



Final Report
on Country Portfolio Implementation
RWANDA
Fiscal years 2024-2025 to 2028-2029
Period covered: July 2024- February 2026
DGD code 5136

Table of contents

Acronyms.....	3
Identification form of Country portfolio	6
Executive summary.....	11
1 Balance of country portfolio implementation	15
Changes in context in the course of the portfolio.....	15
Achievement (or non-achievement) of development results.....	17
Impact Level.....	17
Achievement of development results - impact level (general objective)	17
Achievement of development results - outcome and activity level.....	18
Health.....	19
Agriculture	28
Urbanisation	34
Public Finance Management	38
Studies, consultancies and expertise for improved impact.....	40
Portfolio performance.....	45
Self-evaluation of the performance of interventions	45
External evaluation of the performance of the interventions	45
Overall evaluation of Country Portfolio performance.....	45
Transversal themes	45
Synergies and complementarities.....	46
Synergy and complementarity with third-party projects.....	46
Other synergies and complementarities.....	49
Main findings and conclusions	49
Policy dialogue and strategic partnership (Steering Committees)	49
Risk management.....	50
2 Adaptations made to the Country Portfolio.....	51
3 Lessons learned	51
Lessons learned of an institutional order	51
Lessons learned by pillar / theme / sector	52
Lessons learned linked to transversal themes	52
Annex 1. Results Framework the Country Portfolio.....	54
Annex 2. Risk management.....	72

Acronyms

AFD	Agence Française de Développement
ASRH	Adolescent Sexual Reproductive Health
BRD	Banque Rwandaise de Développement
BPN	Business Professionals Network
CE	Circular Economy
CPCIC	Cleaner Production and Climate Innovation Center
CRPFM	Climate Responsive Public Finance Management
CSOs	Civil Society Organizations
DRC	Democratic Republic of Congo
EU	European Union
FAO	Food and Agriculture Organization
FCDO	Foreign Commonwealth and Development Office
FONERWA	Rwanda Green Fund
GCE	Green and Circular Economy
GCF	Green Climate Fund
GCR	Global Compact on Refugees
GDP	Gross Domestic Product
GGGI	Global Green Growth Institute's
GIZ	German Agency for International Cooperation
GoR	Government of Rwanda
HIMO	Haute Intensité de Main-d'œuvre
HMIS	Health Management Information System
HR	Human Resources
HRH	Human Resources for Health
HSSP	Health Sector Strategic Plan
iCPAR	Institute for Certified Public Accountants
IFMIS	Integrated Financial Management Information System
IGC	International Growth Center
ILO	International Labour Organization
IMF	International Monetary Fund
ITA	Integrated Territorial Approach
JADF	Joint Action Development Forum
JICA	Japan International Cooperation Agency
KfW	German Development Bank
Kwihaza	European Union and Luxembourg funded value chain development project, focusing on the value chains of aquaculture and horticulture
LODA	Local Administrative Entities Development Agency
MAV	Manufacturing and access to vaccines
MFI	Microfinance Institutions
MIFOTRA	Ministry of Public Service and Labour
MINALOC	Ministry of Local Governance
MINAGRI	Ministry of Agriculture and Animal Resources

MINECOFIN	Ministry of Finance and Economic Planning
MINEMA	Ministry in charge of Emergency Management
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MiR	Made in Rwanda
MNCASRH	Maternal Neonatal Child Adolescent Sexual and Reproductive Health
MoH	Ministry of Health
MSME	Micro, Small and Medium Enterprises
NAP	National Adaptation Plan
NCD	Non-Communicable Diseases
NIRDA	National Industrial Research and Development Agency
NGO	Non-Governmental Organization
NST	National Strategy for Transformation
OAG	Office of Auditor General
O&M	Operation and Maintenance
PBB	Performance-Based Budgeting
PEFA	Public Expenditure and Financial Accountability
PERs	Public Expenditure Reviews
PFM	Public Finance Management
PPP	Public Private Partnership
PSF	Private Sector Federation
PRISM	Project for Inclusive Small Livestock Markets
PROECCO	Promoting Employment through Climate Responsive Construction
RBC	Rwanda Biomedical Centre
RCA	Rwanda Cooperative Agency
RDHS	Rwanda Demographic and Health Surveys
REMA	Rwanda Environment Management Authority
RFA	Rwanda Forestry Authority
RFDA	Rwanda Food and Drug Administration
RHA	Rwanda Housing Authority
RISD	Rwanda Initiative for Sustainable Development
RPPA	Rwanda Public Procurement Authority
RSB	Rwanda Standard Board
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SIDA	Swedish International Development Agency
SPV	Special Purpose Vehicle
SRHR	Sexual and Reproductive Health and Rights
STEM	Science, Technology, Engineering, Arts and Mathematics
SUDS	Sustainable Urban Design Systems
TVET	Technical and Vocational Education and Training
UDM	Urban Dynamic Map
UEDi	Urban Economic Development Initiative
UDM	Urban Dynamic Map

UN	United Nations
UNDP	United Nations Development Programme
UNEP	UN Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
GBV	Gender Based Violence
WB	World Bank
WPL	Workplace Learning

Identification form of Country portfolio

Country	Rwanda
Partner institutions	<p>Joint Consultative Committee: Director-General of DGD or his/her designated representative for the Belgian side and by the Minister of State in charge of National Treasury of the Ministry of Finance or his/her designated representative for the Rwandan side. A representative of Enabel participates.</p> <p>Steering Committees</p> <p>Health</p> <ul style="list-style-type: none"> • Chair: Permanent Secretary Ministry of Health • Resident Representative Enabel (voting rights Belgian funded budget) • EU Head of Cooperation (voting right EU funded budget) • Director General of Rwanda Biomedical Centre • Principle of the College of Medicines, University of Rwanda • Director General External Finance Ministry of Finance • Mayors of the focus districts • CEO of Rwanda Medical Supplies • Representative of the Gender Monitoring Office • Representatives of relevant divisions of RBC (MCCH, NCD, Mental health, SPIU, DDG) • Representative of the Ministry of Local Government • Representatives of civil society organisations involved in the programme implementation through grants. <p>Or their designated representatives.</p> <p>Agriculture</p> <ul style="list-style-type: none"> • Chair: Permanent Secretary Ministry of Agriculture and Animal resources • Co-chair: Resident Representative Enabel • Deputy Director General of Rwanda Agriculture Board • Director General External Finance Ministry of Finance • Ministry of Environment • Director General of LODA • Director of NIRDA • Director General of BRD • Director General of RTB • Representative of the Gender Monitoring Office • Representatives of civil society organisations involved in the programme implementation through grants. <p>Or their designated representatives.</p> <p>Urbanisation sector Steering Committee</p> <ul style="list-style-type: none"> • Chair: Permanent Secretary Ministry of Infrastructure • Permanent Secretary of Ministry of Local Governance • Resident Representative Enabel (voting rights Belgian funded budget) • EU Head of Cooperation (voting right EU funded budget) • Director General of LODA • Director General of NIRDA • Director General of RHA • Director General External Finance Ministry of Finance • Representative of the Gender Monitoring Office • Director General of RTB • Director General of RSB • Vice Chancellor of University of Rwanda • Mayors of the focus districts

	<p>•Representatives of civil society organisations involved in the programme implementation.</p> <p>PFM: As the support is provided through a sector basket fund the SC is replaced by the pool fund and Sector Oversight Mechanisms: the PFM Coordination Forum (CF) and the PFM Technical Working Groups.</p> <p>Membership includes: heads of PFM related agencies, Minister of State in charge of National Treasury, Office of the Auditor General (OAG), Rwanda Revenue Authority (RRA); representatives from other ministries (MINALOC, MINISANTE, MININFRA, MINAGRI, MoE, MINEDUC, etc.); Development partners supporting PFM reforms including Belgium Embassy and Enabel (co-chairs); and Civil Society Organisations (CSOs).</p> <p>Studies and consultancies fund. Requests for mobilisation of funds can be introduced both through Enabel as well as through the Ministry of Finance and Economic Planning subject to the approval of both. Will be open to Rwandan public institutions, Rwandan non-governmental actors, trade unions and federations of private sector actors (PSF, Chambers of commerce, e.o.).</p>
Total budget (EUR)	95 million Euro
Portfolio period (months)	60 Months
Start date of the Specific Agreement	30 January 2024
Start date of the Country Portfolio	1st July 2024
End date of the Specific Agreement	June 2029
Impact	To support Rwanda in its transformation to a well governed, climate, resilient, and inclusive welfare state.
Outcomes	Health
	S.O: Access to quality health care is strengthened, with a focus on sexual and reproductive health and the fight against gender-based violence
	Result 1: people, communities, health providers, as well as health managers at decentralized and central level can make informed choices about health and/or health care
	Result 2: a coordinated system of getting evidence-based health research into policy and practice (GRIPP) is in place
	Result 3: the quantification, procurement, distribution and stock-management system of medicines /equipment by RMS as well as quality control of medicines by RFDA and use of eLMIS at all levels has improved
	Agriculture
S.O: To increase access to and the consumption of quality food for the growing population, through developing sustainable, resilient and inclusive agricultural value chains adapted to a context of increasing urbanisation, within an enabling environment for food system transformation	
Result 1: The capacities of smallholder producers, active in the targeted value chains, are enhanced to improve the quality and quantity of the produce in a sustainable and climate resilient way and to improve their access to local and regional markets.	

	R2: SME's and young entrepreneurs active at the different levels of the targeted value chains are strengthened to operate in an inclusive and sustainable way and to create decent jobs and incomes.
	R3: Skills and competences in line with the job opportunities in the targeted value chains and related sectors are enhanced.
	R4: Access to and consumption of healthy, nutritious and safe food are enhanced.
	R5: A conducive political and institutional environment for developing sustainable and inclusive value chains within a framework of food system transformation is strengthened.
	Urbanisation
	S.O: To develop sustainable & attractive satellite cities by enhancing the living conditions of its population, especially the most vulnerable, generating a socioeconomic and environmental ecosystem being inclusive and climate proof
	Result 1. The capacities of Urban governance at national & district levels are strengthened to take into consideration inclusive and sustainable urban growth principles (ecology, climate, gender, inclusivity, community participation & accountability)
	R.2. The satellite cities are integrating the gender and inclusive transformative approach
	R.3. Resilient urban communities are equipped to take the path of the climate transition
	R.4. Strengthening decent green job creation in the construction value chains, through skills development and support to local manufacturing of construction materials using Greener & more circular technologies
	R.5. Adequate, sustainable and resilient urban infrastructure and services are provided to all
	PFM
	S.O: To support Rwanda's socio-economic transformation through effective and accountable public finance management
	Result 1. Enhance the Digitization and Security of PFM ICT Systems
	R2. Increased domestic revenue mobilization
	R3. Build Sustainable PFM Institutional Capabilities
	R4. Strengthen policy dialogue
	Studies and consultancies fund
	The fund aspires through studies, consultancies and the mobilisation of expertise to strengthen the institutional and organisational capacity of public and non-governmental organisations in Rwanda linked to the priority sectors of the bilateral cooperation: health, agriculture, urbanisation and the transversal themes: climate, gender, strengthened foundations of the welfare state, accountability.
Target groups	Health: (1) health care providers and health managers at health facilities, in particular in the supported districts; (2) key public institutions at both national and district levels; (3) students and staff of health related departments within the universities in Rwanda; (4) public, semi-public, private sector actors in the field of vaccines & medicines and first line medicalized health care; (5) professional associations; (6) Community stakeholders as well as local and international NGOs. Agriculture: (1) the smallholder producers operating in the targeted value chains, (2) SMEs and young entrepreneurs operating in the

targeted value chains and creating decent jobs;; 3) youth, women and refugees to acquire skills and competences to be employed within the targeted value chains; (4) Rwandan consumers.

Urbanisation: (1) the present and future urban communities of both target satellite cities, especially the low income groups; (2) SMEs and young entrepreneurs operating in the targeted construction material value chains and creating decent jobs; 3) youth, women and refugees to acquire skills and competences to be employed within the targeted value chains; (4) the district population of Rwamagana (484,953 – census 2022) and Bugesera (552,103 – census 2022); and (5) Rwandan population.

PFM: MINECOFIN, OAG, RRA, RPPA and local government entities.

Studies and Consultancy Fund: Rwandan public institutions, Rwandan non-governmental actors, trade unions and federations of private sector actors (PSF, Chambers of commerce, e.o.).

