities. This will be supported by the below priority in which evidence of impact will be used to generate further interest and investment in the sector. The sector will need to coordinate on the development of a sector financing strategy and sector influencing and advocacy strategy to identify targets and approaches and best use successes and impact to drive interest and further investment.
- **Build M&E systems that monitor the impact of the social protection system at the community, household and individual level.** As noted, current M&E systems are effective in monitoring inputs and outputs, while impact level results have proven more difficult to monitor. We will strengthen systems to generate the information and evidence needed at the impact level, working together to develop modules within the social registry to support this. Partners within the sector will also review their M&E systems and upgrade capabilities to monitor impact. These M&E interventions will be cross-cutting and serve to ensure efforts on poverty reduction, shock response, and impact on vulnerable groups is adequately captured. Government and partners should also explore implementing and monitoring the implementation of the full and properly sequenced graduation package in agreed locations to produce learning on impact and cost-effectiveness.

- **Strengthen institutional linkages and coordination to support a multi-tiered approach to social protection**. With a multisectoral approach, in particular to support graduation, but also to ensure proper linkages between non-contributory and contributory social protection, increased linkages between systems are needed, backed by strengthened coordination. Partners will work together through the SWG to strengthen its structures while also restructuring sub-committees that better reflect sector priorities. Building institutional linkages will also require us to build two-way communication pathways between information systems in different stakeholders, such as the HMIS, DMIS, CRVS, etc., to support the sharing of information needed to ensure the right person received the right investments and support at the right time.
- **Develop sector-wide plans on an annual basis that contribute to joint multisectoral planning, including development partners, CSOs, private sector, and government institutions at local levels**. This will involve the development of sector-wide plans at the level of the Sector Working Group in liaison with other SWGs under the Social and Economic Clusters within the Vision 2050 framework. In particular, this should include a Joint Action Plan for Sustainable Graduation that is multisectoral, overseen by the Graduation Secretariat at MINALOC, in cooperation with other ministries and agencies with a direct role in sustainable graduation. Moving forward, graduation should be considered a cross-cutting area within the national planning cycle, for the next national strategy.
- **Establish a standardised process for approval of all NGO and CSO interventions for social protection and livelihoods at the district level**. This is required to ensure activities at all levels contribute to national development objectives and priorities within the sector. This will require partners to engage with national and local government to design and rollout a formal process for approvals that cross-check proposed interventions for any duplication and ensure key investments are made with the right clients and in the sequence required to support sustainable graduation.
- **Raise awareness on social insurance and social assistance among the general population to ensure an understanding of eligibility criteria, how to register, how to claim and receive benefits and how to launch complaints.** This intervention complements the awareness campaigns and community mobilisation efforts highlighted above to ensure that the public understands social protection, who is eligible for what types of schemes on both the contributory and non-contributory side, how to claim their benefits, how to update their information in the social registry and how to receive their payments. This intervention also requires strong grievance and redress mechanisms that allow beneficiaries and the general population to make complaints and grievances through formal procedures and receive updates and feedback on their complaints.
- **Strengthen coordination of planning across both state and non-state actors and establish a single multisectoral implementation plan for effective and inclusive social protection service delivery to achieve sustainable graduation.** A Joint Action Plan for Sustainable Graduation, as outlined in the National Strategy for Sustainable Graduation is required to carefully coordinate multisectoral investments and ensure they reach the right client at the right time

and sequence. This will require increased engagement with local government and local service delivery to ensure effective implementation, supported by better linkages and coordination between local and central levels.

- **Build capacity across the social protection sector.** This will be achieved through designing and implementing comprehensive training programmes for all, including those in local government, local service delivery and proximity advisors, mobilising and raising awareness among local leaders and communities, developed structured capacity development plans for the entire sector and training community-based rehabilitation committees.

3.3 CONTRIBUTION TO NST2, OTHER SECTOR STRATEGIES AND CROSS CUTTING AREAS

3.3.1 CONTRIBUTION TO NST2 THEMATIC AREAS/ PRIORITIES:

The table below outlines the logical flow and connection between NST2 priorities, indicators and those of the SP-SSP, that will delivery NST2.

Table 3: Linkages and alignment between NST2 and the SP-SSP

NST2 Priority Area	NST2 Outcomes	SP-SSP Priorities that Deliver NST2
P-A 1: Promote graduation by creating an enabling environment for income opportunities	Outcome 1: Enhanced households' empowerment to sustainable graduate out of poverty.	Outcome 1: Enhanced households' empowerment to sustainable graduate out of poverty.
P-A 2: Protect those in poverty by ensuring access to essential services, through social security and income support	Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people.	Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people. Outcome 2 contributes to NST2 Priority Interventions: 1) Increase coverage to mandatory social security and insurance schemes for the formal sector from 9 to 20%; and 2) Increase coverage or individuals enrolled and saving with Ejo Heza from 3.1 million to 6.1 million.
	Outcome 3: Reduced malnutrition.	Outcome 3: Reduced malnutrition.
	Outcome 4: Increased access of vulnerable groups to high quality social care services.	Outcome 4: Increased access of vulnerable groups to high quality social care services.
P-A 3: Prevent people from falling into poverty by providing income security and insurance	Outcome 5: Effective and efficient disaster risk management and resilience to shocks.	Outcome 5: Effective and efficient disaster risk management and shock responsive social protection to build resilience to shocks.

mechanisms to safeguard individuals and families from shocks		
Cross-Cutting	Cross-Cutting areas contribute to the strengthened monitoring and coordination required for increased impact, contributing across all outcomes related to the social protection sector in NST2.	Outcome 6: Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people.
		Outcome 7: Strengthened governance, M&E systems, evidence generation and cross cutting interventions.

3.3.1 ALIGNMENT WITH OTHER SECTOR STRATEGIES

The SP-SSP2 is designed to align with the plans of other sectors, as outlined below:

Private Sector Development and Youth Employment Sector: The SSP will leverage technical skills training for graduation participants, including youth, aiming to train 100% of targeted individuals. The sector will also invest in skills development for unemployed youth from poor and vulnerable families.

Financial Sector: The SSP will strengthen Ejo Heza savings across different work categories, particularly in the informal sector. The number of savers will increase from 3.1 million in 2023 to 6.1 million in 2029, and the value of funds saved will rise from Rwf 41.2 billion to Rwf 127 billion. Further, the SSP will enhance financial literacy for graduation participants, increasing the percentage of those trained from 19% in 2023 to 100% in 2029. This includes training in financial literacy, savings promotion, and basic business management skills.

Health Sector: The SSP will reduce malnutrition among children by increasing the percentage of eligible populations receiving NSDS cash transfers and nutrition commodities from 67% in 2023 to 90% in 2029. Additionally, the percentage of children aged 2-6 attending ECD facilities which provide fortified blended foods will increase from 40% in 2023 to 80% in 2029.

Governance and Decentralisation Sector: The SSP will strengthen multi-sectoral programme design, implementation and monitoring, focused on human capital development, economic inclusion to accelerate graduation out of poverty in collaboration with local government, contributing to local economic development and inclusive local government services, as outlined in the G&D SSP. Further, by increasing the population receiving adequate social protection benefits from 11% in 2023 to 25% in 2029 and improving benefit adequacy from 9% to 30%, the SSP supports local economic development, aggregate demand and economic stability.

3.3.2 CONTRIBUTION TO NST1 CROSS-CUTTING AREAS

The SSP has been designed to contribute to cross-cutting areas, as outlined below:

Climate, Environment & Natural Resources: The SSP aims to support climate-smart practices by increasing the percentage of public works projects incorporating these practices from 89% in 2023 to 100% in 2029.

Nutrition: The SSP will increase the percentage of eligible households with children under 2 years receiving NSDS cash transfers and nutrition commodities from 67% in 2023 to 90% in 2029.The plan aims to enhance the number of ECD centres delivering behaviour change communication and fortified blended foods, increasing coverage from 65% in 2023 to 90% in 2029.

Gender and Family Promotion: The SSP aims to reduce the population living below the poverty line, including female-headed households, from 39% in 2023 to 10% by 2029. Community-based social care services will train 100% of front-line workers on child protection and family support. By 2029, 20,000 delinquents will receive psychosocial support, value-building, and vocational training. Additionally, 7,500 rehabilitated individuals will receive reintegration packages, and 11,000 orphans and vulnerable children will be supported with psychosocial services and school fees.

Disability and Social Inclusion: The SSP will ensure a safe and accessible environment for children with disabilities at ECD Centres, increasing the number of accredited facilities meeting NCDA standards from 65% in 2023 to 90% by 2029. The sector will train 100% of community-based social care providers on child protection and family support, and all ECD caregivers will be trained to combat child abuse, including against children with disabilities. Awareness campaigns against abuse will reach 100% of public service entities by 2029. Additionally, the number of persons with disabilities will increase across all groups by 2029, as outlined in the M&E matrix. This is factored into the design and implementation of a new Disability Grant, within the VUP, which will provide regular support to persons with disabilities. Fundamental to identifying and targeting PwD for support will be the finalisation of the Disability Management Information System (DMIS) which is in the final stages of completion and will include details of over 500,000 persons with disability.

Disaster Risk Reduction: The SSP ensures strategic stores are properly equipped and complying with storing standards, increasing compliance from 50% in 2023 to 100% in 2029. The sector will also invest in Community Engagement in Disaster Risk Resilience, increasing the number of campaigns conducted for preparedness, prevention, and response, reaching five campaigns by 2029.

Capacity Development: The SSP will prioritize providing coaching, mentoring, and skills training to all graduation program participants, including youth. These three core elements form part of the foundation of the graduation package detailed in the National Strategy for Sustainable Graduation.

HIV/AIDS: The sector will ensure that psychosocial support is provided to all vulnerable groups. By 2029, 20,000 delinquents and vulnerable individuals, including those with HIV/AIDS will benefit from psychosocial.

Research and Development: The SSP will fund a number of research projects to generate evidence for the sector and drive further investment. The sector will produce a minimum of five evidence reports during the NST2 period.

3.4 SP-SSP RESULTS CHAIN

Table 4: Social Protection Sector Results Chain

Inputs	Activities	Outputs	Outcomes	Goal/Impact
Financial resources from government, development partners, CSOs and NGOs Human resources and tools for capacity-building training Infrastructure for complementary social services Coordination mechanisms between government, civil society, and private sector partners Monitoring and evaluation	• Direct resources to households specifically with real graduation potential. • Diversify household livelihoods to support resilience, engaging youth in skills development and jobs promotion. • Empower clients to choose graduation pathways and provide appropriate training and assets. • Ensure graduation clients have access to essential complementary services. • Support capacity strengthening for parasocial workers and support clients to build a self-reliance mindset. • Match investment in behaviour change, capacity development and cash transfers (for safety nets) of graduation participants. • Enhance community awareness and disaster detection to improve preparedness and timely responses to shocks. • Improve climate-smart public works to minimise environmental impacts and enhance utility for adapting to climate shocks.	• Strengthen targeting and profiling to promote economic empowerment and resilience among all households living in poverty. • Leverage on skills training and productive assets acquisition for diversification of households' livelihoods. • Streamline the provision of complementary services to primarily benefit the graduation participants. • Increase and diversify social behaviour change program interventions to sustainably build self-reliance mindset. • Utilise a community driven programming intended to strengthen values of self-reliance, respect for rights and inclusive community-based support for the vulnerable. • Pilot government and civil society partnership for matching investment in behaviour change and capacity development of graduation participants.	**Outcome 1: Enhance households' empowerment to sustainably graduate out of poverty**	**Promote graduation by creating an enabling environment for income opportunities**

systems for impact assessment	• Implement preventive mechanisms and promote insurance for smallholder farmers to protect livelihoods and reduce the economic impact of shocks. • Implement full graduation package for refugees and host communities in alignment with the Refugee Graduation Strategy (RGS) 2025-2030. • Implement interventions to promote employment and jobs for poor and vulnerable youth.	• Provide comprehensive graduation package to refugees and their host communities to ensure they are able to graduate from reliance on humanitarian assistance. • Design, pilot and expand youth employment interventions targeting vulnerable youth, school dropouts and teen mothers in coordination with employment and jobs programs.		
	• Simplify enrolment processes, especially for informal sector workers. • Collaborate with employers, private sector, and workers' unions and labour inspection. • Expand coverage to additional contingencies, including unemployment and extension of maternity towards universal coverage. • Enhance investment strategies and integrate with mobile operators. • Provide comprehensive financial literacy training. • Partner with community leaders and grassroots organisations.	• Increase awareness and accessibility of mandatory social security and insurance schemes for all, in both the formal and informal sector and different work categories. • Strengthen EjoHeza Short-Term Benefit through dual account initiatives and extend enrolment and savings among informal sector workers categories. • Increase the provision of improved direct support to poor households. • Implement and gradually expand the old age, disability,	**Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people**	**Protect those in poverty by ensuring access to essential services, through social security and income support**

	• Maintain improved direct support to address lifecycle vulnerabilities. • Ensure needs of current DS beneficiaries are met during the transition to individual entitlements. • Gradually expand coverage beyond current beneficiaries. • Ensure grants are effective within a multi-tiered social protection system. • Provide subsidies for those who cannot afford contributions. • Implement communications and awareness campaigns. Improve quality of services and reduce enrolment barriers.	and child grants beyond the current beneficiaries. • Increase the coverage health insurance scheme to all the population.		
	• Distribute and promote locally produced nutrient-dense Fortified Blended Food (FBF) to the poorest households at risk of malnutrition. • Continue nutritional interventions for pregnant and lactating women. • Provide holistic and comprehensive services. • Implement incentive programs for ECD caregivers • Establish monitoring systems with supervision, mentoring, and access to resources.	• Enhance Nutritional Sensitive Direct Support and provide Nutrition Commodities for children under five and pregnant and lactating women. • Strengthen the ECD Services by Providing holistic and comprehensive services to children from 2 to 5 years.	**Outcome 3: Malnutrition is reduced**	
	• Support family care, including for street connected children, parental	• Enhance the capacity building and motivation of Community	**Outcome 4: Increased**	

	support, community-based mental health and psychosocial services, and social care services. • Harmonise efforts, set clear roles, equip with capacities and knowledge, and establish referral mechanisms. • Address delinquency at the community level. • Provide psychosocial support, value building, vocational skills and medical support. • Include follow-up, psychosocial support, and reintegration packages. • Prepare both community and graduates, identifying needs and providing sufficient reintegration packages. • Establish a minimum package of services: health, nutrition, education, shelter, family care, social protection, and psychosocial support. • Create safe spaces for dialogue and provide psychological assistance. • Support ex-combatants with psychosocial services and engage them in community reconciliation. • Facilitate family reunification for repatriated ex-combatants. • Implement the Community Based Inclusive Development (CBID) program.	Based Social Care Service Providers to support family care, parental support and community based mental health, gender and disability inclusive and social care services. • Operationalise Community Based Rehabilitation to address delinquency related issues, GBV and child abuse issues at the community level. • Prevent and rehabilitate delinquents through psychosocial support, value building and vocational skills taking into consideration gender and disability inclusion. • Design and implement inclusive after care programs including follow up, psychosocial support and provision of reintegration package. • Provision of high-quality serves and support to orphans and other vulnerable children • Provision of high-quality services and support to genocide survivors and ex-combatants • Enhance social and economic capabilities of the most vulnerable populations especially women, orphans, genocide survivors, GBV	**access of vulnerable groups to high quality social care services**	