List of interventions in the bilateral portfolio

Name Intervention	Sector	Budget	Start date	End date (original)	End date (after early termination)
Strengthening Rwanda Health System (RWA23004)	Health	€35,500,000	1/7/2024	30/6/2029	30/10/2025
Partnership for Resilient and Inclusive Small Livestock Markets (PRISM II) (RWA 23005)	Agriculture	€ 25,500,000	1/7/2024	30/6/2029	30/10/2025
Public Finance Management (PFM)-Basket Fund (RWA23007)	Public Finance	€ 6,000,000	1/7/2024	30/6/2029	30/05/2025
Inclusive, smart and climate-proof urban development of Rwandan satellite cities – UEDI II (RWA 23006)	Urbanization	€ 25,500,000	1/7/2024	30/6/2029	30/10/2025
Studies, consultancies and expertise for improved impact SEF 24-29 (RWA23008)	Multi sector	€2,500,000	1/7/2024	30/6/2029	30/05/2025
Expertise Rwanda 24-29 (RWA 24011)	Multi-sector	Included in projects	1/7/2024	30/6/2029	31/12/2025
Total		€95,000,000			

Interventions in another bilateral portfolio

Thematic Portfolio Social Protection in Central Africa – Rwanda (2022-2027) (RWA 21002)	Social protection	€ 17,600,000	20/5/2022	31/05/2027	18/6/2025
---	-------------------	--------------	-----------	------------	-----------

List of other interventions implemented by Enabel during the course of the bilateral portfolio

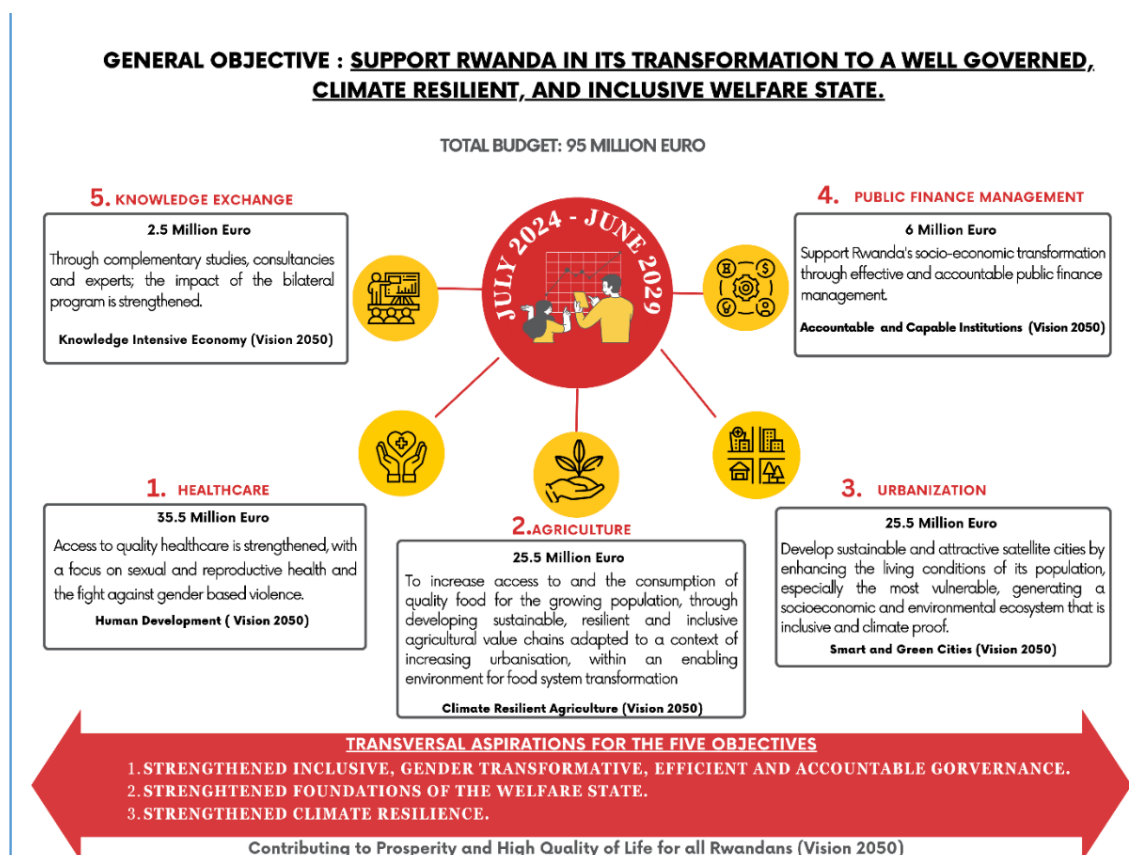
Name of Intervention	Donor	Sector	Budget	Start date	End date
Kwigira- Enhance business environment and attractiveness of Rwanda for investment, including pharmaceutical investments (RWA 21001)	EU	Health	€ 7,000,000	19/04/2022	18/04/2027
Transformation towards sustainable food systems – Kwiwaza (RWA 20001)	EU, LUXDEVELOPMENT	Agriculture	€ 17,500,000	15/12/2022	31/12/2027

Improving resilience of farmers' livelihoods to climate change through innovative, research proven climate-smart agroforestry and efficient use of tree resources in the Eastern Province and peri-urban areas of Kigali city, Rwanda (DeSIRA Agroforestry Research Project, RWA 18003)	EU	Forestry and Environment	€ 2.000.000	1/2/2020	31/8/ 2025
Build Public Health Institute's institutional capacity to perform essential public health functions - TRIBEHUB (RWA23003)	EU	Health	€4,200,000	19/12/2024	19/12/2028
Access to quality health products in Rwanda – LOMESU (RWA 23002)	EU	Health	€5,000,000	15/9/2024	15/9/2028
Desira + Grands Lacs (BEL23010)	EU	Agriculture	€ 2.638.278	2/12/24	2/12/28
Top-up to urbanisation project (BEL22008)	Region de Bruxelles Capitale	Urbanisation and environment	€ 1.760.000	1/1/23	30/6/26
Inclusive and climate-proof urban development of Rwandese secondary cities – CLIMURBA (RWA 23001)	EU	Urbanisation	€ 10.000.000		
NRM – Tanga NaturAfrica (RWA24002)	EU	Environment	€ 1.461.462	31/3/25	31/3/28
RTIA – Regional Teacher Initiative For Africa – Rwanda (BEL23004)	EU	Education	€ 660.410	1/2/2024	1/2/2027

Interventions closed/transferred or discontinued at the request of partner

Name of Intervention	Donor	Sector	Budget	Start date	End date
Transforming Eastern Province through Adaptation (TREPA Project RWA 19010)	IUCN	Forestry and Environment	€ 9.571.660	01/01/2020	31/12/2028
Reducing vulnerability to climate change through enhanced community-based biodiversity conservation in the Eastern Province of Rwanda (COMBIO Project RWA22001)	SIDA	Forestry and Environment	€ 2,630,000	15/12/2021	31/12/2027
Preparation of a formulation and support in structuring programmatic budgetary financing to improve access to healthcare in Rwanda- FORSANTEF (RWA24003)	AFD	Health	€144,312	June 2024	Oct 2024

Executive summary



The implementation of the bilateral portfolio, that was signed and launched in July 2024, has been negatively affected by the diplomatic crisis between the Government of Belgium and the Government of Rwanda in 2025. Following Rwanda's initiative to suspend development cooperation on 18th February 2025, the Governments of Rwanda and Belgium terminated their diplomatic relations on 17th March 2025. The two Belgian funded portfolios in Rwanda, the Bilateral program 2024-2029, subject of this report, and Social Protection 2002-2027 (Rwanda Project) were also terminated.

This early termination has significantly impacted the expected results and financial performance of the portfolio, that started implementation in July 2024 and was scheduled to run until 2029.

Impact. Partly due to the proximity of the project activities, and partly to the absence of updated data in some areas, it is difficult to attribute recorded improvements in impact indicators directly to the Portfolio 2024-2029.

However, as the present portfolio is indeed a sectoral continuation of previous projects and programs, notably the 2019-2024 Portfolio and the Social Protection Thematic Portfolio 2022-2027, **we can confidently attribute a positive contribution to impact progress from Belgium funded programs in Rwanda implemented by Enabel.**

In this respect, progress can be observed in the following areas to which our projects directly or indirectly contribute:

1. Health: decreased maternal mortality rates (from 203 in 2020 to 143/100.000 live births in 2025) and infant mortality rates (28.9 in 2022 to 27/1000 live births in 2025), reduced child stunting (from 33 to 27% of under 5s, of which 29.3 female and 24.1 male), while fertility rates have slightly increased (3.6 in 2022 to 3.7 births/woman in 2025).
2. Education: increased number of students enrolled in TVET as a proportion of total students in Basic Education (from 33.6 in 2019 to 38.7% in 2025)
3. Urbanisation as a driver of growth: increase in the rate of population living in urban areas (from 18.4 in 2016/17 to 30.1% in 2025)
4. Modernising and making more sustainable the agriculture sector (decreased rural poverty rates from 44.3 in 2020 to 27.4% in 2025), and increased agriculture land under sustainable management (from 56 to 2020 to 59% in 2025)
5. Inclusive economic growth (lower GINI coefficient from 0.43 in 2017 to 0.37 in 2025) increased industrialisation (19 in 2019 to 22% of GDP in 2025), and reduced unemployment rates since 2019 from 15.2 to 14.9%).

Outcomes and Outputs. All projects achieved significant progress in terms of activities and expenditure of initial disbursements. Due to early termination, progress is primarily documented at the activity and output level, rather than at outcome level. The health and PFM projects are exceptions: the result-based financing modalities enabled outcome-level data collection and reporting. All results are included in Annex 1.

Health. The project made significant progress in strengthening access to quality health care in Rwanda, particularly in maternal and reproductive health and the fight against gender-based violence. **Maternal mortality** declined markedly to 79 per 100,000 live births (from 119 in 2011-2020), supported by quality improvement initiatives, the rollout of Emergency Obstetric and Newborn Care (EmONC) best practices, and targeted root causes analysis of postpartum haemorrhage and improved caesarean section management. Public Health Experts deployed in four districts worked closely with health providers to address root causes of maternal deaths and implement corrective strategies, while **Result Based Financing** contributed to notable gains including reduced postpartum haemorrhage cases, improved management of newborn asphyxia, increased postpartum family planning uptake, and better functionality of MNCH equipment. **GBV response** capacity strengthened with 3,309 survivors receiving timely emergency contraception and HIV postexposure prophylaxis, complemented by extensive awareness campaigns during the 16 Days of Activism against GBV. **Cervical cancer prevention** advanced significantly, with screening coverage reaching 41.5% (vs. a 30% target) and the national launch of Mission 2027 positioning Rwanda as the first African country to commit early WHO elimination targets. Additional progress included regular **Non Communicable-Diseases (NCD)** prevention and screening activities, strengthened data systems through integration of cardiovascular diseases registration updates, and enhanced capacity in **mental health, GBV care, and health workforce development** through targeted trainings and scholarships.

The RBF **Grant supported activities** implemented entirely through national systems (RBC, MoH and Districts) with limited technical assistance, leading to key achievements such

as developing national guidelines for screening and managing perinatal depression; strengthening cardiac registry data entry in tertiary hospitals, recording 1,500 patients with major cardiovascular conditions; and supporting Rwanda's national cervical-cancer elimination strategy. Additional achievements included regular car-free-day NCD awareness and screening events, training GBV focal persons to enhance support for GBV and child-abuse survivors, and funding HRH scholarships across three higher-learning institutions. Under **direct management** the project contributed to district evidence planning, finalized the Post-Partum Haemorrhage Assessment report, supported the launch of the fifth Health Sector Strategic Plan, and helped develop a clinical mentorship program.

Agriculture. The agriculture project achieved substantial progress in strengthening Rwanda's livestock sector, despite a shortened implementation period. Through the Farmer Field School approach, the technical **capacities of 670 smallholder pig, poultry, rabbit, and beekeeping farmers** were enhanced across multiple districts, fostering climate resilient and experiential learning. **134 newly supported private veterinary services** were equipped with motorcycles, drugs, and essential tools, while over **30 clinics were operationalized** under the Veterinary Sanitary Mandate model. **Genetic improvement** advanced through the provision of genetic material and artificial insemination tools and a **new breeding centre** in Gatsibo district, Eastern province. **102 exotic pigs were distributed** to eight centers nationwide, complemented by training on improved breeding management. MSME competitiveness was strengthened as **99 enterprises received business development support**, and **13 businesses**—eight of them women led—**accessed financing for technology upgrading**, alongside technical training in cleaner production and circular economy practices. Market linkages were strengthened through the Out-grower Service Company by acquisition of a drying machine to help with post-harvest loss reduction in maize. The company delivered **strong results in maize and soybean value chains by aggregating 2,154 MT of maize, increasing farmer incomes by 18.6%**, mobilizing cooperative equity, and **achieving 60% adoption of agroecological practices among 525 trained farmers**. In parallel, progress in food quality and safety systems was advanced through **testing of honey samples and development of 10 new and 13 revised standards, technical support to 68 SMEs, and rehabilitation of 6 metrology laboratories**.

Urbanisation. Despite the short implementation period, the Urbanisation sector achieved several strategic and measurable results financed with Belgian funds. Technical and institutional capacities were reinforced through MININFRA by **training 2 district engineers, 7 sector engineers and 16 local masons** in stone arch bridge construction, maintenance and monitoring, low carbon techniques aligned with Rwanda's climate objectives were developed (EDGE certification, Nature Base Solutions, stone-arch bridges). **Three major urbanization sector studies**—gender transformative urban planning, Eco stove fuel value chain analysis, and public space activation—were started (e.g. ToRs, procurement design). Community driven urban planning was supported through urban walks in Nyamata and Rwamagana. The most tangible BE funded sustainable **infrastructure achievement** was the construction of **11 stone arch bridges** in Rubavu, delivering an estimated 70% reduction in CO₂ emissions and 336.6 tonnes of embodied CO₂ avoided, while significantly improving resilience and connectivity; furthermore, **3.9 km of urban roads** with light, drainages, cycling lanes and nature based solution for water management were built in Rwamagana and Bugesera. Skills development progressed through **training of 62 TVET instructors**, while construction and PPP supported socioeconomic facilities generated a total of **3,678 jobs** (1,316 men and 2,362 women).

Overall, BE funding laid the core technical, governance and climate resilient foundations of Rwanda’s satellite city programme.

PFM. The contribution to the PFM Basket Fund supported Rwanda’s Ministry of Finance (MINECOFIN) and the Office of the Auditor General in establishing the PFM Sector Strategic Plan (2024–2029). Notable progress was achieved in 2024/2025 across four priority areas: **(1) Digitalization and security** of PFM systems improved-Business Intelligence tools integrated into IFMIS (achieving 12% usage) and audit workflow automation reached 10%, unqualified audit opinions increased to 94% and new digital platforms were launched; **(2) Domestic revenue mobilization** remained resilient, reaching 14.6% of GDP (92% of target), supported by new fiscal reforms adopted in early 2025; **(3) Institutional capabilities**—District audit results improved, implementation of audit recommendations strengthened, and advances were made in gender- and climate-responsive budgeting; and **(4) Policy dialogue**—, Civil society actors and new development partners joined PFM coordination mechanisms, broadening stakeholder engagement.

Financial summary

Waiting for final closure (to be communicated at a later stage), this is the **expected financial status** at the end of the portfolio (February 2026):

Project Name	Budget	Expected expenses	Expected execution Rate	Expected Balance
Health	30.213.830	5.830.226	19%	24.383.604
Agriculture	20.263.606	3.702.256	18%	16.561.350
Urbanisation	21.970.082	2.886.903	13%	19.083.179
PFM	5.426.637	1.504.807	28%	3.921.830
Study fund	2.396.099	26.098	1%	2.370.001
Expertise	14.729.746	4.211.539	29%	10.518.207
Total	95.000.000	18.161.829	19%	76.838.171

Global Partnerships/complementary projects. While the EU/Team Europe funded projects have been allowed to continue, they have also been negatively affected by the termination of the bilateral portfolios, through suspension and delays in activities and reduced engagement with partners (often the same for bilateral and GP projects), remaining in a status of uncertainty for several months.

We can consider that, as of today, the situation and project implementation has been re-set for most GP projects, with only a few exceptions. This has allowed to partly reduce the shock of the termination of the bilateral portfolio for some beneficiaries. After the required reorganization of human resources and navigating the crisis period, efforts have focused on revamped GP execution and, where possible, making up for delays.

1 Balance of country portfolio implementation

Changes in context in the course of the portfolio

Termination of the bilateral cooperation Portfolios/Programs

The initial suspension by Rwanda of Development Cooperation with Belgium starting on 18th February 2025 led to a de facto suspension of all activities and projects, bilateral and GP. This was later followed by Rwanda severing diplomatic relations with Belgium on 17th March and the denunciation by Belgium of governmental development cooperation programs with Rwanda.

On 16th April Rwanda officially informed that Enabel is required to phase out its activities in Rwanda, allowing a three-month “phase-out” (closure) of the 2 bilateral portfolios, while allowing to continue the implementation of ongoing Global Partnership programs managed by Enabel, on condition of Enabel branding be removed from all project communications and materials.

Two additional GP programs (COMBIO and TREPA) in the agroforestry sector have also been later terminated, even if they were not funded by Belgium.

As a result, Enabel Rwanda and its staff went through a period of a crisis management, uncertainty and changing priorities towards:

- Contingency planning
- Professional closure of the bilateral projects, contracts and grants
- Staff restructuring and HR management issues at program and project level
- Implementation of remaining activities before closure and subsequent closure activities (reporting, verification and reimbursements)
- Management of revised visibility issues
- Reestablishing relations and information with GP partners, continuation of GP projects and, where possible, making up for delays
- Increased communication with DGD and Enabel Brussels

The operational closure of the bilateral portfolio was set to 25th May 2025 with 16 exceptional time extensions authorised by Rwanda for some activities and grants until end October. The end date of financial closure for Enabel was set by the Belgium Ministry of Foreign Affairs and Cooperation to 31 December 2025.

Sector developments

Agriculture. In FY 2024/25, Rwanda began implementing PSTA5, its first national strategy to embed a food systems approach and climate resilience at the core of agricultural modernization. This marked a strategic shift towards a more inclusive, sustainable, and integrated agri-food system, translating into measurable progress across priority areas and laying the groundwork for long-term transformation in food security, economic opportunity, and environmental sustainability. The Enabel Program and the bilateral portfolio’s PRISM II project were well aligned with this strategy. In its 1st fiscal year the sector recorded positive results: Agricultural commodity exports for FY 2024/25 reached 969,326 MT and generated USD 893.2 million in revenue—a 6.43% increase from USD 839.2 million in FY 2023/24. In the livestock, production reached 219,523 MT of meat, 1,152,514 MT of milk, 29,855 MT of eggs, 52,439 MT of fish, and 8,460 MT of honey, nearly meeting targets, while local feed output rose to 89,481 MT.

Urbanisation. Rwanda’s urbanization objective progressed but remains low at 30.1% in 2025, still far from the national targets of 52.7% by 2035 and 70% by 2050. Under NST2, the

country intensified efforts to develop secondary cities, improve basic infrastructure, upgrade unplanned settlements, and promote integrated urban planning — changes that reinforce the relevance of Enabel’s Program and the new urbanization project. However, coordination challenges, limited district capacities, rapid growth of informal areas, climate vulnerabilities, and pressure on affordable land continue to slow implementation. While NST2 reforms and strong national policy direction create momentum, these constraints still affect the pace and sustainability of results.

While at the beginning of Enabel’s urbanization project the World Bank and Enabel were the main partners in the urbanisation sector, now most major partners have joined the sector (AFD, GiZ, KfW, SDC, EU). This is a way to recognize the importance of this transversal sector in the development of the country and the determination of the Rwandan government to drive and coordinate these projects.

Health. During the fiscal year 2024/25, the health sector saw major strides in strategic development, with the Fifth Health Sector Strategic Plan (HSSP V) and the National Health Research Agenda both approved and widely disseminated. In line with HSSP V, the Reproductive, Maternal, Newborn, Child, and Adolescent Health (RMNCAH) Policy and strategies were developed, though their validation is still pending. The Rwanda Biomedical Center (RBC) is transitioning into a National Public Health Institute (NPHI) to align with regional and global health security frameworks. The NPHI will serve as the country’s technical authority for evidence-based public health action, including disease surveillance, outbreak response, and workforce development. It also aims to evolve into a Center of Excellence (CoE) for public health within the East African region.

Due to budget cuts from the U.S. Government and the termination of Belgian bilateral cooperation, the Ministry of Health conducted an analysis to address the effects of declining external funding. As a result, measures were proposed to reallocate resources to high-impact interventions, streamline programs, engage partners on funding gaps, explore innovative financing, and delay non-essential infrastructure projects.

Public Financial Management. A new Sector Strategic Plan (PFM SSP 2024–2029) was adopted and seeks to accelerate Rwanda’s socioeconomic transformation through sound fiscal policy and accountable financial management. The fiscal year 2024/2025 marked the first year of its implementation, in line with NST2 and Vision 2050.

During this period, important progress was made across the sector. Selected PFM systems were fully upgraded and integrated with business intelligence tools, strengthening decision-making within government institutions. For the first time, Rwanda also published its Consolidated Annual Financial Statements under full IPSAS accrual. In addition, the Fiscal and Financial Decentralization Policy and Strategy were approved by the National Steering Committee and are now awaiting Cabinet approval.

Despite these achievements, national budget execution between July 2024 and March 2025 faced significant challenges. Geopolitical tensions, adverse weather conditions, and tax-free imports from the EAC region constrained domestic revenue mobilization and slowed down sector spending.

Studies, consultancies and expertise for improved impact. This flexible fund, intended to complement the Program on a need’s basis, did not manage to mobilize funding before termination of the portfolio, although several activities were under preparation (e.g. contribution to Demographic Health Survey).

Achievement (or non-achievement) of development results

Impact Level

Achievement of development results - impact level (general objective)

Portfolio Indicators	Impact					Means of verification
Objective	Indicator	Baseline (2020)	Target (in 2035)	Target (in 2050)	Results in 2025	
Quality well-being	Life expectancy (years)	69.6 (census '22)	71.7	73	NA	
	Fertility rate (total births per woman)	3.6 (census '22)	3	2.3	3.7	DHS7 (2025)
Inclusive accelerated economic growth	Gini Coefficient	0.43 (2017)	0.35	0.3	0.37	EICV 7
Employment creation	Unemployment Rate by sex (%)	15.2 (2019)	7	5	14.9	Statistical year book (2025)
Access to affordable, high-quality and specialized health care	Maternal mortality rate (per 100,000 live births)	203	<50	<20	149	DHS7 (2025)
	Infant mortality rate (per 1,000 live births) by sex	28.9 (census '22)	<25	<18	27	DHS7 (2025)
	Child Stunting (as a % of under 5s) by sex	33	5.5	3	27 Male: 29.3 Female:24.1	SDHS7 (2025)
Access to affordable high-quality education	Students enrolled in TVET as proportion of total students in Basic Education (%) by sex	33.6 (2019)	60	60	38.7	Education Sector Strategic Plan (2024-2029)
	Proportion of graduates in STEM related programmes (%) by sex	Total: 36.9 Male: 42.6 Female: 29.9	44.26	50	Total: 49.5 Male: 55.2 Female: 42.4	Education statistical yearbook 2025
A diversified economy built upon future industries	Industry sector's Value-Added contribution to GDP (%)	19 (2019)	24	33	22	GDP-2025 Quarter 3
Modern and market-oriented agriculture	Rural households living below poverty line (disaggregated by sex)	44.3	Tbd	Tbd	27.4	EICV 7
	Average income per smallholder farming household disaggregated by sex		Tbd	Tbd	NA	
	Share of Agriculture land under sustainable land management (% of total)	56 %	tbd	Tbd	59	NISR, SAS 2025 Season A
Urbanisation as a driver of growth	Population living in urban areas with access to basic urban infrastructure services (%)		Tbd	Tbd	NA	
	Population living in urban areas (%)	18.4 (2016/17)	52.69	70	30.1	NISR Census: EICV7& SSP Urbanization

						and Rural settlement
	Proportion of urban population living in slums, informal settlements or inadequate housing (%)	62.6 (2016/17)	44	20	NA	
	Land used according to the National Land Use and Development Master Plan (km2)	Agriculture: 10,949km2 Built-up areas and infrastructure: 2,888 km2 Forests: 7,242 km2 Water and protected wetlands: 2,068 km2	Agriculture: 11,691km2 Built-up areas: 3,434km2 Forests: 7,483 km2 Water wetlands: 2,200 km2	Agriculture: 12,433km2 Built-up areas: 3,980km2 Forests: 7,725 km2 Water wetlands: 2,200 km2	NA	

Comments on impact results. The publication of several reports during 2025 provides updates on some of the Program’s impact indicators. In this respect it is possible to note progress on: 1. Health indicators (decreased maternal and infant mortality rates and child stunting, although fertility rates have slightly increased in 2025), 2. TVET Education 3. Urbanisation as a driver of growth (increase of population living in urban areas), 4. improvements in modernising and sustainability of the Agriculture sector leading to a marked decrease in rural poverty and sustainable land management 5. inclusive accelerated economic growth (a lower GINI coefficient, a more industrial economy, and moderately lower unemployment rates), indicators that all our projects directly or indirectly contribute to.

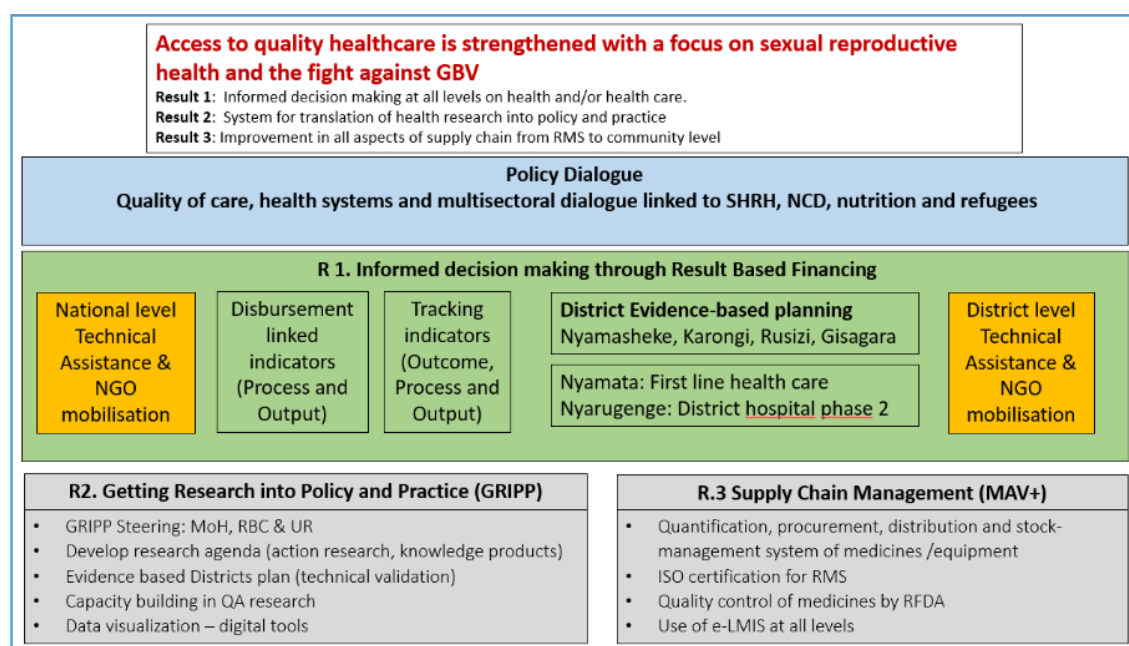
Partly due to the proximity of the project activities, and partly to the absence of updated data in some areas, it is difficult to attribute recorded improvements in impact indicators directly to the Program/Portfolio 2024-2029.

However, as the present portfolio is indeed a sectoral continuation of previous projects and programs, notably the 2019-2024 Portfolio and the Social Protection Thematic Portfolio 2022-2027, **we can confidently attribute a positive contribution to impact progress from Belgium funded programs in Rwanda implemented by Enabel.**

Achievement of development results - outcome and activity level

Outcomes and Outputs. All projects achieved significant progress in terms of activities and expenditure of initial disbursements. Due to early termination, progress is primarily documented at the activity and output level, rather than at outcome level. The health and PFM projects are exceptions: the result-based financing modalities enabled outcome-level data collection and reporting. All results are included in the Annex 1.

Health



The Health Project was formulated in the Portfolio as a combination of Belgium funding and complementary EU funding. Result 1 was fully funded by the Belgian bilateral project and results 2 and 3 through EU complementary funding, with a few activities funded by the bilateral portfolio to ensure continuity. Details are explained below.

S.O. Access to quality health care is strengthened, with a focus on sexual and reproductive health and the fight against gender-based violence.