	• Focus on livelihood support, training, education, and self-employment opportunities for persons with disabilities. • Support 2,400 genocide survivors with income-generating activities, providing financial assistance, training, and phased disbursements through Umurenge Sacco accounts. • Construct and rehabilitate 768 houses by setting selection criteria, identifying sites, formalizing contracts, and ensuring continuous monitoring. • Provide health support to 102,200 needy genocide survivors by identifying beneficiaries, partnering with health facilities, and covering medical costs. • Provide education support to 600 genocide survivors through school fee payments, living allowances, and agreements with partner schools. • Deliver monthly and quarterly direct financial support to 28,756 needy genocide survivors, with additional special support for 1,378 childless elderly survivors.	victims and persons with disabilities. • Provision of psychosocial support services to genocide survivors. • Provision of livelihood support to vulnerable genocide survivors. • Provision of health services to genocide survivors. • Ensure genocide survivors receive support to access education. • Build or refurbish suitable housing for vulnerable genocide survivors.		
	• Provide regular, predictable, and reliable safety nets with clear selection criteria. • Ensure quick and effective vertical top-ups during shocks for VUP beneficiaries.	• Expansion of social safety nets and livelihood support to vulnerable households toward resilience to shocks taking into consideration gender and disability inclusion	**Outcome 5: Effective and efficient disaster risk management and shock**	**Prevent people from falling into poverty by providing income security and insurance mechanisms to**

	• Address needs with one-off or short-term cash transfers aftershocks for non-VUP beneficiaries. • Build capacity at national, local, and community levels in disaster risk reduction and management (DRRM). • Provide emergency humanitarian assistance and support socio-economic recovery. • Improve climate-smart public works projects and agree on climate-smart guidelines for public works. • Improve access to farmers' insurance. • Ensure prompt delivery of contracts and monitor insurance firms. • Prepare anticipatory actions (AA) to prevent and reduce disaster and shocks effects. • Strengthen capacity for Mass influx management (refugees and internally displaced people). • Promote and expand volunteerism for community awareness and response to disasters and shocks. • Expand disaster detection, prevention, and early warning systems. • Make information accessible, especially to those exposed to shocks.	• Provision of inclusive shock-responsive support (cash transfers and in-kind) to households affected by shocks. • Prevent climate shocks by improving the implementation of climate smart public works projects and strengthen social protection and livelihoods interventions. • Promote the Insurance for farmers and agriculture to avoid the negative impact from shocks. • Build capacity for community awareness and expend the infrastructure related to disaster detection, prevention and early warning system and make information accessible to all population especially those whose are exposed to shocks.	**responsive social protection to build resilience to shocks**	**safeguard individuals and families from shocks**

	• Explore pre-arranged financing for shock-response, for example, through climate risk financing.			
	• Build capacity on difference between poverty vs. vulnerability. • Simplify selection criteria and review cut-off scores to reduce errors and allocate resources efficiently. • Establish formal governance structure for social registry. • Build grievance and redress mechanism. • Assess benefit levels with EICV7 data in line with international standards. • Assess basic consumption basket with EICV7 dat. • Maintain benefit value against inflation through market monitoring.	• Strengthen targeting approaches to increase effectiveness and ensure flexibility and adaptability to increase inclusive coverage of poor and vulnerable groups, including for those affected by shocks. • Review benefit levels to ensure the basic needs of poor and vulnerable groups are adequately met, leaving no one behind.	**Outcome 6: Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people**	**Cross-Cutting**
	• Develop financing and advocacy strategies to improve the funding in the sector linked to outcomes, including generating funding from climate financing facilities. • Identify targets to drive investment. • Use the social registry to select households for graduation and other SP components. • Support systems development and operationalisation. • Define dynamic elements of SRIS and build connectivity. • Improve targeting algorithms based on data. • Review cut-off scores for inclusivity.	• Build strategic partnerships with traditional and non-traditional donors to enhance income security for poor and vulnerable groups. • Build M&E systems that monitor the impact of the social protection system at the community, household and individual level. • Strengthen institutional linkages and coordination to support a multi-tiered approach to social protection. • Develop sector wide plan on an annual basis that contributes to	**Outcome 7: Strengthened governance, M&E systems, evidence generation and cross cutting interventions.**	

	• Cross-check interventions to avoid duplication and support graduation. • Enhance system linkages and coordination. • Provide feedback on targeting accuracy. • Restructure SWG and sub-committees for sector priorities. • Develop multisectoral planning in liaison with other SWGs. • Establish a single multisectoral implementation plan for social protection service delivery and move toward the implementation of a Joint Action Plan for Sustainable Graduation. • Integrate graduation into national planning, as a cross-cutting area. • Build communication pathways for data sharing between stakeholders. • Launch targeted educational campaigns via various media channels. • Design and implement a formal approval process for projects/interventions at the district level. • Build the capacity of all proximity advisors. • Mobilise and raise awareness among local leaders and communities (delinquency interventions).	joint multisectoral planning, including DPs, CSOs, Private Sector, government institutions, including at local level. • Establish a standardised process for approval of all NGO and CSO interventions for social protection and livelihoods at the district level. • Raise awareness on social insurance and social assistance among the general population to ensure an understanding of eligibility criteria, how to claim benefits and how to receive them. • Strengthen coordination of planning across both state and non-state actors and establish a single multisectoral implementation plan for effective and inclusive social protection service delivery to achieve sustainable graduation. • Build capacity across the social protection sector.		

	• Develop a structured capacity development plan supporting the entire sector. • Train Community-Based Rehabilitation committees. •			

CHAPTER 4:

4 IMPLEMENTATION ARRANGEMENTS

This chapter sets out how the sector strategic plan will be implemented. It describes key stakeholders and their roles and responsibilities and explains the mechanisms for co-ordination in the sector.

4.1. INSTITUTIONAL FRAMEWORK

4.1.1 ROLES OF CENTRAL AND LOCAL GOVERNMENTS

The Ministry of Local Government is responsible for oversight and coordination of the social protection sector, monitoring the delivery outputs and intended outcomes, while ensuring that all stakeholders are aligned towards the implementation of this strategy.

In particular, MINALOC leads the Social Protection Sector in line with the core functions of the Ministry as follows:

- Develop and disseminate sector policies, strategies and programmes
- Develop legal frameworks
- Develop institutional and human resource capacities, including assessing and building the capacities of decentralised entities
- Monitor and evaluate the implementation of sector policies, strategies, Imihigo and programmes
- Oversee the functioning of institutions supervised by the Ministry
- Promote effective intergovernmental relationships,
- Mobilise resources for sector activities, including promoting partnerships for joint implementation by stakeholders at local level.

MINALOC will co-ordinate implementation of this strategy through the multi-stakeholder Social Protection Sector Working Group, a forum that brings together all stakeholders from Government agencies, development partners and civil society organisation.

In collaboration with partners, MINALOC will draw up an annual implementation plan that sets out targets for the sector and monitor progress against it. The Ministry will oversee the operational programs implemented by LODA, RDRC, NCPD and NCDA and ensure that national and decentralized levels have the capacities required to deliver social protection strategy objectives.

MINALOC will also collaborate with other Social and relevant Economic Sector Ministries through the Social Cluster to ensure that the targets of convergence set out in the sector strategic plan are embedded in their relevant annual plans and budgets. Steering committee on graduation and on social registry will continue to guide the technical coordination of implementation of the graduation strategy and the dynamic social registry.

The agencies of LODA, RDRC and NRS will be responsible for translating this sector strategic plan related targets into detailed operational guidelines for program delivery and ensure quality delivery of their respective programmes by decentralised levels.

Other relevant institutions highlighted in the sector strategic plan will also embed these targets into the plans and budgets.

The agencies will be responsible for ensuring that effective M&E frameworks and mechanisms are in place and that the findings of routine monitoring and impact assessments inform practical improvements in targeting and other aspects of program design. These agencies will also oversee program financial management and ensure that frontline staff in Districts and Sectors are properly inducted and trained and have the skills required to deliver programs.

In planning program-specific training they will liaise with MINALOC (which has overall responsibility for capacity building on social protection) to maximise synergies and efficiencies across the sector.

MIGEPROF will play a key role in the development of Social Care Services and also oversee programs implemented by NCC and National Child Development Agency and ensure that Social Care Services delivered by local governments are well implemented. MIGEPROF will also oversee Early Childhood Development Programs, which will play a key role in ensuring, through technical support and strengthening coordination, that the social protection sector maximizes its contribution to addressing malnutrition.

MINAGRI (the Ministry of Agriculture**)** – which has oversight of Rwanda Agricultural Board (RAB) offers a number of programmes that provide – or subsidize – assets to rural households. These include: **Girinka** (the One Cow per Poor Family Scheme) in which poor and vulnerable families are provided with a cow; a programme **providing small livestock** to poor households with little land; and **fertilizer subsidies and seeds**. MINAGRI/RAB will be responsible for proactively coordinating these programmes with the core social protection programmes under the graduation Minimum Package for Graduation framework.

The Ministry in charge of Emergency Management (MINEMA) will continue to coordinate all interventions in disaster risk reduction and management and refugee affairs. MINEMA provides immediate relief response such as iron sheets, food and non-food items to disaster affected persons, and constitute a key contribution to poverty reduction and the protection of the most vulnerable persons. Over the SPSSP implementation period, MINEMA will focus on both disaster response and preparedness actions including public awareness, early warning, prevention and mitigation as provided for within District Disaster Management Plans (DDMP), disaster management policies and the Law relating to the disaster management in Rwanda.

The Ministry of Health (MoH) and the Rwanda Biomedical Centre (RBC) will continue to create an enabling environment for sustainable graduation through provision of good quality, accessible health care for all Rwandans. Furthermore, MoH will proactively work with the social protection sector to establish robust coordination mechanisms to enable monitoring of conditionalities under the NSDS scheme and promote referrals between community health workers (CHW) and other proximity advisory services.

The Ministry of Education (MOE): Will coordinate technical and vocational training programs with the social protection sector to ensure that poor households access relevant and appropriate skills that support the development of sustainable livelihoods.

The Ministry of Public Service & Labour (MIFOTRA): Will support the social protection sector's efforts to ensure that appropriate structures and staffing are in place at national and decentralised levels to enable efficient and effective implementation of social protection programs.

The Ministry of Finance and Economic Planning (MINECOFIN): Will ensure, to the extent possible, that resources are allocated to finance SP-SSP implementation while also ensuring that financial management systems enable sufficiently detailed tracking of social protection expenditures to enable accountability for resources and evaluation of value-for-money in social protection sector investments. MINECOFIN will also lead implementation of the Long-term Savings scheme, working through other institutions as appropriate.

The Rwanda Social Security Board (RSSB) will support coordination of contributory and non-contributory social security interventions and will work to strengthen the administration of the Community-based Health Insurance (CBHI) scheme to maximize coverage of all households, particularly the poorest and people with disabilities.

MINICOM and the **Rwanda Cooperatives Agency** (RCA) will ensure regulation and capacity building of Savings and Credit Cooperatives (SACCOs) and, potentially, coordinate with RSSB in the promotion of the Long-term Savings Scheme (LTSS) among members of cooperatives.

The Rwanda Governance Board (RGB) will ensure the regulation of civil society organisations engaging in the social protection sector, are aligned in contributing to sector targets and participate in monitoring the quality-of-service delivery.

Rwanda Information Society Authority (RISA) will ensure that there are robust IT infrastructures and systems that can support the delivery of social protection programmes. These include Social Registry for targeting of social protection beneficiaries and other related systems.

Districts will be responsible for the coordinating the delivery of the majority of social protection programs in compliance with guidelines provided by national level institutions. Although precise responsibilities will vary according to the nature and design of the various social protection interventions, commons responsibilities are expected to include:

- Coordination of implementation of policies, strategies and plans
- Coordination of interventions at local level
- Coaching and sensitisation of social protection beneficiaries
- Coordinate the recruitment and management of frontline workers (Para social workers, Friends of the Family, Community Health Workers, etc.)
- Narrative and financial reporting to social protection agencies and central Government
- Handling complaints and appeals about targeting and program delivery issues
- Channelling feedback from the field on program delivery challenges and recommendations for design improvements to agencies and central Government.

4.1.2 ROLE OF DEVELOPMENT PARTNERS

Development partners are very active in the SPSWG and its sub-committees and provide extensive technical and financial support to the sector. The sector will work to sustain and further build upon the active partnerships already established with FCDO, World Bank, SIDA, GIZ, KfW and relevant UN agencies such as UNICEF,

WFP, as well as to encourage new development partners both traditional and non-traditional to increase their engagement in the sector. The sector will make full use of the resources and expertise available from development partners, ensuring that these are used in an efficient and harmonised way, aligned behind this strategic plan.

4.1.3 ROLE OF CIVIL SOCIETY ORGANISATION

Civil society organisations have key roles in social protection in Rwanda, including in:

- **Programme implementation**: support in implementation of social protection programmes, graduation strategy and other related services by committing resources (financial, technical and human resources) in line with the targets set out in the strategic plan
- **Service delivery:** particularly with regards to Social Care Services and complementary program related to livelihood development and nutrition. Whilst most CSO projects are reaching only small numbers of people, the large number of active CSOs means that their collective contribution to service delivery will be substantial.
- **Sensitisation of citizens on social protection rights and responsibilities and supporting citizens to hold service providers to account:** civil society organisations are encouraged to actively empower citizens to understand their rights and responsibilities, to monitor service delivery quality and proactively engage with duty bearers where service delivery is found to be wanting.
- **Innovation:** Piloting of new approaches to enable lessons learning and inform the on-going improvement of existing SP programs.
- **Participation in policy and program development:** Participation in policy formulation and program development and evaluation processes.