Indicator name	Baseline 2023/2024	Target 2024/25	Actual	Source	Comments
Maternal Mortality Ratio	106 per 100,000 live births	95 per 100,000 live births	79 per 100,000 lives births	HMIS	This indicator refers to institutional maternal mortality ratio collected through HMIS which shows a significant decrease thanks to the implementation of new strategies like use of "Emotive bundles" and Quality improvement projects. The project contributed to these strategies.

Indicator	Baseline 2023/24	Target 2024/25	Actual Results	Source of information	Comments
-----------	------------------	----------------	----------------	-----------------------	----------

			2024/2025		
% girls aged 20 years pregnant	<8%	<8%	8.7%	HMIS	The year target was not met, teen pregnancy remains a public health concern, adolescent pregnancies increase the risks of complications during childbirth and limited educational and economic opportunities for young mothers.

Indicator	Baseline	Target	Source of Information	Comments
% SGBV cases presenting at health facilities within 72 hours	Not available	TBD	Health facility registers	A total of 3,309 gender based violence received emergency contraception and HIV post-exposure prophylaxis within 72 hours at health facility, reflecting improved responsiveness and access to critical care. Female victims continue to represent majority of reported cases (> 88%).

Project activities contributing to this SO:

From July 2024 to March 2025, the project deployed Public Health Experts in four districts who provided technical support to carry out deep assessment on the root causes of maternal mortality and developed together with health care providers quality improvement projects as well as strategies to reduce the trends. From central level support, Enabel, in collaboration with RBC/Maternal Child and Community Health Division conducted a study to evaluating postpartum haemorrhage management and Caesarean section practices in supported districts and results were used to improve quality of care and services. RBF support contribution includes procurement and distribution of drugs and commodities.

Enabel supported four districts in conducting the 16 Days of Activism Against Gender-Based Violence campaign targeting youth in and out of schools to raise awareness and encourage victims to seek health services.

Achievements made in regard to project results

The strengthening health system program had three expected results:

Result 1: people, communities, health providers, as well as health managers at decentralized and central level can make informed choices with regard to health and/or health care.

Activity.1.1. Strengthening the Health system through a Result-Based Funding (RBF) Grant to MoH/RBC

For result 1 a grant with payments linked to results to be achieved, so called Result-Based Financing (RBF) aligned with the Global Fund approach, was the principal modality both for support at national and district level. The RBF payments are linked to realizing relevant processes and achieving defined targets on output and outcome indicators, which will be tracked throughout programme, using the national monitoring systems complemented with an external verification.

The aspiration was, through incentives (result-based financing), to improve quality of care particularly with regards to maternal and neonatal mortality, modern family planning, fight against GBV and support to victims/survivors, adolescent sexual & reproductive health and related NCDs and Mental Health, as well as to incentivise evidence-based planning. Disbursement-linked indicators were complemented with policy dialogue indicators.

Of the original total project budget, 24 M euro were expected to be allocated to RBF and disbursements will be made conditional to achieving the agreed upon targets. These funds

are managed by Rwanda Biomedical Centre (RBC) under the leadership of MoH. Embedded experts will support MoH & RBC to attain the results.

This RBF grant was supposed to be complemented by grants to NGOs mainly for awareness raising, behavioural change, strengthening patient voice and the reintegration of GBV victims into the local communities using a multisectoral approach and clinical mentorship program to healthcare providers from all health facilities of four supported districts but this have not started before the program was terminated.

RBF Indicators after verification				
Indicators	Baseline	Target value June 2025	R_Value (Verified) June	Result % (*)
1. Caesarean Sections resulting in Post-partum Haemorrhage	201/10000	180/10,000	169.3/10,000	120%
2. Newborns born with asphyxia is reduced	3.4%	3.30%	3.10%	106%
3. Post Partum Family Planning	70%	70%	71.60%	102%
4. Children under 2 years screened for stunting	75%	75%	65.50%	87%
5. External data quality review conducted annually on output indicators	No	1	-	0%
6. District plans are evidence based as per agreed checklist	No	4	-	0%

Of the 2 indicators that were not met:

- The annual external data quality review was not conducted because the necessary funding was unavailable. In fact, this activity was expected to be financed by partners other than Enabel.
- The development of District evidence-based plans, as in the agreed checklist, was initiated but also not completed before the portfolio was terminated.

The independent verification report of the indicators indicates an average performance achievement of 69%, corresponding, according to the grant agreement, to a payment of 5.270.000 € (85% of the Euro 6,200,000 budget foreseen for the fiscal year 2024/25).

Achievement results on the Project's Policy Indicators (not linked to payments):

#	Policy Dialogue indicators	Baseline	Target 2024/25	Results 2024/25	Data source
1	Maternal mortality ratio (/100,000 live births)	106	95	79	HMIS
2	Perinatal mortality rate (/1000 births)	21.6	21	21.3	HMIS
3	Prevalence of stunting in children under 2 years of age	20.4%	23%	19.6%	HMIS
4	% of teen pregnancies (20 years age)	8.0%	<8.0%	8.7%	HMIS
5	% of GBV victims with symptoms of sexual violence received within 72h	29%	32%	28%	HMIS

#	Policy Dialogue indicators	Baseline	Target 2024/25	Results 2024/25	Data source
6	% of GBV victims that received counselling/psychosocial support	41%	46%	34.6%	HMIS
7	% of women aged 30-49 screened for cervical Cancer	28%	30%	41.5%	HMIS Annual report 2024/25
8	% of people >35 years screened for diabetes and Hypertension	84%	85%	81.3%	NCD Annual report 2024/25
9	% of hypertensive patients controlled	40%	45%	60%	NCD Annual report 2024/25 report
10	% of women screened for Post-natal Depression	0%	5%	NA	Not yet started
11	% of fully functional MNCH equipment	70%	75%	91.5%	MEMMS (MTD annual report)
12	Level of Citizen satisfaction with CHWs services	87%	88%	85.7%	RGB score card 2024/25
13	Refugees' pledges	NA	NA	NA	Not Done
14	Refugees are tracked in IFMIS for services utilization and disease burden	NA	NA	NA	Not Done
15	Availability of essential medicine such as oxytocin, Implanon, Magnesium, sulfate, metformin, hydralazine, and fluoxetine	NA	TBD	NA	Survey not done

Comments on some key indicators and trends

The policy dialogue indicators demonstrate further progress, notably in cervical cancer screening (41.5% vs. a 30% target), controlled hypertension (60% vs. 45%), and functional MNCH equipment (91.5%). Rwanda also launched “Mission 2027,” committing to WHO 90-70-90 cervical cancer elimination targets ahead of schedule, underscoring strong political leadership and multisectoral engagement.

1. Maternal mortality rate

Since 2019/2020, the maternal mortality ratio has shown a steady decline, decreasing from 119 per 100,000 live births to 79 per 100,000 in 2024/25. This improvement reflects the contributions of various partners involved in the health sector, including Enabel, with a particular focus on maternal, newborn and child health, as well as adolescent sexual and reproductive health in Rwanda. This decline is also confirmed by the Demographic and Health Survey (DHS) 2025, which reported a reduction in maternal mortality from 203 per 100,000 live births in DHS 2020 to 149 per 100,000 in DHS 2025. Contributing factors include, but are not limited to, improved coverage of post-partum family planning (PPFP) services before discharge, increased utilization of antenatal care services, the introduction of ultrasound machines at the health-centre level, and the construction and renovation of maternity wards. The figure below illustrates the trend over the past five years.

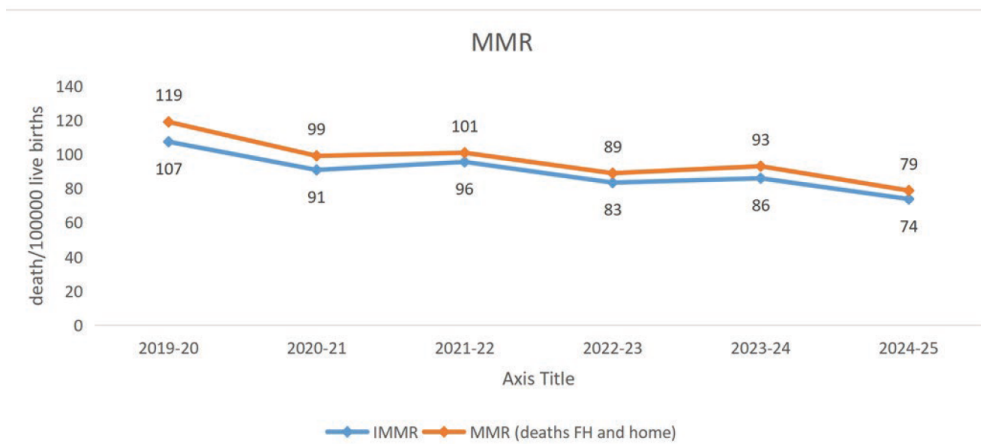


Figure: Trend of institutional maternal mortality rate (IMMR) from 2019 to 2025

2. Stunting among children under 2 years old

The trend of stunting among children under two years of age remains a concern. Although a decline has been observed, the reduction has not been significant. Data from screenings conducted during Maternal and Child Health (MCH) weeks indicate this pattern. These findings are further confirmed by the seventh Demographic and Health Survey (DHS7), which reports a stunting prevalence of 27% among children under five years of age.

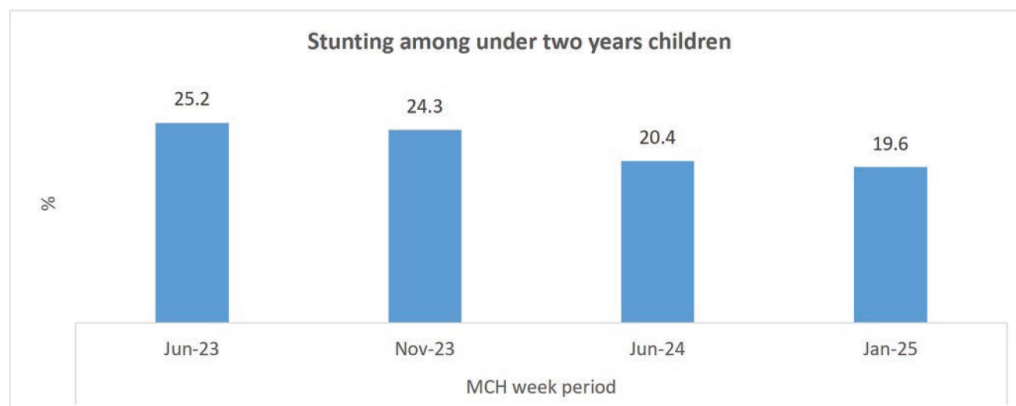


Figure: Screening among under two years old, 2023-25

3. Family Planning Uptake (2023–2025)

Contraceptive prevalence has steadily increased over the years, rising from 40% in 2013 to 58% in 2025. This progress is attributed to the implementation of various strategies, including the integration of family planning services into the community health worker package, the strengthening of early provision of post-partum family planning (PPFP), and the delivery of sexual and reproductive health services through Yego Centers (youth centers) targeting adolescents under 20 years of age.

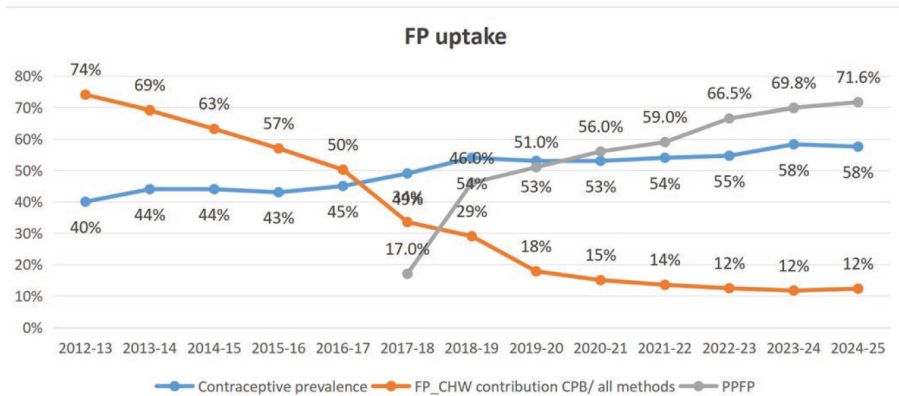


Figure: Trend of Family planning uptake

4. Management of Gender based Violence (GBV)

Overall, GBV cases have increased over recent years, with hospitals consistently managing a substantially higher caseload than health centres. Cases rose steadily from 2020–21 to a peak in 2022–23, followed by a slight decline in health-centre reports, while hospital cases remained persistently high, reaching about 30,000 in 2023–24 and 2024–25. This year, GBV response capacity improved, reflected in nearly 30,000 cases treated at hospitals and timely provision of emergency contraception and HIV post-exposure prophylaxis to 3,309 survivors within 72 hours. Female survivors represented more than 88% of reported cases. While decentralization has strengthened access to timely GBV care at health centres, counselling and psychosocial support coverage remains below targets and requires continued monitoring and improvement.

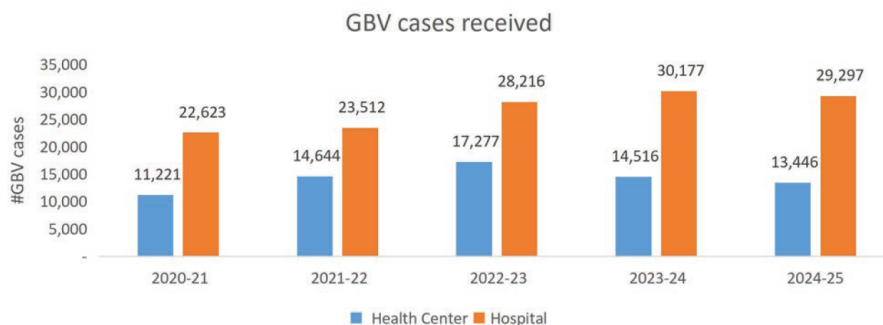


Figure: Trend GBV cases received at Health Center vs at Hospital level

Activities implemented with funds provided by the RBF Grant

The implementation of the activities to achieve the results relies fully on national structures (RBC, MoH and Districts) and national PFM systems, with technical support from Enabel project staff, where circumstances permit, though only for a period of eight months.