Key civil society networks will be permanently represented on the SPSWG. In addition, in order to maximise civil society input, CSOs/NGOs will be invited to participate in policy discussions on particular issues on which they have expertise.

At District levels, civil society organisations intervening in the social protection sector will continue to actively participate in JADFs, including in the Social Commissions and Social Protection Sub-Commissions and graduation committees, helping to ensure a co-ordinated approach to social protection delivery. Government will work together with civil society to strengthen Sector level JADFs, so that JADFs are enabled to undertake detailed co-ordination, including comparison and modification of beneficiary lists to minimise duplications and gaps in coverage.

4.1.4 ROLE OF PRIVATE SECTOR

The private sector has key roles to play in support of social protection, including in the following areas:

- Ensuring compliance with mandatory social security obligations.
- Creating jobs for the poor that respect labour standards.
- Offering a range of appropriate financial services including savings and insurance.
- Providing the technical skills required for the design of more complex public works projects and the skilled labour to work alongside unskilled public works beneficiaries in implementation
- Providing technological solutions to key social protection delivery challenges/instruments.

- Supporting effective communications in the sector drawing on the positive experience of m-health internationally.
- Creating revenue-generating investment opportunities for pension and other formal social security funds.

Government will work increasingly in collaboration with the private sector in delivering social protection objectives and will explore new opportunities for partnerships.

4.2. MECHANISMS FOR CO-ORDINATION BETWEEN STAKEHOLDERS AND PARTNERS IN THE SECTOR

National level

Inter-ministerial coordination shall be achieved through the Social Cluster meetings. Given its cross-cutting role and relationship with local governments that are responsible for delivery of most social cluster services, including social protection. The social cluster provides a forum for high level consultation on key policies, strategies and programmes prior to their submission to Cabinet, as well as monitoring of implementation of Presidential pledges, post Cabinet Actions, National Dialogue and Leadership Retreat resolutions and items to be submitted to Cabinet.

The key mechanism for technical co-ordination and information sharing at national level between stakeholders and partners in the sector will continue to be the Social Protection Sector Working Group (SPSWG), which will meet at least quarterly.

The SPSWG's responsibilities will include:

- Ensuring the implementation and monitoring of the social protection strategy, including providing regular six-monthly reports on progress during Joint Sector Reviews
- Making recommendations on annual budgets for all activities set out in the strategy
- Monitoring the execution of social protection budgets across government
- Monitoring all social protection initiatives across government
- Overseeing analytical work undertaken by Ministries on social protection

The SPSWG and the dedicated sub-committees will monitor to ensure that all key elements of the SP-SSP are well resourced and implemented. The Sub-committee meet quarterly and are expected to submit reports on their deliberations, including any recommendations, to the Chair and Co-Chair of the SPSWG for consideration.

MINALOC will continue to strengthen its capacity to coordinate the SPSWG and the various sub-committees and the preparation and conduct of the bi-annual Joint Sector Review (JSR) and other sector activities with dedicated technical specialists.

Decentralised level

At decentralised levels, JADFs will continue to play the key co-ordination role. The role of JADFs in overseeing social protection interventions will be strengthened through regular coordination with Districts. Through JADFs, Community Based Organisations and CSO operating at District level will ensure that these programmes are aligned with District development priorities.

4.3. COORDINATION OF STAKEHOLDERS

To ensure the effective delivery of graduation and social protection interventions Government will ensure the alignment of government, non-state actors and development partners, linked to core government plans, budgets and strategies, programme delivery and reporting.

The Social Registry will be used to identify clients for the various social protection interventions, those delivered by Government, CSOs and other partners based on the programme objectives.

This will be measured by the value of contributions from CSOs, and the private sector and development partners signed up to the Government-civil society partnership on graduation.

CHAPTER 5:

5 MONITORING AND EVALUATION

The M&E system comprises three main elements: monitoring; impact evaluation; and focused analytical work.

5.1 SECTOR MONITORING AND EVALUATION ARRANGEMENTS

The SP sector will continue to be monitored by the Sector Working Group, incorporating membership from all stakeholders in the sector.

Regular monitoring of sector performance will continue through twice-yearly Joint Sector Reviews (JSRs), both backward and forward looking. These reviews will assess performance, based on the indicators outlined in Annex 2, and other agreements made by the SP-SWG. Other SWG meetings will include an annual policy retreat and a sector wide planning and budgeting preparation event. Moving forward, reports fed to the SWG will be increasingly oriented towards impact monitoring.

5.2 SECTOR MONITORING AND EVALUATION SYSTEMS

As noted, monitoring of the sector will be supported primarily by the new Imibereho social registry information system (SRIS). The SRIS replaces the "Ubudehe categorisation" previously used for targeting beneficiaries of social protection and graduation programmes. This registry adopts Proxy Means Testing (PMT) in effort to enhance the accuracy of identifying households in poverty. The system predicts a household's poverty status using variables such as demographics and assets, using consumption data and regression models to predict household welfare. The registry supports various government programs, including VUP and CBHI, ensuring more precise and accountable service delivery. The system also facilitates easy access to household information using a simple dial code, enhancing transparency and efficiency in the allocation of social protection resources.

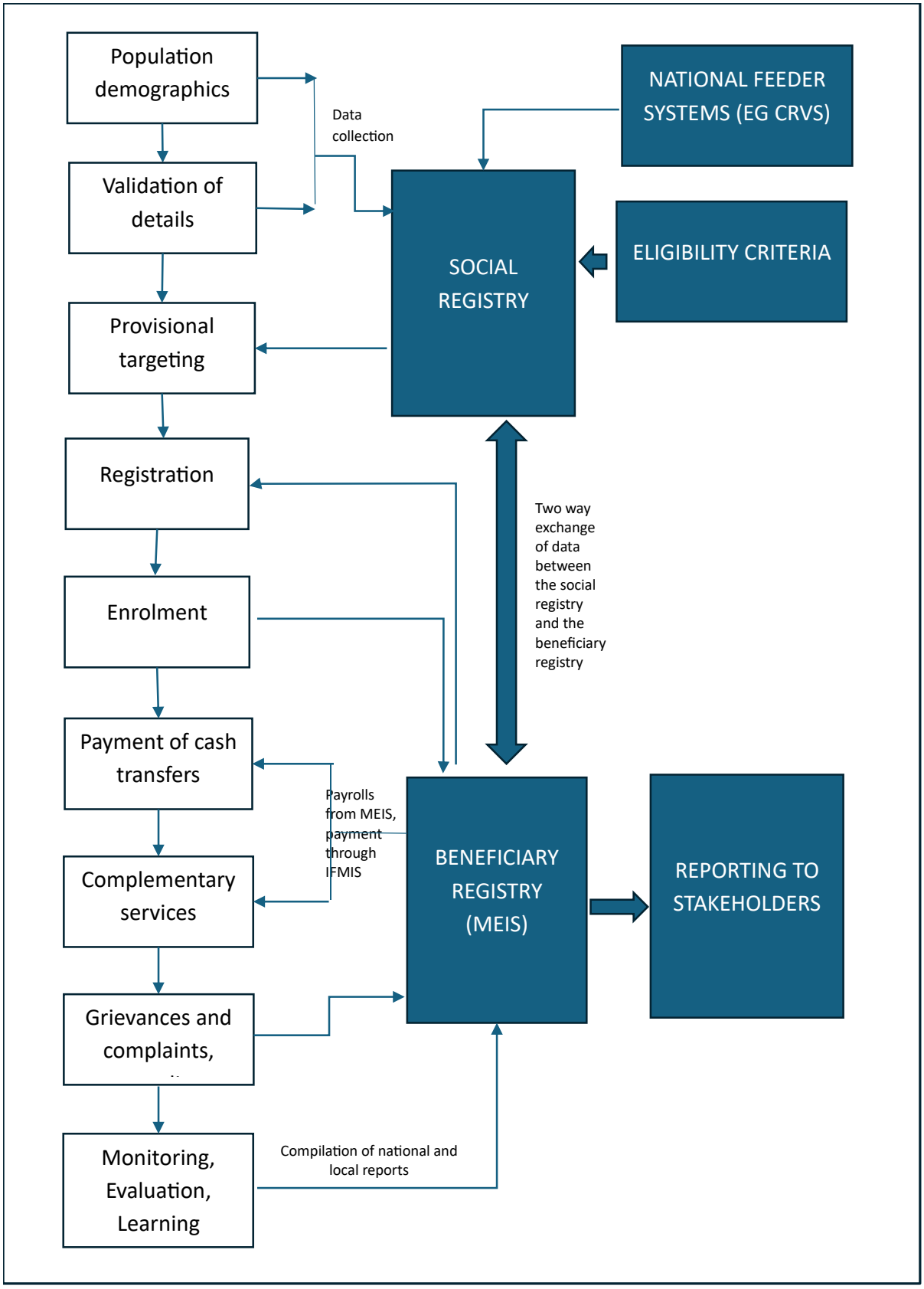
Moving forward, the SRIS will support sector-wide monitoring adding value through interoperability. The SRIS will manage the functions related to assessing the poverty levels and producing provisional targeting lists whilst the Monitoring and Evaluation Information System (MEIS), which serves as a beneficiary registry, will provide information in real time, ensuring an understanding of who receives what type of support and when. Key modules in the MEIS include programme/component management, finance, and reporting, which enable users to register planned projects, convert them into active projects upon budgeting, develop and monitor log frames, enter project budgets, and manage financial aspects.

Together the SRIS and MEIS will support the monitoring and tracking of important smart indicators, in particular those related to coverage and benefit adequacy, which are central to the success of the sector.

Other systems which will contribute to management of the SP sector include the system to identify people affected by a shock, the SACCO system which will include the efficiency of payments, tracking progress of participants towards graduation

Moving forward, the sector will develop a Graduation Management Information System (GMIS), which is essential for monitoring and tracking the provision of the multisectoral graduation package. It will support the monitoring of key indicators related to the delivery of the package and track its impact. This system will enable the sector to measure the success of the graduation program against an agreed-upon measurement framework, providing a clear understanding of whether a household has successfully graduate

Figure 6: Core functions of information systems and interoperability



Source: developed by the authors

The SRIS is also complemented by the MEIS, which sits under Pillar 1. The MEIS is a monitoring tool designed for the planning and oversight of local government infrastructure and social protection projects. The MEIS provides information in real time, ensuring an understanding of who receives what type of support and when. Key modules include project, finance, and reporting, which enable users to register planned projects, convert them into active projects upon budgeting, develop and monitor log frames, enter project budgets, and manage financial aspects. Given its complexity, effective use of the MEIS requires training, with guidelines provided to navigate various processes and functionalities of the system.

Moving forward, it will be increasingly important to build further modules into the SRIS to ensure monitoring and evaluation of the implementation of complex multisectoral programmes, including graduation. As graduation programming is multisectoral and comprised of inputs from various institutions and sectors, the SRIS will be best placed to monitor outputs and investments, ensuring a comprehensive understanding of who has received what inputs, and when, allowing the sector to track targets and indicators liked to the full graduation package.

SECTOR M&E FRAMEWORK

Table 5: Sector M&E Framework

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
Outcome 1: Enhanced households' empowerment to sustainably graduate out of poverty	% of graduation participants graduated out of poverty (gender disaggregated)	Percent	N/A (first two-year cycle will complete on 30 June 2025	N/A	70%	70%	70%	70%	MINALOC/ LODA	SRIS-MINALOC/ MEIS-LODA
	% of graduation participants targeted through social registry	Percent	N/A	100%	100%	100%	100%	100%	MINALOC	SRIS-MINALOC
	Number of targeted graduation participants (households) gender disaggregated receiving a full package (safety net, financial literacy training, access to a savings group, access to shock response, access to complementary services, coaching, a productive asset and skills training)	Number	0	40,000	50,000	100,000	175,000	250,000	LODA Districts CSOs	SRIS-MINALOC/ MEIS-LODA
	Number of fully trained volunteers and front-line staff working with graduation participants (households)	Number	0	14,723	14,723	14,723	14,723	14,723	MINALOC	JSR

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of graduation participants completing the social behaviour change program	Number	205,275 (2023/24)	120,000	140,000	145,000	150,000	150,000	MINALOC/ LODA	Districts
	% of graduation participants with a Personal Graduation Plan	Percent	0% (personal graduation plans not implemented yet)	100%	100%	100%	100%	100%	MINALOC/ LODA	Districts
	% of eligible graduation participants who have been trained in financial literacy, promotion of savings and simple business management skills in first year of enrolment	Percent	19.60%	100%	100%	100%	100%	100%	MINALOC/ LODA	Districts
	Value of contributions from CSOs, DPs and the private sector signed up to Public-Private partnership on graduation	Frw	60 billion	60 billion	75 billion	90 billion	105 billion	120 billion	MINALOC/ LODA	Financial Report
	% annual increase of contribution from JADF members on graduation programs	Frw	3%	5%	5%	5%	5%	5%	Districts	Annual reports
	Number of vulnerable genocide survivors provided with income generating support	Number	2,280	2,280	2,280	2,280	2,280	2,280	MINUBUMWE	MINUBUMWE reports

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of refugees graduated from humanitarian assistance (out of 27,530 targeted over five years)	Number	0	275	5,506	9,360	6,882	5,507	MINEMA	MINEMA reports
Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people	% of population covered by mandatory social security and (non-health) insurance schemes in the formal sector	Percent	9% (2024)	10%	12%	14%	17%	20%	RSSB	RSSB System
	Number of women and men enrolled and save with Ejo Heza	Number	3,811,618 (2024)	4,000,000	4,300,000	4,900,000	5,500,000	6,100,000	RSSB	RSSB System
	Value of funds saved in Ejo Heza	Frw	41.2 Bn in total (2023-2024)	50.7	63.1	79.2	100.1	127.3	RSSB	RSSB System
	Number of recipients receiving Direct Support/subsistence allowance (sex disaggregated)	Number	214,336 (2023-2024)	57,709	16,000	10,000	8,000	7,000	LODA& RDRC	LODA MEIS, MINALOC SR IS
	Number of individuals benefiting from old age, disability, and child grants under the Lifecycle approach	Number	Older persons	90,795	92,611	94,463	96,352	98,279	LODA	LODA MEIS, MINALOC SR IS

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
			Persons with Disability currently benefitting from VUP Expanded Direct Support: 149,978 (2023-2024)	149,978	149,978	149,978	149,978	149,978	LODA, NCPD	LODA MEIS, MINALOCSR IS
			Children (under 18) supported by VUP: 480,216 (MEIS 2023-2024)	488,236	496,390	504,680	513,108	521,677	LODA, NCDA	LODA MEIS, MINALOCSR IS
	% of eligible formal sector population covered by health insurance scheme	Percent	77% (2023-2024)	100%	100%	100%	100%	100%	BNR/NISR	
	% of eligible population covered by CBHI	Percent	87.9% (203-2024)	91%	100%	100%	100%	100%	RSSB	RSSB System
	Number of genocide survivors receiving direct support	Number	30,000	30,000	30,000	30,000	30,000	30,000	MINUBUMWE	MINUBUMWE reports
	Number of genocide survivors assisted to get health services annually	Number	150,000	150,000	150,000	150,000	150,000	150,000	MINUBUMWE	MINUBUMWE reports
	Number of vulnerable genocide survivors to receive education support	Number	500	500	600	400	200	200	MINUBUMWE	MINUBUMWE reports

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of houses built or refurbished for vulnerable genocide survivors	Number	250	272	720	831	871	951	MINUBUMWE	MINUBUMWE reports
	% of vulnerable people without decent shelter reduced	Percent	24,831	30	40	50	70	80	MINALOC	MINALOC Districts reports
Outcome 3: Reduced Malnutrition	% of eligible population provided with NSDS cash transfers and nutrition commodities	Percent	67%	100%	100%	100%	100%	100%	NCDA, LODA	LODA MEIS
	% of children under 6 attending Community based ECDs facilities	Percent	40%	60%	65%	70%	75%	80%	NCDA, LODA, MINEDUC&REB	SDMS, IECD Dashboard
	% of accredited Community ECD facilities, including meeting disability standards (providing the minimum package of ECD services)	Percent	65%	70%	75%	80%	85%	90%	LODA, REB, MINEDUC, MINALOC	IECD Dashboard
	% increase of established operational Community Based ECD facilities (3 by cell)	Percent	2,148	2,148	2,148	3,222 (50%)	3,651 (70%	6,444 (100%)	NCDA	Report
Outcome 4: Increased access of vulnerable groups to high quality social care services	Number of Community Based Social Care Service Providers trained on their role in child protection, parental and family support, and family conflicts, including through home-grown initiatives	Number	29,674 IZU/2023	5,934	11,868	17,806	23,740	29,674	NCDA	Report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of eligible GBV victims received reintegration support and reintegrated into safe family and community environments	Percent	(%) 148,086	100%	100%	100%	100%	100%	MIGEPROF	Report
	% of identified people exhibiting delinquent behaviours supported through Community Based Rehabilitation	Percent	6,546 people	50%	50%	50%	50%	50%	NRS& Districts	Report
	Number of delinquents benefited from psychosocial support, value building and vocational training	Number	46,526 as per June 2024 status	6,000	6,000	6,000	6,000	6,000	NRS	Report
	Number of rehabilitated people receiving reintegration package (economic and continuous psychosocial support)	Number	1,500	2,500	3,500	5,000	6,250	7,500	NRS	Report
	Number of identified Orphans and other Vulnerable Children supported with psychosocial support, school fees, start-up kits and support for income generation (cumulative)	Number	7,645 (cumulative reached in last 5 years)	2,500 (in first year)	5,000 (cumulative in 2 years)	7,000 (cumulative in 3 years)	9,000 (cumulative in 4 years)	11,000 (cumulative for 5 years)	NCDA	Report
	% of identified street children integrated into families	Percent	80%	80%	80%	90%	100%	100%	NCDA, NRS	Report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of genocide survivors receiving psychosocial support services	Number	5,263	6,000	6,250	6,750	7,200	7,568	MINUBUMWE	Report
	Number of vulnerable genocide survivors provided with livelihoods support	Number	2,280	2,280	2,280	2,280	2,280	2,280	MINUBUMWE	MINUBUMWE reports
	% of PwDs supported with assistive devices	Percent	27%	100%	100%	100%	100%	100%	NCPD	NCPD reports
Outcome 5: Effective and efficient disaster risk management and shock responsive social protection to build resilience to shocks	Number of vulnerable HHs receiving safety nets (DS, cPW, ePW, C/HBECD) gender disaggregated	Number	Number of vulnerable people receiving safety nets from MINUBUMWE, RDRC and VUP (DS, cPW, ePW, C/HBECD) is 1,259,782 in FY2023/24 (BLJSR and MEIS)	1,600,000	1,400,000	1,300,000	1,150,000	1,100,000	MINALOC, LODA, RDRC, MINUBUMWE	SR

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of HHs at risk of shocks identified (sex disaggregated)	Number	326 hotspots areas identified, 134 areas fall in the high and very high-risk category	1,000	1,200	1,350	1,400	1,139	MINEMA, MINALOC, DISTRICTS and development Partners	MINEMA system
	% of household affected by shocks identified and have received cash transfer (sex disaggregated)	Percent	100%	100%	100%	100%	100%	100%	MINALOC, MINEMA, LODA, MoE	MIS
	% of households affected by, and vulnerable to, shocks identified and have received in-kind support (sex disaggregated)	Percent	(100%)	100%	100%	100%	100%	100% - MINEMA,	MINEMA, MoE, MINALOC, LODA	MINEMA system
	% of Strategic stores equipped with relief items and complying to storing standards	Percent	50%	65%	75%	85%	90%	100%	MINEMA&MINAGRI	MINEMA system & MINAGRI
	% of public works projects that are climate smart	Percent	89%	95%	100%	100%	100%	100%	MINEMA, MoE, METEO RWANDA	MINEMA system
	Number of male and female directly and indirectly benefitting from the project climate-smart public works projects	Number	82,682	137,509	300,000	450,000	600,000	750,000	MINAGRI, MINALOC, LODA MINECOFIN, MINEMA, INSURANCE COMPANIES	MINAGRI MINALOC

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of male and female farmers contributing to insurance (commodities insured)	Number	135,619	143,501	151,383	159,266	167,148	175,031	MINAGRI, MoE, METEO RWANDA	MINAGRI system
Outcome 6: Reduced poverty and improved standard of living	Proportion of population male and female living below the poverty line	Percent	38.2 (2016/2017)	30%	25%	20%	18%	17%	NISR, MINALOC	MINALOC
	Proportion of population male and female living below extreme poverty line	percent	16 (2026/17)	16%	14%	12%	10%	8%	NISR, MINALOC	EICV /Social Registry
	Proportion of poor and vulnerable population covered by Social Protection systems	Percent	10% (2023/24)	12%	14%	16%	18%	20%	MINALOC LODA RDRC MINIBUMWE NCPD	MINALOC
	Targeting error	Percent	54% (2023/24) (WB)	30%	25%	20%	15%	10%	MINALOC	SR - IS
	% of the recipients' basic needs met	Percent	9% (2022/24) WB	10%	15%	20%	25%	30%	MINALOC & MINECOFIN	JSR report
Outcome 7: Strengthened governance, M&E systems, evidence generation and cross-cutting interventions	Number of evidence reports generated to support social protection sector	Number	0	1	2	3	4	5	MINALOC/NISR	JSR report
	Number of two-way communications established with registries and systems in other sectors	Number	0 (SRIS, MEIS, HMIS have one way communication at the moment)	2	4	6	8	11	MINALOC & Partners	JSR report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Sector wide plan that contributes to joined multisectoral planning developed annually (including with DPs, CSOs, Private Sector, government institutions, including local government)	Number	0	1	1	1	1	1	MINALOC	Sector wide plan
	% of social protection and livelihoods interventions at the district level that are approved through standardised process, and therefore contribute to national objectives	Percent	0%	50%	60%	75%	90%	100%	MINALOC and LODA	Reports
	Value of funds from traditional and non-traditional donors in overall sector budget from donors with formal partnership	Frw		Frw 300 billion	Frw 200 billion	Frw 250 billion	Frw 275 billion	Frw 300 billion	MINALOC & partners	JSR report
SSP outcome	**Indicator**	**Units**	**Baseline**	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**Responsible Institutions**	**MoV**
Outcome 1: Enhanced households' empowerment to sustainably graduate out of poverty	% of graduation participants have graduated (with resilience) after completing a two-year cycle (gender disaggregated)	Percent	N/A (first two-year cycle will complete on 30 June 2025	N/A	70%	70%	70%	70%	MINALOC/ LODA	SRIS-MINALOC/ MEIS-LODA
	% of graduation participants targeted through social registry	Percent	N/A	100%	100%	100%	100%	100%	MINALOC	SRIS-MINALOC

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of targeted graduation participants receiving a full package (safety net, financial literacy training, access to a savings group, access to shock response, access to complementary services, coaching, a productive asset and skills training)	Number	0	40000	50000	100000	175000	250000	LODA Districts CSOs	SRIS-MINALOC/ MEIS-LODA
	Percentage of eligible graduation participants receiving complementary services	Percent	1,000	100%	100%	100%	100%	100%	MINALOC	JSR
	Number of fully trained volunteers and front-line staff working with graduation participants	Number	0	14,723	14,723	14,723	14,723	14,723	MINALOC	JSR
	Number of graduation participants completing the social behaviour change program.	Number	205,275 (2023/24)	120,000	140,000	145,000	150,000	150,000	MINALOC/ LODA	Districts
	% of graduation participants with a Personal Graduation Plan	Percent	0% (personal graduation plans not implemented yet)	100%	100%	100%	100%	100%	MINALOC/ LODA	Districts

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of eligible graduation participants who have been trained in financial literacy, promotion of savings and simple business management skills in first year of enrolment	Percent	19.60%	100%	100%	100%	100%	100%	MINALOC/ LODA	Districts
	Value of contributions from CSOs and the private sector signed up to Government-civil society partnership on graduation	Rwf	60 billion	60 billion	75 billion	90 billion	105 billion	120 billion	MINALOC/ LODA	Financial Report
	Value of contributions from DPs signed up to Government-civil society partnership on graduation	Rwf	N/A	37 billion	40 billion	42.5 billion	45 billion	50 billion	MINALOC/ LODA	Financial Report
	Percentage of refugees graduated from humanitarian assistance (out of 27,530 targeted over five years)	Percent	0%	0%	100%	100%	100%	100%	MINEMA	MINEMA reports
Outcome 2: Increased access to social security and income support programme, particularly among vulnerable people	% of population covered by mandatory social security and (non-health) insurance schemes in the formal sector	Percent	9% (2024)	10%	12%	14%	17%	20%	RSSB	RSSB System
	Number of individuals enrolled and save with Ejo Heza	Number	3,100,000 (2024)	3700000	4300000	4900000	5500000	6100000	RSSB	RSSB System
	Value of funds saved in Ejo Heza		41.2 Bn in total (2023-2024)	50.7	63.1	79.2	100.1	127.3	RSSB	RSSB System

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Number of recipients receiving Direct Support/subsistence allowance	Number	148,504 (2023-2024)	57,709	16,000	10,000	8,000	7,000	LODA	LODA MEIS, MINALOC SR IS
	Number of individuals benefiting from old age, disability, and child grants under the Lifecycle approach	Number	Older persons	90795	92611	94463	96352	98279	LODA	LODA MEIS, MINALOC SR IS
			Persons with Disability currently benefitting from VUP Expanded Direct Support: 14,978 (2023-2024)	149978	149978	149978	149978	149978	LODA, NCPD	LODA MEIS, MINALOC SR IS
			Children (under 18) supported by VUP: 480,216 (MEIS 2023-2024)	488236	496390	504680	513108	521677	LODA, NCDA	LODA MEIS, MINALOC SR IS
	% of eligible formal sector population covered by health insurance scheme	Percent	77% (2023-2024)	100%	100%	100%	100%	100%	BNR/NISR	

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of eligible population covered by CBHI	Percent	89% (203-2024)	91%	100%	100%	100%	100%	RSSB	RSSB System
	Number of genocide survivors receiving direct support	Number	30,000	30,000	30,000	30,000	30,000	30,000	MINUBUMWE	MINUBUMWE reports
Outcome 3: Reduced Malnutrition	% of eligible population provided with NSDS cash transfers and nutrition commodities	Percent	67%	90%	90%	90%	90%	90%	NCDA, LODA	LODA MEIS
	Proportion of targeted households with children under 2 years received Nutrition sensitive social safety nets	Percent	67%	70%	75%	80%	85%	90%	NCDA	NCDA reports
	% of children up to 6 attending ECD facilities	Percent	40%	60%	65%	70%	75%	80%	NCDA, LODA, MINEDUC & REB	SDMS, IECD Dashboard
	% of accredited ECD facilities, including meeting disability standards (providing the minimum package of ECD services)	Percent	65%	70%	75%	80%	85%	90%	LODA, REB, MINEDUC, MINALOC	IECD Dashboard
Outcome 4: Increased access of vulnerable groups to high quality social care services	Number of Community Based Social Care Service Providers trained on their role in child protection, parental and family support, and family conflicts, including through home-grown initiatives	Number	29,674 IZU/2023	5,934	11,868	17,806	23,740	29,674	NCDA	Report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of eligible GBV victims received reintegration support and reintegrated into safe family and community environments	Percent	(%) 148,086	100%	100%	100%	100%	100%	MIGEPROF	Report
	% of identified people exhibiting delinquent behaviours supported through Community Based Rehabilitation	Percent	6,546 people (BLJSR 2022/23)	50%	50%	50%	50%	50%	NRS	Report
	Number of delinquents benefited from psychosocial support, value building and vocational training (with a sub-indicator tracking coverage specifically for persons with HIV AIDS and NCDs)	Number	46,526 as per June 2024 status	6,000	6,000	6,000	6,000	6,000	NRS	Report
	Number of rehabilitated people receiving reintegration package (psychosocial support & economic support)	Number	1500	2500	3500	5000	6250	7500	NRS	Report
	Number of identified Orphans and other Vulnerable Children supported with psychosocial support, school fees, start-up kits and support for income generation (cumulative)	Number	7645 (cumulative reached in last 5 years)	2500 (in first year)	5000 (cumulative in 2 years)	7000 (cumulative in 3 years)	9000 (cumulative in 4 years)	11000 (cumulative for 5 years)	NCDA	Report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of identified street children integrated into families	Percent	80%	80%	80%	80%	80%	80%	NCDA, NRS	Report
	Number of genocide survivors receiving psychosocial support services	Number	5,263	6,000	6,250	6,750	7,200	7,568	MINUBUMWE	Report
	Number of vulnerable genocide survivors provided with livelihoods generating support	Number	2280	2280	2280	2280	2280	2280	MINUBUMWE	MINUBUMWE reports
	Number of genocide survivors assisted to get health services annually	Number	150,000	150,000	150,000	150,000	150,000	150,000	MINUBUMWE	MINUBUMWE reports
	Number of facilitators for vulnerable genocide survivors to receive education support	Number	500	500	600	400	200	200	MINUBUMWE	MINUBUMWE reports
	Number of houses built or refurbished for vulnerable genocide survivors	Number	250	272	720	831	871	951	MINUBUMWE	MINUBUMWE reports