Key achievements:

- A workshop was organized to develop the guidelines and protocols for screening and management of perinatal depression, with participation from twenty mental health professionals (Psychiatrists, clinical psychologists and mental health nurses) representing teaching, referral and district hospitals.
- Data entry cardiovascular diseases into cardiac registry in tertiary hospitals was strengthened, resulting in 1,500 patients recorded with the following diagnoses:
 - 710 were with Rheumatic Heart (463 underwent surgery)
 - 282 congenital heart diseases,
 - 132 Cardiomyopathies,

- 12 Hypertensive heart diseases,
- 6 coronary heart diseases and
- 7 pericardial diseases.
- On 1st February 2025, Rwanda launched Mission 2027, its national strategy for cervical cancer elimination, becoming the first country in Africa to commit to achieving the WHO 90-70-90 targets 3 years ahead of schedule. Led by the Ministry of Health, Rwanda Biomedical Centre, and partners, the launch brought together leaders from different government institutions, international agencies, local NGOs, civil society, and communities, showcasing strong political will and multisectoral engagement. The strategy focuses on sustaining high HPV vaccination coverage ($\geq 90\%$), expanding screening through campaigns and HPV self-sampling to reach $\geq 70\%$ of women aged 30-49 years, and ensuring $\geq 90\%$ treatment adherence through improved patient navigation and digital health tools. Mission 2027 provides a clear roadmap to scale up vaccination, screening, treatment, and palliative care, with a goal to make cervical cancer a rare disease in Rwanda within the next decade.



Picture: Launch of the Accelerated Plan for the Elimination of Cervical Cancer in Rwanda

Twice a month, RBC/NCD Division organizes a car free day sport activities to increase awareness on prevention of NCD and organizes routine screening of NCD:



Pictures: Car free day sports activities to prevent & screen NCD

- Training of GBV focal persons from health centers, equipping participants with skills to provide comprehensive services to victims of GBV and child abuse.
- Project provided the financial support to Human Resource for Health scholarship schemes at three high learning institutions (Institut Catholique de Kabgayi, East Africa Christian College and Kibogora Polytechnic).

A.1.2. Facilitating Social behavioural change and a strong patient voice through direct grants/call for proposals to NGOs

A direct Grant to a local NGO for the Prevention of Gender-Based Violence (GBV), teenage pregnancies, promoting gender mainstreaming in health institutions, and positive masculinity among the communities of 4 districts in Rwanda was planned but could not be implemented due to termination of the program. The tender process for a mentorship program on quality management of Emergency Obstetric, Neonatal and Child health Care has reached an advanced stage but had to be cancelled due to program termination.

Activities implemented under direct management

Support the development of District Evidence plan for the FY 2024/25 in four supported districts.

Key achievements:

- **Post-Partum Haemorrhage Assessment:** Finalized the assessment report of Post Partum Haemorrhage.
- **Health Sector Strategic Planning:** Contributed to the finalization validation and launch of the fifth Health Sector Strategic Plan (HSSPV).
- **Clinical mentorship program:** Supported the development of a clinical mentorship program although not implemented by the project.

Result 2: A coordinated system of getting evidence-based health research into policy and practice (GRIPP) is in place (EU complementary funded)

Initially, Result 2 of the Rwanda Health Program portfolio was intended to be co-funded by the Belgian bilateral program and the EU through the project “Transforming the Rwanda Biomedical Center into a Center of Excellence for Public Health (TRIBE-Hub).” However, as Belgian support was terminated, a few activities that were originally planned to be funded by the bilateral program were integrated into the TRIBE-Hub project and are currently being implemented with EU fund to ensure that research findings are effectively translated into policies and practices.

A.2.1. Support the development of the GRIPP-mechanism (EU complementary TRIBE- HUB Project, with only a few activities funded by the bilateral portfolio)

The preliminary setup is nearly complete, and related activities include the following:

Under direct management:

- Recruitment of project staff and their integration within RBC/NPHI.
- Renovation and equipment of Rwanda Biomedical Center offices.
- Provided technical support in the development of National Public Health Institute (NPHI) project and Trib hub grant to RBC/MoH organized backstopping mission to ensure alignment.
- Participated in both national and international conferences and meetings, where we presented abstracts, shared lessons learned from the previous portfolio, as well as showcased Rwanda's achievements:
 - ✓ The African Health Economics and Policy Association (AfHEA) conference (March 2025) in Kigali which brought together high-level government officials, academics,

development partners, health economics practitioners, researchers, and students to discuss health financing and policy across Africa (bilateral/BE funded).

- ✓ The European Congress on Tropical Medicine and International Health (ECTMIH 2025 Sept-Oct.) in Hamburg with aim to engaging researchers from LMICs, global experts, and policymakers in discussions on global health challenges, including the roles of cooperation agencies and scientific institutes. Key themes include diagnostic innovation, drug resistance, global research ethics, and the contribution of social sciences to global health research.
 - ✓ National Public Health Institute (NPHI-April 2025) in Maputo with focus on the role of NPHIs in promoting healthy, equitable and resilient societies to tackle current and future threats"
- An ongoing tendering (published in November 2025) for recruiting a consultant to facilitate hands-on training in cost–benefit analysis (CBA) and to assess the financial sustainability of Rwanda public hospitals.

Under the grant to the Rwanda Biomedical Center (RBC) (fully EU complementary funding)

- Development of a human resource sustainability roadmap and its implementation plan which has been presented and approved by EU delegation.

Phases	Key activities
Phase I: Inception Phase	<ul style="list-style-type: none"> • Assess Workforce Gaps • Establish Governance Structures • Align with National Strategies and declarations (HSSP-5, National Health Research Agenda, ...) • Develop RBC/NPHI Strategic Plan
Phase II: Implementation	<ul style="list-style-type: none"> • Operationalize the CoE • Launch sandwich PhDs, Post Doc, Postgraduate, and Short Courses • Strengthen Digital Information Systems • Activate and support the regional NPHI Hubs • Resource mobilization and activation of revenue streams (Public health tourism, study visits....) • Activate the Short courses trainings capacity strengthening programs • Activate research groups and surveillance research: (genomic surveillance, One Health, cohort studies for infectious and Non-communicable diseases, ...) • Enhance the research communication and dissemination to support the policy and practice
Phase III: Transition and Institutionalization	<ul style="list-style-type: none"> • Mid-term evaluation for NPHI strategic plan and the CoE • Scale Up Revenue Generation • Institutionalize, scale up and export digital tools
Phase IV: Post-Grant Sustainability	<ul style="list-style-type: none"> • Retain and sustain quality Workforce development • Sustain Digital Infrastructure • Transition of partner's role to GoR

- RBC/MoH signed the Tribe hub grant agreement with Enabel, signed a sub-grant with UR/CMHS and NISR and organized an official launch of the project



- The MoH completed a training of 119 master trainers who will train trainers of community health workers on the Community Electronic Medical Record (C-EMR) system.

- RBC Completed the selection process of PhD candidates in fields such as health economics, nutrition, and public health, who are being enrolled in European and African universities by December 2025 for three years program.
- RBC/NPHI is in process of recruiting six analyst-level positions (Coordinator of the Center of Excellence, Senior Data Analyst, Public Health Scientist, Disease Surveillance Scientist, Resource Mobilization Expert, and Research Communication Scientist). The process is progressing well following MIFOTRA's approval. These staff will support RBC/NPHI in effective project implementation and in building the institutional capacity needed for long-term sustainability.
- UR/CMHS is almost done in developing the protocol for assessing gaps in the public health workforce, led by the University of Rwanda.

A.3. Result 3: Access to quality medicines is assured (EU complementary funding with some BE funding).



One project activity (technical support to the Rwanda Food and Drugs Authority through QUAMED a Belgium based not-for-profit association) was funded with Belgian bilateral funding until termination,

The remaining support to the supply management system of medicines and equipment in Rwanda through an EU-funded project was initially delayed by the termination of the bilateral program but has since caught up, with the grant to the Rwanda Medical Supplies and other project activities

being signed and activities progressing.

In close collaboration with EU Delegation and the Ministry of Health, Enabel managed to organize the second joint steering committee for EU funded Manufacturing and Access to Vaccines, Medicines and Health Technologies in Africa (MAV)+ and Tribe hub to introduce efficiency and synergies. The Steering Committee was grouped with the SCs of other Team Europe projects and agencies involved in MAV+/Health sector.

Agriculture

Outcome 1: To increase access to and the consumption of quality food for the growing urban population, through developing sustainable, resilient and inclusive agricultural value chains within an enabling environment for food system transformation.

R.1 The capacities of smallholder producers, active in the targeted value chains, are enhanced to improve the quality and quantity of the produce in a sustainable and climate resilient way and improve their access to local and regional markets

A.1.1. Strengthen climate resilient extension services for smallholder producers in the targeted value chains



The technical capacities of smallholder pig, poultry, rabbit and beekeeping farmers were strengthened through the Farmer field school (FFS) approach. The approach builds on principles of adult and non-formal education as well as experiential learning.



Rwanda Agriculture Board (grant recipient) in collaboration with local authorities, selected representatives among pig, poultry, beekeeping and rabbit farmers to be trained and qualify as Farmer Field School (FFS) facilitators. Selected farmers were brought together in a group of farmers (25-30), and started hands-on field-based training over a complete production cycle. However, the training was suspended in May 2025 following termination of the bilateral cooperation programme. Project activities were therefore revised to fit into the short period of implementation provided.

Table 1. Number of selected and trained L-FFS facilitators with their respective Districts

Value chain	District	No of L-FFS facilitators
Pig	Gatsibo	40
	Kirehe	40
	Huye	40
	Gakenke	40
	Nyamasheke	40
	Sub-Total	200
Poultry	Gatsibo	40
	Kirehe	40
	Huye	40
	Gakenke	40
	Nyamasheke	40
	Sub-Total	200
Rabbit	Bugeserra	10
	Rulindo	10
	Musanze	10
	Rwamagana	10
	Kamonyi	10
	Nyanza	10
	Rusizi	10
Sub-Total	70	
Beekeeping	Kirehe	25
	Kayonza	25
	Gicumbi	25
	Burera	25
	Nyamasheke	25
	Rutsiro	25
	Nyamagabe	25
	Huye	25
Sub-Total	200	
Grand Total		670

A.1.2. Strengthen Private Veterinary Services



The “Support to Local Proximity Private Veterinary Services Delivery in Rwanda by *Vétérinaires Sans Frontières Belgium* (VSF-B, grant recipient) meant to strengthen the professionalization of private veterinary services in 18 Districts. In March 2025, activities were suspended and resumed in June with closure in October 2025.

VSF-B worked closely with District Animal Resources Officers (DAROs), Sector Animal Resources Officers (SAROs) and Rwanda council of veterinary doctors (RCVD) in the selection of the active private vets to be strengthened. A total of **134 (including 30 women) new private veterinarians** under PRISM II were selected, validated, and supported across 18 new districts complementing the 60 practitioners previously trained under PRISM I. **All 134 selected private veterinarians received motorcycles**, veterinary drugs, livestock inputs, and specialized equipment such as cooling boxes. Furthermore, at least 30 private veterinary clinics were operationalized through the Veterinary Sanitary Mandate (VSM) approach. RCVD will, however, support a nationwide VSM inspection and strengthen an innovative e-learning platform and its coordination.

A.1.3 Strengthen access to inputs /production factors

As part of the RAB grant, efforts were directed towards establishment of one new pig breeding centre and strengthen existing 7 pig breeding centres, through acquisition of exotic 22 gilts and 80 boars and the procurement of Artificial Insemination consumables to ensure smooth artificial insemination activities.

Table 1. Exotic Boar and gilts purchased for genetic improvement

Pig breed	Distribution of exotic pigs				Total
	RAB breeding centre		Other breeding centres		
	F	M	F	M	
Pietrain	6	2	-	14	22
Large white	4	2	-	14	20
Comborough	4	2	-	14	20
Landrace	4	2	-	14	20
Duroc	4	2	-	14	20
Total	22	10	-	70	102

A new pig breeding centre was established in Gatsibo district, eastern province to support the pig genetic improvement program. The centre was provided with 10 exotic pigs (5 gilts and 5 boars).



A demonstration and training session on exotic pig management was conducted for the other private pig breeding centres. Evaluation of Artificial Insemination technology (on-station & on-farm) in pigs is on-going by focusing on traits like growth, feed efficiency, meat quality, and litter size. Furthermore, RAB will ensure technical support on rational management of breeding stock to these established pig breeding centres.

R.2 SME's and young entrepreneurs active at the different levels of the targeted value chains are strengthened to operate in an inclusive and sustainable way and to create decent jobs, especially for youth and women

Access to finance

The grant agreement signed with Access to Finance Rwanda (AFR) in December 2024 aimed to strengthen access to finance for MSMEs in Rwanda's livestock value chains through two main interventions: tailored Business Development Support (BDS) to improve finance readiness and an Interest Rate Subsidy (IRS) mechanism to reduce borrowing costs by 8%, alongside seed funding for start-ups and refugee-led businesses. These measures were intended to enable mechanization, processing upgrades, and inclusive growth.

Following the suspension of Rwanda's bilateral program with Belgium in early 2025, the IRS Facility and technology grants were suspended. No PFIs were onboarded, and no subsidies were disbursed. Instead, AFR focused on delivering BDS through its own ("Terimbere") MSME Facility. By October 2025, 99 MSMEs—including 35 women-led—received diagnostic assessments and tailored growth plans across piggery, poultry, beekeeping, rabbit, and feed sectors. This fell short of the original financial access goals but provided a foundation for future linkages to credit and technology.

Measured impact reflects this shift: 99 existing MSMEs were supported, compared to the original target of 127, with strong gender inclusion. No new businesses were created, and no refugee-led initiatives or interest rate subsidies were delivered. Training for financial institutions also did not occur. While systemic interventions were deferred, AFR completed an action research framework on blended finance and held stakeholder consultations, positioning future efforts to unlock agricultural finance and sustain MSME growth through the Terimbere Facility.

Access to technology

To support technology absorption, NIRDA conducted a capacity needs assessment for 18 enterprises and organized a three-day technical workshop on resource-efficient and cleaner production. The training reached 32 participants (13 women, 19 men) from 18 businesses, focusing on waste valorization, occupational safety, and circular economy practices. These efforts were tailored to prepare enterprises for effective use of new equipment rather than generic business coaching.

Progress against initial KPIs was limited due to the shortened implementation period. The planned outreach of 150 MSMEs for BDS and 50 MSMEs for technology financing was not achieved. Due to early termination no data could be or was reported on production increases, turnover growth, or job creation. While training on green and circular economy practices was delivered, there is no evidence of adoption rates or women-led GCE projects. Future steps expected to take place after project closure (therefore beyond Enabel's control) include monitoring of the technology commissioning and scaling with alternative funding the subsidy model to meet original targets.

A. 2.3. Support market development and facilitation of linkages and fair relations between smallholder producers and other operators and services in the value chain

This activity was implemented by the NGO Agriterra through the multiplier Ngoma Outgrower Service Company (OSC) model to strengthen Rwanda’s maize and soybean value chains by improving production, post-harvest handling, and market access. The project focused on fair and inclusive participation of smallholder farmers, building collaborative agreements between cooperatives and off-takers to create win-win relationships across the value chain.



Extension services extend from seeding to post-harvest handling

By October 2025, the OSC had aggregated 2,154 MT of maize, achieving 86% of its two-year target, and served 13 cooperatives, reaching over 3,200 farmers. These efforts resulted in a 50% increase in aggregation volumes and an 18.6% rise in farmer incomes. Agriterra also facilitated significant equity contributions from four cooperatives—raising share capital from 50,000 RWF to up to 17.5 million RWF—strengthening OSC’s liquidity and positioning it for future bank financing and increased sustainability. In line with the grant indicators, two productive alliance models were established: the OSC model and a contract farming framework.



Pictures: The drier shed with the drier machine along with OSC new warehouse and office facility

The project exceeded its sustainability targets by training 525 farmers in agroecology, achieving 60% adoption against a 40% target. These practices reduced input costs and opened opportunities for micro-business ventures. Gender awareness was integrated throughout, ensuring women and youth participation. The maize dryer has been successfully delivered and installed and is currently fully operational; this will enable OSC to access premium markets and diversify income streams.

Result 3: Skills and competences in line with the job opportunities in the targeted value chains and related sectors are enhanced.

A.3.1. Strengthening the skills development system



To strengthen the skills development system, RTB organized a four-day introductory and planning workshop that brought together representatives from **five TVET schools** (EAV Ntendezi, EAV Rushashi, Kabutare TSS, EAV Nyabikenke and EFA Nyagahanga) to establish implementation modalities and develop key operational documents including action plans, budgets, and recruitments materials.

To reinforce student support systems, the Rwanda TVET Board (RTB, a grant recipient) developed a career guidance and counselling program and delivered a five-day capacity building workshop to **136 TVET trainers** on career guidance, counselling, and social emotional learning. In April 2025, RTB conducted a nine-day workshop to finalize and adapt the short course curricula for pig farming and poultry. The workshop brought together deputy headteachers and selected teachers to complete pending curriculum work,

agree on the pedagogical modalities for implementing the trainings, and assess existing skills gaps. The outcomes of the workshop provided a solid foundation for delivering relevant, well-structured school-based trainings and identifying areas requiring further technical capacity building.

Result 4: Access to and consumption of healthy, nutritious and safe food are enhanced.

A.4.2. Strengthen improved hygiene practices and quality management to improve food safety



The Rwanda Inspectorate and Consumer Protection Authority (RICA) was provided with a grant to promote healthy competition in the Pig, Poultry, Rabbit and Beekeeping Value Chains by ensuring quality standards compliance, as well as ensuring consumer protection. At the end of reporting period, RICA managed to implement only a few of the originally planned activities including the procurement of 5 tablets for

data collection and testing of 19 honey samples. The honey samples were collected from 8 honey processing units.

A.4.3. Strengthen local initiatives to consume healthy and sustainably produced food

The signed grant with the Rwanda Standard Board (RSB) aimed to develop 11 new standards and revise 20 existing ones for poultry, pig, rabbit, and beekeeping value chains. During the reporting period, RSB drafted 10 new standards—covering housing, welfare, and product specifications for poultry, pigs, and beekeeping—and initiated reviews on 13 existing standards. While this represents significant progress, final approvals and awareness activities remain pending, leaving the overall achievement at an early stage

RSB also identified 68 SMEs for technical assistance, exceeding the initial target of 42. Sixty businesses received training on ISO-based prerequisite programs, and 25 underwent compliance assessments. In parallel, six metrology laboratories were rehabilitated, and essential consumables were supplied to chemistry and microbiology labs, strengthening testing capacity. However, major equipment procurement was delayed and will be prioritized in the next phase.

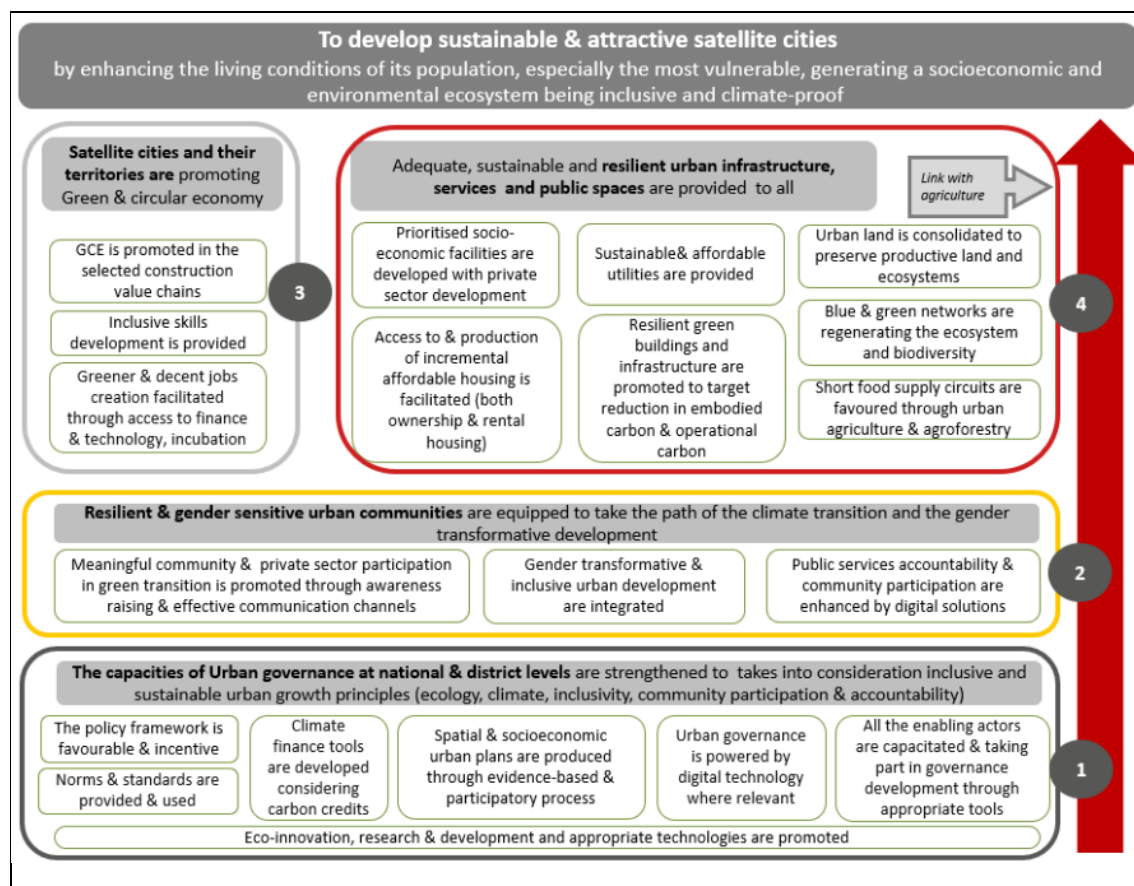
This activity also set a target of certifying at least 10 MSMEs or cooperatives in beekeeping, poultry, and pig value chains. This was not achieved during the reporting period, as newly assisted SMEs remain in early technical assistance stages. Eight previously supported businesses underwent stage-two or surveillance audits in honey and animal feed sectors, indicating partial progress toward compliance. Certification remains a critical next step to translate these efforts into market access.

Result 5: A conducive political and institutional environment for developing sustainable and inclusive value chains within a framework of food system transformation is strengthened.

No activities were conducted under result 5 due to early termination.

Urbanisation

The urbanisation project was conceived and implemented as a single, integrated program, supported by three funding sources: Belgian bilateral cooperation, complemented by the European Union, and Région de Bruxelles-Capitale (RBC). After the termination of the intervention, some of the activities subsequently continued through the complementary EU and RBC projects. While the design and implementation of activities were closely interlinked across these funding streams, efforts have been made throughout this report to clearly identify which results and activities are attributable to Belgian bilateral, EU, RBC funding, or to joint financing.



Outcome 1. To develop sustainable and attractive satellite cities by enhancing the living conditions of its population, especially the most vulnerable, generating a socioeconomic and environmental ecosystem that is inclusive and climate proof

A.1. The capacities of Urban governance at national & district levels are strengthened to take into consideration inclusive and sustainable urban growth principles (ecology, climate, gender, inclusivity, community participation & accountability)

A.1.1 Strengthen the Urbanisation sector's trans-sectoral coordination mechanisms – EU/BE funding

To strengthen the urbanization sector, the project supported the Ministry of Infrastructure in staffing. One Urbanization Sector Wider Approach coordinator and one Spatial Development Framework specialist were supported through BE funding until the break-up of diplomatic relations in February 2025.

This activity will continue to be supported by the project with the EU complementary funded project CLIMURBA implemented by Enabel.

A.1.2. Capacity building and institutional strengthening of district authority – RBC funding

In line with the capacity development of the districts, 2 District engineers, 7 sector engineers and 16 local masons have received hands-on **training in stone arch bridge construction, maintenance and monitoring** in 2024 and continued in 2025.



A.1.3. Production and operationalisation of decrees and guidelines – BE/EU funds

The preparatory activities for a contract/study transformative gender study in the satellite cities and eco-stoves fuel value chain analysis were financed under the bilateral program.

Also, preparatory activities for the public spaces activation strategy in the satellite cities was financed under the bilateral program.

The studies and follow-up activities were then contracted and are funded by the complementary EU project, tentatively to be completed by June 2026.

A.2. The satellite cities are integrating the gender and inclusive transformative approaches

A.2.1. Designing and developing satellite cities in a gender friendly perspective – BE

This activity could not be supported due to termination.

A.2.2. Active women empowerment – BE

This activity could not be supported due to termination.

A.2.3. Access to healthier kitchen environment – BE

This activity could not be supported due to termination.

A.3. Resilient urban communities are equipped to take the path of the climate transition

A.3.1. Community participation in city planning & community works, under BE funding



The community approach was employed for construction works, prioritizing employment of young local workers through community contracts, thereby stimulating local engagement and local economic development.

Two “urban walks” were organized in the satellite cities of Nyamata and Rwamagana to identify priority socio-economic infrastructures to be considered by the urbanisation project (UEDi 2), involving local residents and private sector actors to ensure the selected urban development projects meet the needs

and aspirations of the local community and to increase ownership of the selected projects.

In Nyamata, the Health center project design and the network design and construction of public roads - which were identified as primary priorities during the urban walks – were also implemented under the bilateral program.

EDGE certification and construction of the Nyamata Health center will continue under the complementary EU funded project.

A.3.2. Behaviour changes to preserve the environment & climate, under RBC funding

The Region Brussels Capital project top-up has the overall objective of promoting sustainable, inclusive urban development in the Districts of Musanze and Rulindo and the specific objective to enhance and support green infrastructure investment projects.

The following activities have been implemented as complement to the Urbanisation projects under the bilateral portfolios (2019-2024 and 2025-2029):

Nature-based solutions, such as the successful construction of a drainage system at the modern market in Musanze – built under the first phase of the previous portfolio Urbanisation project – to prevent flooding. The installation of a nature-based solution on a slope at the entrance of the city of Musanze to prevent soil erosion, combined with rainwater harvesting, is also foreseen.



The project supported the piloting of urban agriculture in Musanze, featuring the installation of a demonstration site of urban farming models adapted to small land available in cities in the Youth Center of Musanze – which was constructed under the first phase of the Urbanisation project – to promote practical learning. The models have been replicated in 5 schools and local communities (villages). Schoolteachers and youth volunteers, together with Musanze District staff, were trained by the implementing partner of the project.

Finally, the project supported the purchasing and installation of 43 water tanks in three villages and 11 in 5 schools in Musanze.

A.3.3. Increased accountability and community involvement through digital solutions – BE/EU

The bilateral program funded the development of a Concept Note and ToRs for accessible internet development, support of the “hanga hubs” (spaces for young entrepreneurs) and “solvathons” (problem-solving events) in the secondary and satellite cities, developing synergies with the portfolio’s agriculture project and a GiZ intervention on smart cities. During the reporting period, Terms of Reference (ToRs) concept notes and assessment were created, put out for tender, and awarded with BE funding.

The activity will continue under the complementary EU project.

A.3.4. Corruption risk assessment in the construction sector – BE

Activity not developed due to termination.

A.4. Strengthening decent green job creation in the construction value chains, through skills development and support to local manufacturing of construction materials using Greener & more circular technologies, under BE funding.