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
Outcome 5: Effective and efficient disaster risk management and shock responsive social protection to build resilience to shocks	Number of vulnerable HHs receiving safety nets (DS, cPW, ePW, C/HBECD) gender disaggregated	Number	Number of vulnerable people receiving safety nets from MINUBUMWE, RDRC and VUP (DS, cPW, ePW, C/HBECD) is 1,440,314 in FY2022/23 (BLJSR and MEIS)	1,600,000	######	1,300,000	######	1,100,000	MINALOC, LODA, RDRC, MINUBUMWE	SR
	Number of HHs at risk of shocks identified	Number	326 hotspots areas identified, 134 areas fall in the high and very high-risk category	1,000	1,200	1,350	1,400	1,139	MINEMA, MINALOC, DISTRICTS and development Partners	MINEMA system
	% of household affected by shocks identified and have received cash transfer	Percent	100%	100%	100%	100%	100%	100%	MINALOC, LODA, MoE	MIS

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	% of households affected by, and vulnerable to, shocks identified and have received in-kind support	Percent	6047(100%)	100%	100%	100%	100%	100% - MINEMA,	MINEMA, MoE, MINALOC, LODA	MINEMA system
	% of Strategic stores equipped with relief items and complying to storing standards	Percent	50%	65%	75%	85%	90%	100%	MINEMA	MINEMA system
	% of public works projects that are climate smart	Percent	89%	95%	100%	100%	100%	100%	MINEMA, MoE, METEO RWANDA	MINEMA system
	Number of people directly and indirectly benefitting from the project climate-smart public works projects (gender disaggregated)	Number	82682	137509	300000	450000	600000	750000	MINAGRI, MINALOC, LODA MINECOFIN, MINEMA, INSURANCE COMPANIES	MINEMA system
	Number of farmers contributing to insurance (commodities insured)	Number	135,619.00	143,501	151,383	159,266	167,148	175,031	MINEMA, MoE, METEO RWANDA	MINEMA system
	Number of campaigns on disaster and shocks prevention and response conducted	Number	4	5	5	5	5	5	MINALOC, MINEMA	
Outcome 6: Reduced poverty and improved standard of living	Population living below the poverty line	Percent	38.2 (2016/2017)	30%	25%	20%	18%	17%	MINALOC	MINALOC
	Population living below extreme poverty line	percent	16.0 (2026/17)	16.00%	14.00%	12.00%	10.00%	8.00%	MINALOC	EICV /Social Registry

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Proportion of national population covered by social protection (social insurance and social assistance)	Percent	11% (2023/24)	12%	14%	16%	18%	20%	MINALOC LODA RDRC MINIBUMWE NCPD	MINALOC
	Targeting error	Percent	54% (2023/24) (WB)	30%	25%	20%	15%	10%	MINALOC	SR - IS
	% of the recipient's basic needs met	Percent	9% (2022/24) WB	10%	15%	20%	25%	30%	MINALOC	JSR report
Outcome 7: Strengthened governance, M&E systems, evidence generation and cross-cutting interventions	Number of evidence reports generated to support social protection sector	Number	0	1	2	3	4	5	MINALOC/NISR	JSR report
	Number of two-way communications established with registries and systems in other sectors	Number	0 (SRIS, MEIS, HMIS have one way communication at the moment)	2	4	6	8	11	MINALOC & Partners	JSR report

SSP outcome	Indicator	Units	Baseline	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions	MoV
	Sector wide plan that contributes to joined multisectoral planning developed annually (including with DPs, CSOs, Private Sector, government institutions, including local government)	Number	0	1	1	1	1	1	MINALOC	Sector wide plan
	% of social protection and livelihoods interventions at the district level that are approved through standardised process, and therefore contribute to national objectives	Percent	0%	50%	60%	75%	90%	100%	MINALOC and LODA	Reports
	Value of funds from traditional and non-traditional donors in overall sector budget from donors with formal partnership	Rwf/ USD		Frw 300 billion	Frw 200 billion	Frw 250 billion	Frw 275 billion	Frw 300 billion	MINALOC & partners	JSR report

CHAPTER 6:

6 COST AND FINANCING OF THE SECTOR STRATEGIC PLAN

Table 6: Costing of the SPSSP

Outcome	Strategic Intervention	Sub Intervention	Output / Project	Description of Project	Responsible Institution	Climate Action	Ear Marking	Cross-Cutting Area	Unit Cost
Pillar 2: Social Transformation Pillar **SPA-36: Promote graduation by creating an enabling environment for income opportunities**									
SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-1] Target graduation participants through social registry and provide full package	Providing graduation package to graduation participants	430,500 households have sustainably graduated from poverty over 5 years	National graduation strategy	LODA (Local Administrative Entities Development Agency)	NA	Earmarked Sub National	Other (Explain)	**1,067,196,467,370**
SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-1] Target graduation participants through social registry and provide full package	Distribution of productive assets	365,000 graduation participants receive a productive asset (from VUP, Girinka or other source)	National graduation strategy	LODA (Local Administrative Entities Development Agency)	NA	Earmarked Sub National	Other (Explain)	**5,038,813,300**

SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-2] Provide coaching, referrals and behaviour change support through para-social workers to empower graduation participants	Coaching and behaviour change support	14,723 para social workers providing support to graduation participants	National graduation strategy	LODA (Local Administrative Entities Development Agency)	NA	Earmarked Sub National	Other (Explain)	**11,560,057,910**
SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-3] Improve stakeholder coordination to stimulate contributions from CSOs and the private sector on graduation	Engagement with CSOs	Frw 664.5 billion contributions from CSOs and DP over 5 years	National graduation strategy	LODA (Local Administrative Entities Development Agency)	NA	Earmarked Sub National	Other (Explain)	**50,000,000**
SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-2] Provide coaching, referrals and behaviour change support through para-social workers to empower graduation participants	Graduation programme for refugees	100% of targeted refugees graduate	Graduation of refugees from DRC and Burundi	Minema	NA	Non Earmarked Sub National	Capacity Development	**211,907,545,078**
SO-59: Enhanced households' empowerment to sustainably graduate out of poverty	[SI-1] Target graduation participants through social registry and provide full package	Financing projects for people on the Rwandan border to build livelihoods	border projects	Build livelihoods for people on the Rwandan borders	LODA (Local Administrative Entities Development Agency)	NA	Non Earmarked Sub National	Other (Explain)	**2,268,693,610**

Pillar 2: Social Transformation Pillar **SPA-37: Protect those in poverty by ensuring access to essential services, through social security and income support**									
SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-1] Increase coverage of comprehensive safety nets and lifecycle approach from 11% to 20%	VUP	20% of the population benefiting from safety nets or lifecycle grants by year 5	safety nets to the poor and vulnerable	LODA (Local Administrative Entities Development Agency)	NA	Earmarked Sub National	Other (Explain)	**246,338,530,057**
SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-1] Increase coverage of comprehensive safety nets and lifecycle approach from 11% to 20%	Direct support for genocide survivors	20% of the population benefiting from safety nets for lifecycle grants by year 5	safety nets to the poor and vulnerable genocide survivors	Minubumwe	NA	Earmarked Sub National	Other (Explain)	**32,423,305,000**
SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-1] Increase coverage of comprehensive safety nets and lifecycle approach from 10% to 20%	Support for people with disabilities	149,978 people with disability supported	safety nets for people with disabilities through lifecycle grant	NCPD (National Council of Persons with Disabilities)	NA	Non Earmarked Sub National	Disability and Social Inclusion	**22,394,180,301**

SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-2] Increase coverage of mandatory social security and insurance schemes in the formal sector from 9% to 20%	Social security and insurance in the formal sector	20% of the population benefitting from social insurance and social assistance	Provision of pensions and insurance to people who are employed in the formal sector	RSSB (Rwanda Social Security Board)	NA	Non Earmarked Sub National	Gender and Family Promotion	**123,162,687,000**
SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-3] Ensure full coverage of CBHI through mobilisation and complementary support to eligible beneficiaries	Provision of health insurance to those that cannot afford it	100% of the population covered by health insurance	Subsidised CBHI to poor households	Minisante (Ministry of Health)	NA	Non Earmarked Sub National	Disability and Social Inclusion	**10,835,799,000**
SO-60: Increased access to social security and income support programmes, particularly among vulnerable people	[SI-4] Increase coverage of individuals enrolled and saving with Ejo Heza from 3.1 million to 6.1 million	Campaigns for enrolment in Ejo Heza	6.1 million savers in Ejo Heza; Value of investment in Ejo Heza is Frw 127.3 bn by year 5	Campaign to scale up enrolment in Ejo Heza	RSSB (Rwanda Social Security Board)	NA	Non Earmarked Sub National	Disability and Social Inclusion	**50,000,000**
SO-61: Reduced Malnutrition	[SI-1] Scale-up coverage of NSDS (cash transfers, behaviour change)	Nutrition Sensitive Direct Support	100% of eligible individuals benefitting from NSDS	Provision of cash transfers to reduce malnutrition during the	LODA (Local Administrative Entities Development Agency)	NA	Non Earmarked Sub National	Gender and Family Promotion	**192,232,380,000**

				first 1000 days of life					
SO-61: Reduced Malnutrition	[SI-2] Provide nutrition commodities to eligible population	Nutrition support	100% of eligible individuals benefitting from nutrition commodities	Providing Fortified Blended Food and other nutrition commodities to children in ECD centres	NCDA (National Child Development Agency)	NA	Non Earmarked Sub National	Other (Explain)	**1,072,663,560**
SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support	Health services for genocide survivors	150.000 vulnerable genocide survivors assisted to get health services (annually)	Support for genocide survivors	Minubumwe	NA	Non Earmarked Sub National	HIV/AIDS and Non-Communicable Diseases	**32,293,360,000**
SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based	Education support for genocide survivors	Education facilitations for 1900 vulnerable genocide survivors provided over 5 years	Education support	Minubumwe	NA	Non Earmarked Sub National	Capacity Development	**2,850,000,000**

	rehabilitation and livelihood support								
SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support	Rehabilitation and reintegration	131,705 received support in 5 years	Rehabilitate offenders into their communities	Minaloc (Ministry of Local Government)	NA	Non Earmarked Sub National	Disability and Social Inclusion	**13,906,944,471**
SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support	caring for vulnerable women and children	29,617 received reintegration package in each year	provide support for vulnerable groups including women and children and victims or GBV	Migeprof	NA	Non Earmarked Sub National	Gender and Family Promotion	**6,862,673,695**

SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support	Build livelihoods for genocide survivors	11,400 graduation participants from genocide survivors receive livelihood support	Build livelihoods for genocide survivors	Minubumwe	NA	Earmarked Sub National	Other (Explain)	**5,700,000,000**
SO-62: Increased access of vulnerable groups to high quality social care services	[SI-2] Provide training and capacity building for front-line workers to improve the quality and delivery of services	Training volunteers to delivery quality services	330,000 trainee days are delivered	Improve quality of service provision	LODA (Local Administrative Entities Development Agency)	NA	Non Earmarked Sub National	Other (Explain)	**1,474,258,700**
SO-63: Effective and efficient disaster risk management and resilience to shocks	[SI-1] Ensure all households affected by shocks receive support via asset insurance, cash and in-kind support	Disaster risk response	100% of affected households receive cash or in-kind transfers	Provide disaster response in the event of a climate shock	Minema	Both [Adaptation & Mitigation]	Non Earmarked Sub National	Disaster Management	**14,607,039,390**

SO-62: Increased access of vulnerable groups to high quality social care services	[SI-1] Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support	Housing for genocide survivors	100% of affected households receive cash or in-kind transfers	Build or refurbish houses for genocide survivors	Minubumwe	Mitigation	Earmarked Sub National	Disaster Management	**77,806,457,600**
Pillar 2: Social Transformation Pillar **SPA-38: Prevent people from falling into poverty by providing income security and insurance mechanisms to safeguard individuals and families from shocks**									
SO-63: Effective and efficient disaster risk management and resilience to shocks	[SI-1] Ensure all households affected by shocks receive support via asset insurance, cash and in-kind support	Shock responsive social protection	100% of affected households receive cash or in-kind transfers	Address negative coping strategies and rebuild livelihoods	LODA (Local Administrative Entities Development Agency)	Mitigation	Non Earmarked Sub National	Disaster Management	**54,529,592,325**
SO-63: Effective and efficient disaster risk management and resilience to shocks	[SI-2] Scale-up climate-smart public works projects to reach 750,000 households	Climate smart classic public works	750,000 household are directly benefitting (working in CPW) or indirectly benefitting (protected from climatic	VUP classic public works to build public assets which mitigate the effects of climate shock	LODA (Local Administrative Entities Development Agency)	Mitigation	Non Earmarked Sub National	Disaster Management	**100,555,398,232**

			shocks) from climate-smart public works programme by year 5						

ANNEX 1: FURTHER REVIEW OF SECTOR ACHEIVEMENTS, CHALLENGES AND LESSONS LEARNT

THE NATIONAL STRATEGY FOR SUSTAINABLE GRADUATION

The adoption of the National Strategy for Sustainable Graduation (MINALOC, 2022) by Cabinet made a significant achievement in the sector's efforts to eradicate poverty and promote employment opportunities. The strategy aims to provide a clear pathway for households to transition out of poverty and achieve sustainable self-reliance, supported by a package of carefully layered and sequenced investments, including a regular predictable and reliable safety net, assets transfers and skills training. Graduation takes a multisectoral approach, with access to complementary services, including from Health, WASH, Education, and other sectors being important elements of the enabling environment needed to support graduation. This multisectoral approach requires improved coordination at the national and local levels to support the layering and sequencing required to promote graduation.

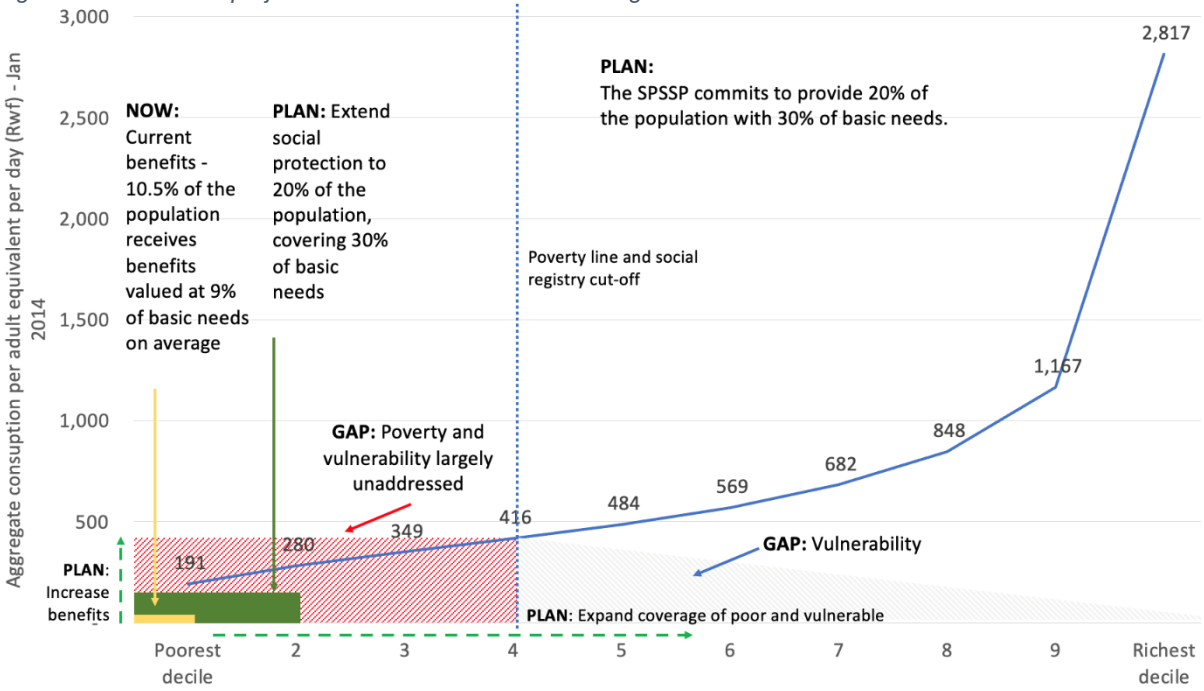
KEY LEARNING: COORDINATION TO SUPPORT GRADUATION

To fully realise the potential of the National Strategy for Sustainable Graduation, improved coordination between national and local levels of government, as well as collaboration with the private sector, CSOs, faith-based organisations (FBOs), and local level authorities is essential. Joint planning across sectors, enabling the required layering and sequencing of investments, will ensure that the right investments reach the right clients at the right time, which has proven to be a challenge in the past. It is also important to note that graduation is a multisectoral approach, with inputs necessary from health, water, sanitation, education, and other key sectors, which are crucial for achieving sustainable graduation. Strengthening coordination and joint planning at the national and local levels, and across sectors, will support achievement of the strategy moving forward.

BENEFIT LEVELS AND LINKS TO ADEQUATE STANDARD OF LIVING

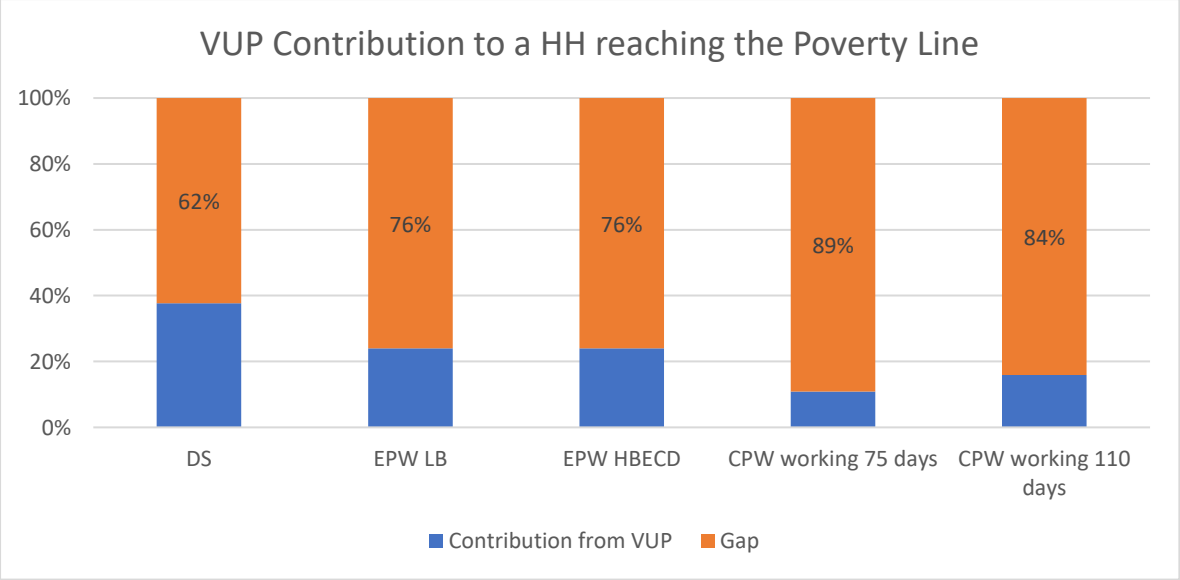
Between 2017 and 2024, social protection benefits for certain vulnerable groups such as children in their first 1,000 days and older persons have increased. This progress was largely driven by the introduction of the Nutrition Sensitive Direct Support (NSDS) benefit and the Old Age Grant, both new components of the VUP introduced during the NST1 period. These developments suggest progress towards the NST1 target of enhancing the socioeconomic status of beneficiary households. However, the level of benefits across schemes still covers only 9% of the minimum consumption needs of the poorest, according to World Bank analysis, which can have only a limited impact on poverty reduction. As such, only 11% of the population, who are covered by social protection, receive benefits that cover, on average, 9% of their basic needs. This issue is further explored in the figure below which illustrates the current and projected impact of benefit levels and coverage on the population of Rwanda, using EICV5 data, expressed against the consumption curve.

Figure 7: Current and projected level of benefits and coverage



Large households engaged in classic public works face challenges in meeting their basic needs, regardless of the number of dependents as benefits are particularly low. The figure below illustrates the contribution of VUP components to the poverty line among beneficiaries.

Figure 8: VUP contribution to a beneficiary household to reach the poverty line



Source: MEIS analysis FY2021/22

KEY LEARNING: BENEFIT ADEQUACY

The high-level goal of ending extreme poverty relies on the assumption that social protection benefits adequately address poverty. However, the effectiveness of these benefits for vulnerable groups relies on their ability to sufficiently meet basic consumption needs. While the NST1 period showed progress in increasing benefit levels, this is not enough. In 2021, the World Bank estimated that poverty levels rose by 5.1% in Rwanda due to the economic fallout from COVID 19, highlighting how most of the population were left vulnerable to health and economic shocks. Without raising benefits to more adequate levels, and regularly reviewing levels against inflation, the goal of ending extreme poverty may not be achievable. A policy to review benefit levels after every 3 years was adopted in 2022.

IMPROVING INCLUSION IN SOCIAL PROTECTION

Efforts on the inclusion of persons with disabilities and their caregivers have shown progress with over 94,000 households are now benefiting from expanded public works initiatives for caregivers, largely benefitting mothers. Important steps to better accommodate the needs of caregivers, particularly women who often bear the burden of unpaid care work have also been taken. In 2018, Expanded Public Works was introduced, providing caregivers with regular daily employment that is more accessible with reduced hours and labour intensity requirements. This change helps to address challenges women often face in accessing public works. Expanded Direct Support was introduced in 2018 to include households with one person of working age who is caring for a person with severe disabilities, now comprising 16% of households engaged in direct support, and improving coverage of persons with disabilities. Additionally, Early Child Development (ECD) Centres offer care for children while caregivers engage in public works. In 2022/23, over 94,000 households benefited from this integrated approach.

KEY LEARNING: INCLUSION

While systems and programs to support inclusion are improving, additional efforts are needed to address gaps in inclusion. Despite being the most vulnerable, children are the least likely age group in Rwanda to receive social protection benefits, with only 7% of preschool-aged and 8% of school-aged children currently receiving such support, as noted above. This is particularly concerning as children are most vulnerable in their first 1,000 days, a critical period for brain development when exposure to risks can lead to long-term cognitive challenges. Additionally, although progress has been made in increasing benefits for persons with disabilities and older persons, as mandated by the Constitution (2015) and National Social Protection Policy (2018), the majority still lack access to social protection benefits and many continue to live in poverty, or just above the poverty line.

SHOCK RESPONSE AND MITIGATION

Expenditure on disaster risk reduction within the VUP increased from 22% to 69%, surpassing the NST1 SPSSP target of 50%. In 2022/23, VUP employed 64,880 people in climate-related public works to mitigate the impact of climatic shocks. The number of populations that have benefited from these investments, both in terms

of direct income transfers and protection from climate shocks, needs to be monitored and tracked moving forward; however, it can be noted that a significant number of people in Rwanda benefit from tree planting, radical terracing and other Classic Public Works outputs that protect their livelihoods and resilience to shocks. While 44% of the population experienced shocks (CFSVA 2020/21), Classic Public Works was active in only 204 sectors during FY2022/23. The design of CPW needs strengthening to enhance climate sensitivity, attract climate financing, and better integrate with project selection and disaster risk planning, which is a necessary focus for NST2.

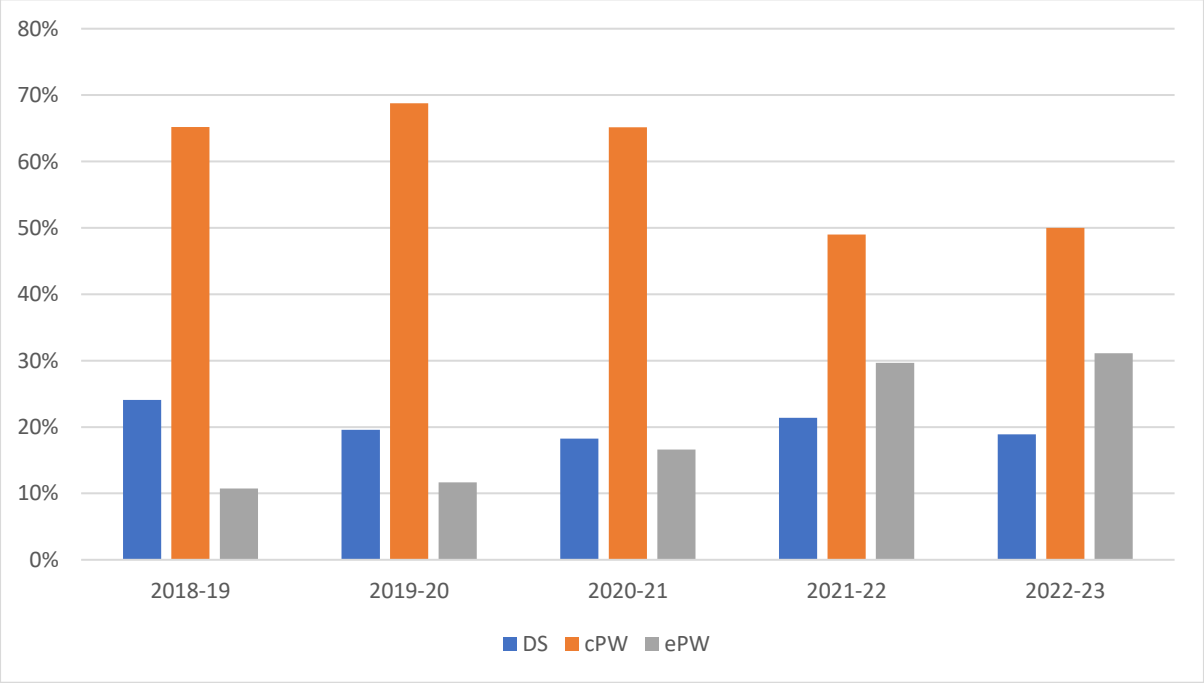
KEY LEARNING: SHOCK RESPONSE, PREPAREDNESS AND MITIGATION

While progress has been made in designing the new shock-responsive cash transfer, more efforts are needed to both mitigate and prepare for and respond to shocks. Mitigation is the most effective way to reduce the impact and costs of shocks, and key public works projects, such as building terraces and planting trees, already contribute to this by reducing erosion, increasing water harvesting, and protecting livelihoods. Making these interventions more climate-smart and aligning them with Rwanda's Nationally Determined Contributions to the Paris Agreement on Climate Change will be essential for attracting climate finance investment. Additionally, expanding shock-responsive cash transfers is vital for promoting household resilience and preventing loss of assets and livelihoods. Currently, households that graduate from social protection programs are often considered no longer eligible for benefits, leaving them vulnerable to shocks and at risk of falling back into poverty, which could sacrifice the investments made in their graduation journey. Providing short-term assistance to households facing shocks is a more cost-effective approach, allowing them to maintain their gains while also benefiting the economy.

SAFETY NETS TO SUPPORT GRADUATION

As of 2024, 50% of VUP beneficiaries are of working age, benefiting from public works and other schemes that contribute significantly to community and national development. However, the benefits provided through public works are irregular throughout the year and tend to be low in value per capita, particularly for larger households that engage in public works. Limited financing spread thinly across a large target audience has contributed to these low benefit values for those involved in public works. Further, only 360 out of 416 sectors are engaged in classic public works, and within those sectors covered, and the number of households being selected to participate is declining. This is of growing concern as it is envisioned that Classic Public Works will form the foundational safety net for graduation clients, as noted in Pillar 1 of the National Strategy for Sustainable Graduation. Without a regular, predictable and reliable safety net, other investments in graduation that are layered on top of it, such as skills training and assets transfers, may be at risk of not generating the desired return. Figure 9 below illustrates the percentage of household members by component of the VUP, showing that half those participating in the VUP live in households that benefit from classic public works.