A.4.1. Inclusive skills development for decent jobs – BE

Under the skills development component of the Urbanisation project, 62 TVET teachers and in-company instructors followed hands-on and theoretical training sessions: 19 on stone-arch bridge technology, 20 on painting and 23 on formwork.

A.4.2. Support greener and decent jobs in the Made in Rwanda (MiR) selected construction value chains – BE

A total of **3,678 jobs (1,316 men and 2,362 women) were generated under the Belgium-funded projects between July 2024 and October 2025**. Of these, 782 jobs (21%) resulted from construction works of stones arch bridges in Rubavu and “Quick-Wins” road projects in Bugesera and Rwamagana Districts, while 2,896 jobs (79%) were created through the operationalization and implementation of PPP models for socio-economic facilities supported and built under the Urbanisation Project Phase One, namely the Musanze Modern Market, the Youth Center, the Handcraft Center, and the Rwamagana modern market and Handcraft Center. Of the total jobs created, 52% were permanent and 64% were occupied by women, reflecting the longer-term engagement of infrastructure users and the fact that the majority of facility users, particularly vendors, are women.

The Rwanda Standard Board’s Standard needs assessment and access to international reference works were completed.

A PPP model for the operationalization of the project infrastructures was successfully implemented through project support. This model is being scaled up with GIZ LODA and Minicom. As a result, several PPP companies (ECAM Ltd I Musanze district, and Agakiriro Rwamagana Investment Company/ARIC Ltd - Rwamagana district) have been created with total seed capital of more than 500 Million Rwandan Francs. This model has mobilised private investment capital for joint business activities by their shareholders in high profit activities, namely Agakiriro (artisan wood processing centers), facility extension and hardware stores for Agakiriro users, which significantly contribute to ownership, effective and sustainable management of the facilities.

A.5. Adequate, sustainable and resilient urban infrastructure and services are provided to all

A.5.1. Priority resilient and efficient infrastructure and facilities are provided in the satellite cities, under BE budget with some RBC complements

Green building principles were systematically integrated in the design and construction of all the project's infrastructures.

Local construction materials are used - such as volcanic and other local stones - that typically have a lower carbon footprint compared to construction materials like cement. Stone-arch bridges were built and are renowned for durability and resilience, often lasting for centuries with minimal maintenance, ensuring long-term infrastructure stability and reliability.

Drainage systems (NBS) to mitigate flood risks have been incorporated alongside the roads as well as green spaces.

The Nyamata Health Center design is under the process of "green building" certification with the Edge Advance certificate.

A total of 3,9 km of asphalt urban roads have been constructed in the cities of Nyamata (Bugesera District) and Rwamagana with Belgian funding:

- in Nyamata, seven new roads were built, totalling 2.1 km
- In Rwamagana, one road of 1.8 km was constructed.
- All roads include public lighting, drainage systems (either nature-based or stonework), pedestrian sidewalks and crossings and greening, contributing to safer and more inclusive urban mobility. One road includes a cycling lane.

Stone-arch bridges were constructed in:

- Rubavu District with Belgian funding: 10 bridges finalized and 1 bridge is finalized but not yet connected to the road due to early termination..
- Musanze District, with complementary funding from Brussels-Capital Region: 7 bridges finalized and 5 bridges currently under construction.
- In Rulindo District, with complementary funding from the Brussels-Capital Region: one bridge currently under construction.

A.5.2. Enhance linkages between cities and their hinterland through an integrated territorial approach – BE/RBC

The bilateral program funded 11 Bridges in Rubavu and provided support for PPP development in existing previously built infrastructures in Musanze and Rwamagana.

12 Bridges were constructed across Rubavu, Musanze, Rulindo and Muhanga with complementary RBC funding.

A.5.3. Access to affordable housing made of low-carbon materials – BE/EU

The preparatory part of this activity was financed under bilateral (e.g. development of ToRs) for 2 studies on affordable housing and site and service design.

The studies and their implementation will be financed by the complementary EU project.

Public Finance Management

Through the contribution to the PFM Basket Fund, the Portfolio supported Rwanda's Ministry of Finance and Economic Planning (MINECOFIN), its affiliated institutions, and the Office of the Auditor General (OAG) in implementing the PFM Sector Strategic Plan (2024–2029). During the 2024/2025 fiscal year, notable progress was achieved across four key result areas in the Project:

Result 1: Enhance the Digitization and Security of PFM ICT Systems

Significant progress was achieved in the period of implementation in strengthening Rwanda's PFM ICT systems. Business Intelligence (BI) features were integrated into IFMIS and related platforms, with 12% of users now applying BI data for decision-making (against a 20% target).



At the Office of the Auditor General (OAG), the automation of audit workflow reached 10% coverage, enabling faster and more consistent oversight. The number of public entities receiving unqualified audit opinions rose from 92% to 94%, while compliance with financial laws improved significantly. Additionally, the School Data Management System (SDMS) mobile app was piloted in 10 schools, and new portals for projects, stock, and suppliers were rolled out.

Picture: Auditor General with Head of Cooperation of the Belgium Embassy and Enabel Country Director

Result 2: Increase Domestic Revenue Mobilization

Domestic revenue mobilization remained broadly stable, with revenues reaching 14.6% of GDP compared to a target of 15.8%. This represents 92% achievement despite global and regional economic challenges. New fiscal reforms have been introduced and adopted by the Cabinet early 2025 and they are being implemented to further strengthen domestic resource mobilization in the coming years.

Result 3: Build Sustainable PFM Institutional Capabilities

Institutional capacity strengthening progressed including provision of technical assistance in climate finance, although no specific annual targets were set by MINECOFIN. Several districts improved their audit outcomes, and



Picture: Strategic Training on PFM

implementation of internal audit recommendations rose compared to the baseline of fiscal year 2022/2023. Work on gender and climate-responsive budgeting has been also advanced, with strong foundations laid on systematic tagging and reporting through IFMIS.

Result 4: Strengthen Policy Dialogue



Policy dialogue and partner engagement expanded before early termination. Two civil society organizations, Transparency International Rwanda and RALGA joined the PFM Technical Working Group (TWG) and Coordination Forum (CF). Development partner participation also increased, with Sweden and AfDB joining the dialogue platforms, while UNDP and UNICEF became new contributors to the PFM Basket Fund. This diversification strengthened ownership and sustainability of the PFM SSP (2024–2029).

Picture: Belgium Head of Cooperation of the Belgium Embassy, opening remarks at PFM Policy Forum

Studies, consultancies and expertise for improved impact

This flexible fund, intended to complement the Program on a need's basis, did not manage to mobilize funding before termination of the portfolio, although several activities were under preparation (e.g contribution to Demographic Health Survey).

IMPACT OF THE EARLY CLOSURE OF THE BILATERAL PROGRAMS IN RWANDA

Expected estimated impact on Results and Populations

Preliminary note: This section looks at the estimated impact based exclusively on the termination of the Belgium funded Program. It is however expected that at least some of the activities may continue with Government or other funding and technical support.

Health

- **Reduced Access to Essential Healthcare:** Almost 47,221 pregnant women and 220,379 children in supported districts will lose access to maternal, neonatal, and child health services. For the fiscal Year 2024/25, 3 maternity units and 10 health centers will face disruptions, limiting emergency obstetric care, ultrasounds service access, and Gender Based Violence case management support.
- **Decline in Quality of services due to loss of project/Result-Based Financing (RBF):** 86 health facilities will lose financial resources for capacity building. Consequently, service quality is expected to decline by 30–40%, increasing possibility of out-of-pocket costs for patients.
- **Increased Health Risks for Vulnerable Groups:** 458,932 women of reproductive age will lose access to Sexual and Reproductive Health services. Additionally, more than 5,289 GBV survivors annually will lose access to medical and psychological support.
- **Stalled Infrastructure & Equipment Deployment:** The expansion of Nyarugenge District Hospital in the City of Kigali (180 beds) has been halted. Impacting hospital's service population of 374,000 inhabitants. Additionally, the renovation of two health centers has been halted, worsening service gaps in Nyabitimbo (Rusizi District) and Gisagara. The Nyamata Urban Medicalized Health Center, which was planned for construction under the Urbanization GP project, may remain unequipped and unused.
- **Weakened Health Systems and Policy Development Delays:** Almost 1,126 nurses, 173 midwives, and 78 general doctors will miss critical training. The lack of access to the latest research findings and use of poor-quality data at the service delivery level may lead to inadequate protocols and guidelines, ineffective treatment, low emergency preparedness, poor decision-making in healthcare, and resource wastage.

- The absence of clinical mentorship and stockouts of essential medicines and commodities for maternal and newborn care will negatively impact maternal, newborn, and child health indicators.
- Impact on health outcomes: With USG budget cuts, the closure of bilateral programs, and reduced funding from development partners, the targeted reduction in stunting prevalence from 35% to 15% may not be achieved. Furthermore, the under-five mortality rate and maternal mortality ratio are expected to increase by 5% between 2024 and 2029. As a result, the maternal and reproductive health gains achieved over the past decades may face setbacks, stagnation, or delays in reaching long-term outcomes
- Impact on MAV+ Project. The access to quality Medicines & Vaccines might be affected by extended timelines for registration of medicines. This might limit access to essential treatments. Currently over 1800 applications are pending registration. With such delays, Rwanda WHO FDA's Maturity Level 3 might be affected and achieving Level 4 may take longer.

Agriculture

- The target of 500 new producers (individual SHFs, farmers in producer organisation / cooperatives) in pig, poultry and rabbits value chains and 5,000 beekeepers, will not be strengthened in their technical, managerial, financial and business capacities (losing the expected average income increase of at least 15%).
- The targeted 500 certified pig producers trained under the previous project PRISM I, will the productive alliance market model reducing their capacity to increase production (2,500 fattened pigs per cycle of 6 months by mid 2028).
- This will considerably impact the country targets (PSTA 5) to increase in production between 2023/2024 and 2028/2029 in the poultry value chain 23% (12 631MT), the pig value chain 16% (4 093 MT), the rabbit value chain 31% (2 697 MT) and the honey value chains 131% (9 785 MT) as key support was expected to come from Enabel in these values chains . For honey and rabbit, Enabel was the main support.
- Indirect impact in the Food Consumption Score (objective reduce inadequate food consumption rate from 27% to <20%) by 2028/2029 and won't reduce the stunting rate with kids below 5 years of age - still around 31% - as animal protein is considered a key driver.
- Company development: the planned support through BDS and access to finance to new (start-ups) and existing SMEs and businesses of youth, women and refugees (altogether ~500) will not materialise and considerably impact value chains dynamics.
- Effects on skills and competence development (1000 trainees), awareness raising on health food and nutrition and the creation of a conducive political and institutional environment and the transition to a sustainable food system is at risk.

Urbanisation

- New socio-economic infrastructures in 3 cities valued 12M will not be achieved (Youth Center, Expo Ground, connections roads, Health Center, public spaces, Early Childhood Development, Women One Stop Centers, unplanned settlements upgrading). The socioeconomic impact is also lost: 3,200 off farm jobs during construction, 1,000 new jobs in its operational infrastructure, indirectly benefiting 1,215,000 of local district populations Rwamagana, Bugesera and Musanze, are also lost.
- Gender projects in urban set-up lost: 12 Women led model projects to pilot circular and green economy in the construction sector, 100 women led enterprises to graduate into formal companies will not take place.
- Circular economy and green jobs not achieved: construction of an Industrial Ecopark, a Bamboo center of excellence; access to finance, capacity building and standards development to transition for green circular economic models in companies, supporting the creation of 6,000 direct jobs, companies growth up to 25% (turnover) and increased competitiveness by 30% on the regional market will not take place.
- Training skills and new jobs in construction sector not achieved: 800 students to be trained leading to at least 600 off farm jobs. Support to 4 TVET schools and 300 TVET trainers and

in company instructors trained lost and the project-based learning approach through Chantier-Ecole will not be piloted.

- Capacities for urban governance and climate: governance district capabilities and community-based processes in urban agriculture, microforestry, climate change adaptation and behavioral changes toward building resilient cities and citizens will not be strengthened.

Impact of termination on country programs finances

Bilateral programs

Initially the following projects were terminated in subsequent phases by Rwanda and Belgium: 112.6 M euros (95M corresponding to this Program/Portfolio and 17.6M to the Social Protection Portfolio-Rwanda project), i.e. 65% of all of Enabel financial volume in RWANDA (bilateral and GP).

This is the **expected portfolio consumption** at the end of the portfolio (February 2026), to be confirmed once closure is finished.

Source of funding	Project Name	Budget	Expected expenses by end 02/26	Execution Rate	Balance
Bilateral 24-29	Health	30.213.830	5.830.226	19%	24.383.604
Bilateral 24-29	Agriculture	20.263.606	3.702.256	18%	16.561.350
Bilateral 24-29	Urbanisation	21.970.082	2.886.903	13%	19.083.179
Bilateral 24-29	PFM	5.426.637	1.504.807	28%	3.921.830
Bilateral 24-29	Study fund	2.396.099	26.098	1%	2.370.001
Bilateral 24-29	Expertise	14.729.746	4.211.539	29%	10.518.207
	Total	95.000.000	18.161.829	19%	76.838.171

This chart show the **consumption of funds by partners compared to the initially disbursed amounts** in 2024, before termination was decided.