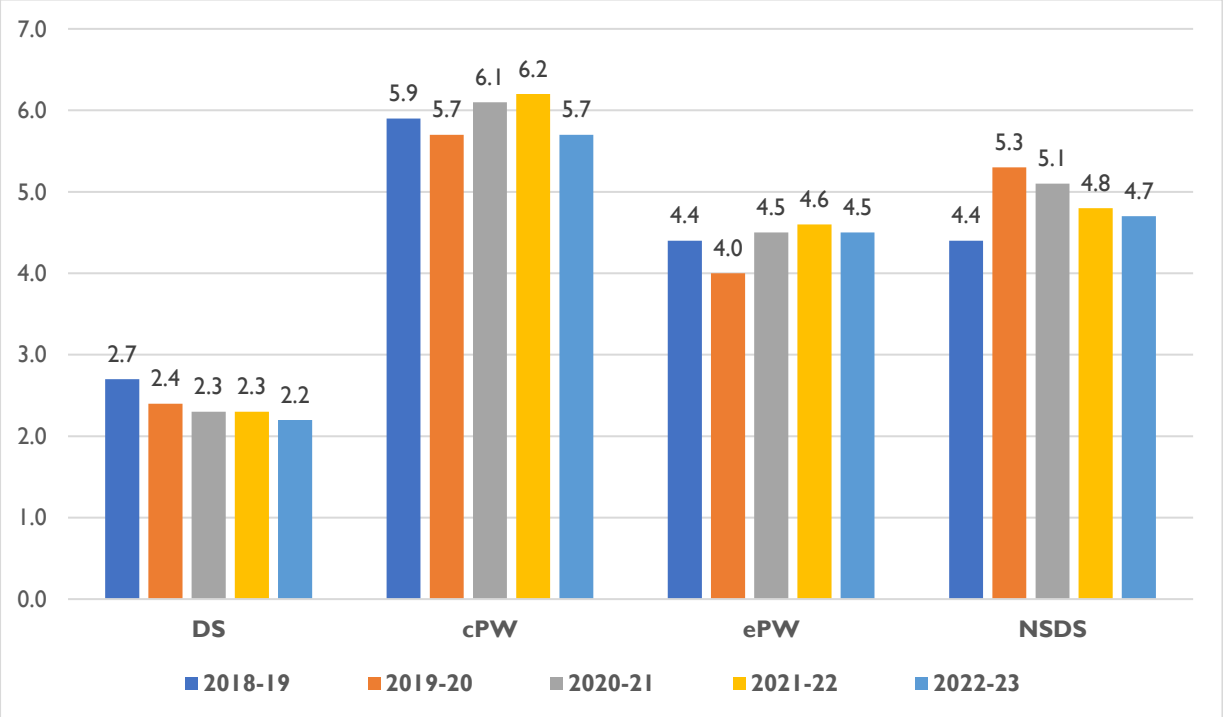
Figure 9: Household members by VUP Component



Source: Management, Evaluation and Information System (2024)

KEY LEARNING: SAFETY NETS THAT ADDRESS VULNERABILITY

Figure 10: VUP Household size by component over 5 years



Classic public works benefits offer the lowest levels of support, with an average daily rate of Rwf 1,554 outside Kigali and Rwf 2,060 within Kigali. Based on a mandated 100 days of work per year this equates to an average monthly income of Rwf 12,950 for participants outside Kigali. For a family of 5.3 members, this amounts to just Rwf 80 per person, per day. However, households do not typically receive 100 days of work, in 2023 the average beneficiary household worked 87 days, equivalent to Rwf 69 per person, per day, outside Kigali. It is important to also consider if public works wage rates have an impact on market wage rates. Furthermore, regardless of the household's composition—whether it consists of four working-age adults with labour capacity or one working-age adult and three dependent children—the program provides benefits linked to those with labour capacity and does not look at household dependency. This approach can hinder investments in graduation, as households with more working-age adults are more likely to graduate due to their ability to supplement income. In contrast, households with dependents face greater challenges on pursuing their graduation journey. Moving forward, tailoring benefits to each household's unique lifecycle vulnerability profile through more accurate targeting of vulnerabilities would better address varying dependency ratios and protect graduation investments.

While classic works have not been very effective in addressing household poverty, they have helped in creating a significant number of community assets such as access roads, progressive terraces, and afforestation. Although there is sometimes no direct cost attached to these community infrastructures, they indirectly contribute to agricultural productivity, access to markets, resource management, shock preparedness and other related services.

TARGETING AND MONITORING IMPACT

During the NST1 period, the targeting systems for selecting beneficiaries for social protection benefits shifted from a community-based participatory approach to a proxy means-tested computer model using a dynamic social registry. This transition aims to improve accuracy of the registries that support targeting as it was found that only 52 percent of households receiving VUP direct support were part of the bottom 40% in a World Bank report in 2021. It represents the largest transition within Rwanda's social protection system since the inception of the VUP in 2008. Together with the existing Monitoring, Evaluation, and Information System (MEIS), the new social registry can support tracking and monitoring impact level results to facilitate further investment in sector initiatives.

KEY LEARNING: SYSTEMS AND MONITORING

Reducing targeting errors is crucial for building confidence and trust in the provision of benefits from authorities. To achieve this, the decision was made to transition to a social registry. Although the social registry has been implemented, it is important to continuously learn from the process and make necessary adjustments to further minimise any lagging targeting errors. During the NST1 period, approaches and

systems primarily addressed poverty with limited scope on vulnerability, making little distinction between the two. Enhancing system capacity to better differentiate selection based on easily identifiable and trackable features will be essential for improving efficiency and targeting accuracy moving forward. Moreover, considerations should also be made to the cost effectiveness of the system, to ensure its affordability and sustainability going forward. Additionally, linking systems and creating two-way communication pathways across sectors will support multisectoral programming and ensure the right support reaches the right people at the right time. Moreover, both the social registry and the MEIS should be utilised to monitor impact. Currently, the systems can track inputs and outputs, but there have been challenges in producing the impact level results needed to generate interest and investment for achieving goals. As such, using improved systems to enhance and track performance at the impact level will be essential moving forward.

ANNEX 2: SOCIAL PROTECTION SECTOR THEORY OF CHANGE

Increase coverage of the poor and vulnerable to build resilience and support graduation
P-A 1: Promote graduation by creating an enabling environment for income opportunities
Outcome 1: Enhance households' empowerment to sustainably graduate out of poverty
Target graduation participants through social registry and provide full package
Provide coaching, referrals and behaviour change support through parasocial workers to empowers graduation participants
Support graduation participants to develop their personal graduation plans
Improve stakeholder coordination to stimulate contributions from CSOs and the private sector on graduation
P-A 2: Protect those in poverty by ensuring access to essential services, through social security and income support
Outcome 2: Increased access to social security and income support programmes, particularly among vulnerable people
Increase coverage of comprehensive safety nets and lifecycle approach from 11% to 20%
Increase coverage of mandatory social security and insurance schemes in the formal sector from 9% to 20%
Ensure full coverage of CBHI through mobilisation and complementary support to eligible beneficiaries
Increase coverage of individuals enrolled and save with Ejo Heza from 3.8 million to 6.1 million
Outcome 3: Reduce malnutrition
Scale-up coverage of NSDS (cash transfers, behaviour change)
Provide nutrition commodities to eligible population
Outcome 4: Increased access of vulnerable groups to high quality social care services
Increase access of vulnerable groups to psychosocial support, reintegration packages, community-based rehabilitation and livelihood support
Provide training and capacity building for front-line workers to improve the quality and delivery of services
P-A 3: Prevent people from falling into poverty by providing income security and insurance mechanisms to safeguard individuals and families from shocks
Outcome 5: Effective and efficient disaster risk management and shock responsive social protection to build resilience to shocks
Ensure all households affected by shocks receive support via asset insurance, cash and in-kind support
Scale-up climate-smart public works projects to reach 750,000
P-A 4: Strengthened monitoring and coordination for increased impact
Outcome 6: Strengthen social protection systems to provide adequate benefits, while expanding coverage for poor and vulnerable people.
Reduce population living below the poverty line by half
Ensure social protection recipients basic needs are met
Outcome 7: Strengthened governance, M&E systems, evidence generation and cross cutting interventions.
Build M&E systems that monitor impact to generate further investment
Develop sector-wide planning annually to facilitate joint planning, budgeting and implementation

ANNEX 3: IMPLEMENTATION PLAN

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
Promote graduation by creating an enabling environment for income opportunities	**Outcome 1:** Enhanced households' empowerment to sustainably graduate out of poverty	% of graduation participants (households) graduated out of poverty (gender disaggregated)	Percent	N/A (first two-year cycle will complete on 30 June 2025	70% -	N/A	70% - implementation of measurement framework	70% - implementation of measurement framework	70% - implementation of measurement framework	70% - implementation of measurement framework		MINALOC / LODA
		% of graduation participants targeted through social registry	Percent	N/A	100%	100%	100%	100%	100%	100% -		MINALOC
		Number of targeted graduation participants (households) (sex disaggregated) receiving a full package (safety net, financial literacy training, access to a savings group, access to shock response, access to complementary services, coaching, a productive asset and skills training)	Number	0	250,000	40,000	50,000	100,000	175,000	250,000	1,067,196,467,370 & 5,038,813,300 & 2,268,693,610	LODA Districts CSOs

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		Number of fully trained volunteers and front-line staff working with graduation participants	Number	0	14,723	14,723 - provision of regular training, incentives and allowances for facilitation	14,723 - provision of regular training, incentives and allowances for facilitation	14,723 - provision of regular training, incentives and allowances for facilitation	14,723 - provision of regular training, incentives and allowances for facilitation	14,723 - provision of regular training, incentives and allowances for facilitation	11,560,057,910	MINALOC
		Number of graduation participants (households) (sex disaggregated) completing the social behaviour change program.	Number	205,275 (2023/24)	705,000	120,000 - Training programme and support from PSWs	140,000 - Training programme and support from PSWs	145,000 - Training programme and support from PSWs	150,000 - Training programme and support from PSWs	150,000 - Training programme and support from PSWs		MINALOC / LODA
		% of graduation participants with a Personal Graduation Plan	Percent	0% (personal graduation plans not implemented yet)	100%	100% - Support and coaching to draft plans	100% - Support and coaching to draft plans	100% - Support and coaching to draft plans	100% - Support and coaching to draft plans	100% - Support and coaching to draft plans		MINALOC / LODA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		% of eligible graduation participants (sex disaggregated) who have been trained in financial literacy, promotion of savings and simple business management skills	Percent	19.60%	100%	100%	100%	100%	100%	100%		MINALOC / LODA
		Value of contributions from CSOs, DPs and the private sector signed up to Public-Private partnership on graduation	Frw	N/A	120 billion	60 billion - Joint Action Plan for Sustainable Graduation developed and implemented, supported by sectoral and multisectoral coordination mechanisms	75 billion - Graduation MIS	90 billion	105 billion	120 billion	50,000,000	MINALOC / LODA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		% annual increase of contribution from JADF members on graduation programs	Frw	3%	5%	5%	5%	5%	5%	5%		Districts
		Number of vulnerable genocide survivors provided with income support	Number	2,280	2,280	2,280	2,280	2,280	2,280	2,280		MINUBUMWE
		Number of refugees graduated from humanitarian assistance (27,530 targeted in 5 years)	Number	0	27,530	275	5,506	9,360	6,882	5,507	211,907,545,078	MINEMA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
Protect those in poverty by ensuring access to essential services, through social security and income support	**Outcome 2:** Increased access to social security and income support programmes, particularly among vulnerable older people, people with disabilities.	% of population covered by mandatory social security and (non-health) insurance schemes both for informal and the formal sector	Percent	9% (2024)	20%	10% - individual and employer contributions, mobilisation and campaigns	12% - individual and employer contributions, mobilisation and campaign	14% - individual and employer contribution, mobilisation and campaigns	17% - individual and employer contributions, mobilisation and campaign	20% - Simplify enrolment processes - Expand coverage to additional contingencies, mobilisation and campaigns	123,162,687,000	RSSB

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		Number of women and men enrolled and save with Ejo Heza	Number	3,811,618 (2024)	6,100,000	4,000,000 - individual contributions and any GoR contribution matching	4,300,000 - individual contributions and any GoR contribution matching	4,900,000 - individual contributions and any GoR contribution matching	5,500,000 - individual contributions and any GoR contribution matching	6,100,000 - individual contributions and any GoR contribution matching		RSSB
		Value of funds saved in Ejo Heza	Frw	41.2 Bn in total (2023-2024)	127.3	50.7 - individual contributions and any GoR contribution matching	63.1 - individual contributions and any GoR contribution matching	79.2 - individual contributions and any GoR contribution matching	100.1 - individual contributions and any GoR contribution matching	127.3 - individual contributions and any GoR contribution matching	50,000,000	RSSB
		Number of recipients receiving Direct Support/subsistence allowance (sex disaggregated)	Number	214,336 (2023-2024)	7,000	57,709 - VUP, provision of regular cash transfers	16,000 - VUP, provision of regular cash transfers	10,000 - VUP, provision of regular cash transfers	8,000 - VUP, provision of regular cash transfers	7,000 - VUP, provision of regular cash transfers	246,338,530,057	LODA, RDRC

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		Number of individuals benefiting from old age, disability, and child grants under the Lifecycle approach (sex disaggregated)	Number	Older persons currently benefiting from VUP Direct Support: 90,795 (2023-2024)	98,279	90,795 - VUP, provision of regular support in the form of monthly cash transfers	92,611 - VUP, provision of regular support in the form of monthly cash transfers	94,463 - VUP, provision of regular support in the form of monthly cash transfers	96,352 - VUP, provision of regular support in the form of monthly cash transfers	98,279 VUP, provision of regular support in the form of monthly cash transfers		LODA
			Number	Women and Persons with Disability currently benefitting from VUP Expanded Direct Support: 149,978 (2023-2024)	149,978	149,978 - VUP, provision of regular support in the form of monthly cash transfers	149,978 - VUP, provision of regular support in the form of monthly cash transfers	149,978 - VUP, provision of regular support in the form of monthly cash transfers	149,978 - VUP, provision of regular support in the form of monthly cash transfers	149,978 - VUP, provision of regular support in the form of monthly cash transfers	22,394,180,301	LODA, NCPD, CNF
				Children (under 18) supported by VUP:	521,677	488,236 - VUP, provision of regular support	496,390 - VUP, provision of regular support in the form	504,680 - VUP, provision of regular support in the form of	513,108 - VUP, provision of regular support in the form	521,677 - VUP, provision of regular support in the form of		LODA, NCDA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
				480,216 (MEIS 2023-2024)		in the form of monthly cash transfers	of monthly cash transfers	monthly cash transfers	of monthly cash transfers	monthly cash transfers		
		% of eligible formal sector population covered by health insurance scheme	Percent	77% (2023-2024)	100%	100% - Awareness and compliance mechanisms	100% - Awareness and compliance mechanisms	100% - Awareness and compliance mechanisms	100% - Awareness and compliance mechanisms	100% - Awareness and compliance mechanisms		BNR/NISR
		% of eligible population covered by CBHI	Percent	87.9% (203-2024)	100%	91% - Mobilisation and support for those who are eligible	100% - Mobilisation and support for those who are eligible	100% - Mobilisation and support for those who are eligible	100% - Mobilisation and support for those who are eligible	100% - Mobilisation and support for those who are eligible	10,835,799,000	RSSB
		Number of genocide survivors receiving direct support	Number	30,000	30,000	30,000	30,000	30,000	30,000	30,000	32,423,305,000	MINUBUMWE

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		Number of genocide survivors assisted to get health services annually	Number	150,000	150,000	150,000	150,000	150,000	150,000	150,000	32,293,360,000	MINUBUMWE
		Number of vulnerable genocide survivors to receive education support	Number	500	1,900	500	600	400	200	200	2,850,000,000	MINUBUMWE
		Number of houses built or refurbished for vulnerable genocide survivors	Number	250	3645	272	720	831	871	951	77,806,457,600	MINUBUMWE
		% of vulnerable people without decent shelter reduced	Percent	24,831	80	30	40	50	70	80		MINALOC
	Outcome 3: Malnutrition is reduced	% of eligible population provided with NSDS cash transfers and nutrition commodities	Percent	67%	100% - EPR 20 bn - WB 5.3 bn (sum total)	100% - EPR 4.0 bn - WB 3.5 bn - VUP provision of NSDS	100% - EPR 11.5 bn - WB.5 bn - VUP provision of NSDS and nutrition	100% - EPR 4.5 bn - VUP provision of NSDS and nutrition commodities for	100% - VUP provision of NSDS and nutrition commodities for pregnant	100% - VUP provision of NSDS and nutrition commodities for pregnant and	192,232,380,000 & 1,072,663,560	NCDA, LODA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
						and nutrition commodities for pregnant and lactating women and children under 5	commodities for pregnant and lactating women and children under 5	pregnant and lactating women and children under 5	and lactating women and children under 5	lactating women and children under 5		
		% of children under 6 attending ECD facilities	Percent	40%	80%	60% - ECD centres are operational	65% - ECD centres are operational	70% - ECD centres are operational	75% - ECD centres are operational	80% - ECD centres are operational		NCDA, LODA, MINEDUC&REB
		% of accredited community ECD facilities, including meeting disability standards (providing the minimum package of ECD services)	Percent	65%	90%	70% - assessment of standards	75% - assessment of standards	80% - assessment of standards	85% - assessment of standards	90% - assessment of standards		LODA, REB, MINEDUC, MINALOC NCDA
		% increase of established operational Community Based ECD facilities (3 by cell)	Percent	2,148	100%	2,148	2,148	3,222 (50%)	3,651 (70%	6,444 (100%)		NCDA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
	Outcome 4: Improved quality and accessibility to social care services for the most vulnerable populations.	Number of Community Based Social Care Service Providers trained on child protection, positive parenting, family support, and prevention of family conflicts.	Number	29,674 IZU/2023	29,674	5934 - provision of training	11,868 - provision of training	17,806 - provision of training	23,740 - provision of training	29,674 - provision of training	1,474,258,700	NCDA
		% of eligible GBV victims received reintegration support and reintegrated into safe family and community environments	Percent	148,086	100%	100% - provision of reintegration packages	100% - provision of reintegration packages	100% - provision of reintegration packages	100% - provision of reintegration packages	100% - provision of reintegration packages		MINALOC, MIGEPROF
		% of identified people exhibiting delinquent behaviours supported through Community Based Rehabilitation	Percent	6,546 people (BLJSR 2022/23)	50%	50% - provision of support through CBR	50% - provision of support through CBR	50% - provision of support through CBR	50% - provision of support through CBR	50% - provision of support through CBR		NRS, Districts
		Number of delinquents benefited from psychosocial support, value building and vocational training	Number	46,526 as per June 2024	6,000	6,000 - provision of psychosocial support, value	6,000 - provision of psychosocial support, value	6,000 - provision of psychosocial support, value building and	6,000 - provision of psychosocial support, value	6,000 - provision of psychosocial support, value building and		NRS

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
						building and vocational training	building and vocational training	vocational training	building and vocational training	vocational training		
		Number of rehabilitated people receiving reintegration package (economic and continuous psychosocial support)	Number	1,500	7,500	2,500 - provision of reintegration package (sex disaggregated)	3,500 - provision of reintegration package (sex disaggregated)	5,000 - provision of reintegration package (sex disaggregated)	6,250 - provision of reintegration package (sex disaggregated)	7,500 - provision of reintegration package	13,906,944,471	NRS
		Number of identified Orphans and other Vulnerable Children supported with psychosocial support, school fees, start-up kits and support for income generation (cumulative)	Number	7,645 (cumulative reached in last 5 years)	11,000 (cumulative for 5 years)	2,500 (in first year) - provision of psychosocial support, school fees, economic support	5,000 (cumulative in 2 years) - provision of psychosocial support, school fees, economic support	7,000 (cumulative in 3 years) - provision of psychosocial support, school fees, economic support	9,000 (cumulative in 4 years) - provision of psychosocial support, school fees, economic support	11,000 (cumulative for 5 years) - provision of psychosocial support, school fees, economic support	6,862,673,695	NCDA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		% of identified street children integrated into families	Percent	80%	100%	80% - provision of reintegration support	80% - provision of reintegration support	90% - provision of reintegration support	100% - provision of reintegration support	100% - provision of reintegration support		NCDA, NRS
		Number of genocide survivors receiving psychosocial support services	Number	5,263	7,568	6,000 - provision of psychosocial support	6,250 - provision of psychosocial support	6,750 - provision of psychosocial support	7,200 - provision of psychosocial support	7,568 - provision of psychosocial support		MINUBUMWE
		Number of vulnerable genocide survivors provided with livelihoods support	Number	N/A	2,280	2,280	2,280	2,280	2,280	2,280	5,700,000,000	MINUBUMWE
		% of PwDs supported with assistive devices	Percent	27%	0	100%	100%	100%	100%	100%		NCPD
Prevent people from falling into poverty by providing income security and insurance mechanism	**Outcome 5:** Effective and efficient disaster risk management including (i)	Number of vulnerable male and female HHs receiving safety nets (DS, cPW, ePW, C/HBECD)	Number	Number of vulnerable people receiving safety nets from MINUB	1,100,000	1,600,000 - VUP, provision of regular safety net coverage	1,400,000 - VUP, provision of regular safety net coverage	1,300,000 - VUP, provision of regular safety net coverage	1,150,000 - VUP, provision of regular safety net coverage	1,100,000 - VUP, provision of regular safety net cover age		MINALOC, LODA, RDRC, MINUBUMWE

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
s to safeguard individuals and families from shocks	preparedness, (ii) prevention and (iii) response to shocks to build resilience to the impact of shocks			UMWE, RDRC and VUP (DS, cPW, ePW, C/HBECD) is 1,259,782 in FY2023/24 (BLJSR and MEIS)								
		Number of HHs at risk of shocks identified (sex disaggregated)	Number	326 hotspots areas identified, 134 areas fall in the high and very high-risk category	1,139	1000 - identification of at-risk households	1200 - identification of at-risk households	1350 - identification of at-risk households	1400 - identification of at-risk households	1139 - identification of at-risk households		MINEMA, MINALOC, DISTRICTS and development Partners
		% of household affected by shocks identified and have received cash	Percent	100%	100% - EPR 15.4 bn	100% - EPR 2.7 bn - VUP, provisio	100% - EPR 8.2 bn - VUP, provision	100% - EPR4.5 bn - VUP, provision of	100% - VUP, provision of inclusive	100% - VUP, provision of inclusive shock-	54,529,592,325	MINALOC, LODA,MINEMA, MoE

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		transfer (sex disaggregated)			(sum total)	n of inclusive shock-responsive support (cash transfers) to households affected by shocks.	of inclusive shock-responsive support (cash transfers) to households affected by shocks.	inclusive shock-responsive support (cash transfers) to households affected by shocks.	shock-responsive support (cash transfers) to households affected by shocks	responsive support (cash transfers) to households affected by shocks		
		% of households affected by, and vulnerable to, shocks identified and have received in-kind support (sex disaggregated)	Percent	100%	100%	100% - MINEMA, Provision of inclusive shock-responsive support (in-kind) to households affected by shocks.	100% - MINEMA, Provision of inclusive shock-responsive support (in-kind) to households affected by shocks.	100% - MINEMA, Provision of inclusive shock-responsive support (in-kind) to households affected by shocks.	100% - MINEMA, Provision of inclusive shock-responsive support (in-kind) to households affected by shocks.	100% - MINEMA, Provision of inclusive shock-responsive support (in-kind) to households affected by shocks.	14,607,039,390	MINEMA, MoE, MINALOC, LODA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		% of Strategic stores equipped with relief items and complying to storing standards	Percent	50%	100%	65% - purchase of strategic stores	75% - purchase of strategic stores	85% - purchase of strategic stores	90% - purchase of strategic stores	100% - purchase of strategic stores		MINEMA, MINAGRI
		% of public works projects that are climate smart	Percent	89%	100%	95% - Assessment of sites, provision of tools and wage payments	100% - Assessment of sites, provision of tools and wage payments	100% - Assessment of sites, provision of tools and wage payments	100% - Assessment of sites, provision of tools and wage payments	100% - Assessment of sites, provision of tools and wage payments	100,555,398,232	LODA, MINALOC Districts
		Number of male and female directly and indirectly benefiting from the project climate-smart public works projects	Number	82,682	750,000 - EPR 4.5 bn - WB 4.8 bn (sum total)	137,509 - EPR 3.5 bn - WB 2.4 bn - finalise climate smart guidelines and indicators for	300,000 - EPR 1.0 bn - WB 2.4 bn - implementation of climate smart public works	450,000 - implementation of climate smart public works projects that prevent impact of shocks on	600,000 - implementation of climate smart public works projects that prevent impact of	750,000 - implementation of climate smart public works projects that prevent impact of shocks on community		MINAGRI, MINALOC, LODA MINECOFIN, MINEMA, INSURANCE COMPANIES

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
						public work	projects that prevent impact of shocks on community assets, livelihoods and lives	community assets, livelihoods and lives	shocks on community assets, livelihoods and lives	assets, livelihoods and lives		
		Number of male and female farmers contributing to insurance (commodities insured)	Number	135,619	175,031	143,501	151,383	159,266	167,148	175,031		MINEMA, MoE, METEO RWANDA
Strengthened monitoring and coordination for increased impact	**Outcome 6:** Reduced poverty and improved standard of living	Proportion of population male and female living below the poverty line	Percent	38.2 (2016/2017)	17%	30%	25%	20%	18%	17%		MINALOC
		Proportion of population male and female living below extreme poverty line	percent	16.0 (2026/17)	8.0%	16%	14%	12%	10%	8%		MINALOC
		Proportion of poor and vulnerable population covered by Social Protection systems	Percent	10% (2023/24) - regular support to eligible persons	20% - EPR 17.5bn	12% - EPR 3.3 bn - regular support to eligible persons	14% - EPR 9.7 bn - regular support to eligible persons to support	16% - EPR 4.5bn - regular support to eligible persons to support	18% - VUP, regular support to eligible persons to support	20% - VUP, regular support to eligible persons to support aggregate demand		MINALOC LODA RDRC MINIBUMWE NCPD

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
				to support aggregate demand		to support aggregate demand	aggregate demand	aggregate demand	aggregate demand			
		Targeting error	Percent	54% (2023/24) (WB)	10%	30% - targeting methodologies and dynamic components are operational	25% - targeting methodologies and dynamic components are operational	20% - targeting methodologies and dynamic components are operational	15% - targeting methodologies and dynamic components are operational	10% - targeting methodologies and dynamic components are operational		MINALOC
		% of the recipients' basic needs met	Percent	9% (2022/24) WB	30%	10% - increase adequacy of cash transfers	15% - increase adequacy of cash transfers	20% - increase adequacy of cash transfers	25% - increase adequacy of cash transfers	30% - increase adequacy of cash transfers		MINALOC, MINECOFIN
	Outcome 7: Strengthened governance, M&E systems, evidence	Number of evidence reports generated to support social protection sector	Number	0	5	1 - establishment of improved monitori	2 - establishment of improved monitoring system	3 - establishment of improved monitoring system	4 - implementation of improved monitoring system	5 - implementation of improved monitoring system		MINALOC/NISR

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
	generation and cross-cutting interventions					ng system						
		Number of two-way communications established with registries and systems in other sectors	Number	0 (SRIS, MEIS, HMIS have one way communication at the moment)	11	2 - establishment of regular two-way communications pathways	4 - establishment of regular two-way communications pathways	6 - establishment of regular two-way communications pathways	8 - implementation of regular two-way communications pathways	11 - implementation of regular two-way communications pathways		MINALOC & Partners
		Sector wide plan that contributes to joined multi sectoral planning developed annually (including with DPs, CSOs, Private Sector, government institutions, including local government)	Number	0	1	1 - Development of sector-wide plan	1 - Development of sector-wide plan	1 - Development of sector-wide plan	1 - Development of sector-wide plan	1 - Development of sector-wide plan		MINALOC
		% of social protection and livelihoods interventions at the district level that are approved through standardised process, and	Percent	0%	100%	50% - upgrading and implementation of protocols	60% - upgrading and implementation of protocols	75% - implementation of protocols	90% - implementation of protocols	100% - implementation of protocols		MINALOC and LODA

Objective	SSP outcome	Indicator	Units	Baseline	End period target	2024/25	2025/26	2026/27	2027/28	2028/29	Costing	Responsible Institutions
		therefore contribute to national objectives										
		Value of funds from traditional and non-traditional donors in overall sector budget from donors with formal partnership	Frw	Frw 200 billion	Frw 300 billion	Frw 300 billion	Frw 200 billion	Frw 250 billion	Frw 275 billion	Frw 300 billion		MINALOC & partners