Project Name	Amount disbursed to partners	Amount consumed by partners	Execution Rate
Health	5.056.282	5.443.255	108%
Agriculture	4.865.822	3.207.700	66%
Urbanisation	3.584.430	2.706.267	76%
PFM	1.500.000	1.500.000	100%
Study fund	-	-	-
Expertise	-	-	-
Total	15.006.534	12.857.222	86%

Impact on GP projects

Rwanda accepted that Enabel continues the **implementation of ongoing projects for Global Partners** (i.e. other than those funded by the Belgium Government), for 60 M EUR, i.e. 35% of our financial volume

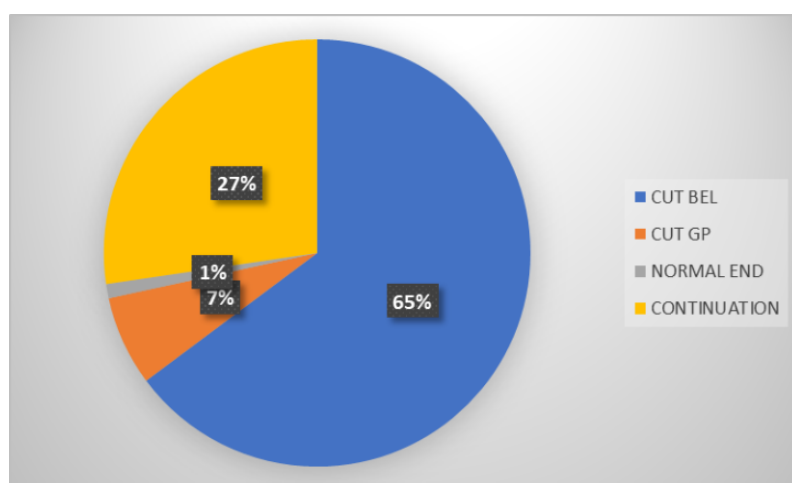
Global Partnerships	BEL22008 - TOPUP2RBC to urbanisation project	Execution	1 760 000
	BEL23010 - DeSIRA+ GrandsLacs	Execution	840 685
	RWA18003 - DeSIRA_RWA	Execution	1 869 158
	RWA19010 - TREPAM, forestry	Execution	9 571 660
	RWA20001 - KWIHAZA, agriculture	Execution	16 355 140
	RWA21001 - KWIGIRA, Health (MAV)	Execution	6 542 056
	RWA22001 - COMBIO, forestry	Execution	2 246 419
	RWA23001 - CLIMURBA, urbanisation	Execution	9 345 794
	RWA23002 - LOMESU - Health, quality medicines	Execution	4 672 897
	RWA23003 - TRIBE-HUB - Health	Execution	3 925 234
	RWA24002 - NRM-TANGA NaturAfrica	Execution	2 803 738
Total GP			59 932 781

However, and in addition to the Belgium funded programs, two other projects have been terminated (TREPAM, COMBIO).

As a result Enabel currently implements **ongoing EU projects only** (with cofinancing of Luxembourg and Region Bruxelles Capitale), for a total value of **47.4 Million euros in agriculture, health and urbanisation**.

Additionally, the lack of flexibility resulted into the abandonment of several GP projects whose formulation had been completed but not yet signed. For example, a grant of 4 million EUR fromh AFD to be implemented by Enabel as part of an AFD Rwanda Health project/loan, was discontinued.

Termination of BELGIUM funded projects	112,600,000
Termination of GLOBAL PARTNERSHIPS projects	11,818,078
Normal end of projects	1,869,158
CONTINUATION	47,484,605
TOTAL	173,771,842



Additionally, uncertainties remain regarding the continuation of one EU funded project (NRM-Tanga NaturAfrica), even though this was signed and could therefore continue implementation, in accordance with Government of Rwanda instructions.

Finally, as indicated by the Government of Rwanda Enabel is “*phasing out*”, and for the time being not allowed to sign any GP project top-ups (additional funding for existing projects) or new projects.

Impact on Human Resources

As a result of early termination, Enabel has conducted a professional restructuring process, in full compliance with the applicable legislation, involving staff representatives, local labour authorities and regular all staff meetings, leading to a reasonable and orderly process with minimal complaints/challenges. In total, 58% (76/132 employees) of all staff contracts in Rwanda have been terminated.

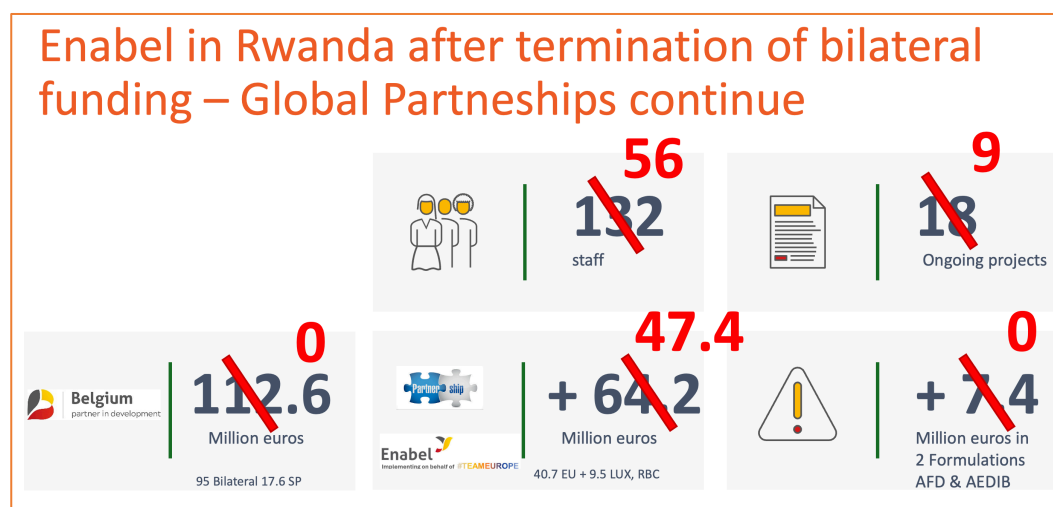
At the grantee/contractor level (staff not employed by Enabel but funded through our projects) an estimated 117 staff (16 Urbanisation, 73 SP, 25 Agri, 3 health) were laid off by partners as result of early termination.

Enabel successfully mobilised support for staff leaving Enabel, including psychological assistance and their professional transition guidance. Enabel also facilitated their recruitment by other development partners with success within Team Europe agencies. For the remaining staff Enabel has implemented motivation and retention measures to allow for the professional continuation of GP projects.

Impact on visibility

As condition for the continuation of ongoing GP projects Rwanda requested: “*that all ENABEL branding is duly removed from project materials, documentation, and communications*”.

As a result, Enabel is no longer communicating in social or other media about its own role in project management, but continue to support and ensure the visibility of the GP partners. Communications materials for continued GP projects have been adjusted to reflect the theme “*Enabel in Rwanda implementing on behalf of Team Europe*”, showing Enabel wider commitment, identity and role as part of “*Team Europe*” as a way to showcase our joint European impact.



Portfolio performance

Self-evaluation of the performance of interventions

Assessing performance with just one year of implementation in the unusual circumstances and the early termination of the projects would result in a distorted view of their performance.

External evaluation of the performance of the interventions

As the portfolio terminated in the 1st year of implementation and in view of the circumstances there was no external evaluation conducted.

Overall evaluation of Country Portfolio performance

Assessing performance with just one year of implementation in unusual circumstances and the early termination of the Portfolio and its projects would result in a distorted view of the portfolio performance.

Transversal themes

Climate and environment

- The health center infrastructure design reached the sustainable certification EDGE. This will be continued during the construction under EU project to certify the built infrastructure.
- Nature Based Solution was implemented along the “Quick Win” road in Nyamata.
- In Rubavu, eleven stone arch bridges were constructed, achieving a 70% reduction in CO₂ emissions compared to conventional reinforced concrete bridges. This resulted in an estimated saving of approximately 336.6 tonnes of embodied CO₂ from construction materials.
- A climate vulnerability assessment conducted in the four Northern districts of Gakenke, Gicumbi, Musanze, and Rulindo revealed a rise in climate sensitive diseases, while significant data and capacity gaps continue to hinder evidence based health responses. The findings underscored the need for specialised support, leading to planning under AFD grant, an International Health Climate Expert seconded to the Ministry of Health to drive climate resilient health strategies, strengthen the national climate and health desk, and coordinate multisectoral efforts to enhance system resilience.
- Training on green and circular economy practices agriculture SMEs as part of Business Development Services.
- The agriculture project exceeded its sustainability targets by training 525 farmers in agroecology, achieving 60% adoption against a 40% target.
- PFM policy dialogue and new PFM Strategy includes use of PFM systems for climate change objectives.

Gender

- The Portfolio sought to work in a gender transformative way across all sectors and establish a partnership with the Rwanda Gender Monitoring Office (GMO). A strategic expert was selected and embedded within GMO to support its mandate while designing and monitoring the implementation of the gender strategy in the supported projects. This proved to be an effective approach, and the recruited made positive contributions towards increasing the gender footprint of all our projects. Unfortunately, the expert left Enabel for another public sector position. By the time

the recruitment of a replacement was planned the diplomatic crisis had begun, ultimately contributing to a reduced number of activities and level of ambition for gender mainstreaming. However, some gender project activities that did take place are mentioned below:

- Capacity building to district staff on Gender transformative urban planning.
- Preparation of ToRs for Gender transformative cities completed, implementation will continue under EU project.
- Workshop conducted with vulnerable women on unplanned settlement upgrading in Rwamagana. This activity will not be followed up due to project closure.
- During the 16 Days of Activism Against GenderBased Violence (GBV) campaign, 4 districts (Karongi, Gisagara, Rusizi and Nyamasheke) were supported to engage both inschool and outofschool youth to raise awareness and promote the use of reproductive health services among survivors of GBV.
- Gender awareness was integrated throughout the agriculture training activities, ensuring women and youth participation.

Synergies and complementarities

Synergy and complementarity with third-party projects

As a positive example of joint programming, most GP projects were formulated jointly and included in the Portfolio, ensuring complementary. The details have been presented in the results/implementation section indicating the source of funding and complementarities.

Ongoing GP projects, except for those closed by Rwanda (COMBIO and TREPA) have been fully reviewed after termination of the bilateral portfolios and, with minor adaptations, continue as stand-alone projects. This will also allow some continuity and sustainability of the Portfolio and previous Belgium funded portfolios.

Additional complementary projects are indicated below.

Agriculture and agroforestry

Kwihaza. Transformation towards sustainable food systems . The €17.5 million Kwihaza project (2023–2027) funded by European Union (10 million Euro) and the Government of Luxembourg (7.5 million Euro) supports aquaculture, fisheries, and horticulture value chains to promote healthy, sustainable local food and increase household incomes. The project complements the portfolio programme by aligning objectives such as boosting producer incomes, improving access to inputs, strengthening regulatory capacities, developing value chains, and facilitating access to finance.

Kwihaza amplifies impact through combined infrastructure investments, capacity building, and financial mechanisms (Interest Rate Subsidy & Credit Linked Subsidy) that enable SMEs and cooperatives to translate skills acquired through Business Development Services (BDS) into viable investments. Collaboration with MINAGRI, Government partners (RAB, NAEB, RSB, RICA), UGAMA (NGO), private sector associations (RADA, Avocado Association), and TVET partners ensures institutional anchoring, avoids duplication, and fosters a coherent, inclusive, and sustainable food system in Rwanda. Project implementation is ongoing and making up for some delays due to the diplomatic crisis in 2025.

COMBIO and TREPA. The two main agroforestry projects implemented by Enabel and funded by Sweden/Government of Rwanda and IUCN have been affected by the diplomatic

crisis and handed over or transferred to Government and the funding partners in 2025, ahead of their termination for their continuation. These are summaries of what was achieved before the hand over took place.

TREPA. The TREPA project achieved significant progress in restoring degraded private forests and promoting clean energy solutions across Rwanda’s Eastern Province, identifying and mapping 3,925 ha of degraded forest (98% of the Project target) and restoring 3,233 ha through the establishment of 65 Private Forest Management Units (PFMUS), where 6.45 million seedlings were planted, generating employment for 13,137 people. The project strengthened local governance and technical capacity by conducting 54 awareness meetings, organizing 18 study tours for 179 stakeholders, training 204 participants on Simplified Forest Management Plans, and supporting the registration and formalization of all 65 PFMUs. Under its clean cooking component, the project disseminated 7,000 improved cooking stoves, advanced procurement for an additional 93,000 units, and completed a comprehensive stove-use survey covering 1,523 households, revealing strong adoption patterns and highlighting women’s central role in household cooking. Additional achievements included completing a feasibility study for cleancooking hubs, generating research on stove performance and socioeconomic barriers to climateresilient practices, and integrating communitydriven innovations—such as women’s indigenous methods for termite control—into restoration practices.

COMBIO. The COMBIO project successfully established 13 Community Biodiversity Sanctuaries (CBS or “sancta”) across Rwanda’s Eastern Province, fully meeting its targets through the identification, mapping, and community structuring of sancta groups. It has produced 301,643 seedlings of 85 native tree species, planted 168,316 trees with an impressive 92% survival rate, and conducted extensive maintenance—including beatingup of 7,411 seedlings—to ensure ecosystem restoration quality. The project developed nature discovery circuits in multiple CBS, advancing environmental education and ecotourism readiness. It validated six biodiversitybased value chains (beekeeping, ecotourism, fruits/aroma, essential oils, seeds/seedlings, pharmacopeia) and prepared business plans for all CBS, while launching professional training and procurement for modern beekeeping systems. In addition, COMBIO has generated 4,662 jobs—with 46.1% women and 33.2% youth participation—strengthening community livelihoods. Monitoring results across hundreds of native trees show overwhelmingly vigorous growth and adaptation, confirming the effectiveness of restoration strategies and communitybased biodiversity management.

DeSIRA. DeSIRA Agroforestry Research Project. Finished in August 2025 and funded by the EU, this project complemented agroforestry and agriculture projects by improving the resilience of farmers’ livelihoods to climate change through innovative, research proven climate-smart agroforestry and efficient use of tree resources in the Eastern Province and peri-urban areas of Kigali city, Rwanda. Its research findings have been used in the National Agroforestry Conference to inform policies and strategies. Incentive mechanisms for adoption of Agroforestry practices were identified and are being replicated in other Forest Landscape Restoration (FLR) projects. The project designed prototypes for improved Cooking Stoves (ICS) and developed and Interest Credit Loan to accelerate the dissemination of ICS across the Eastern Province. (see for instance a recent article <https://www.cordaid.org/en/news/east-rwandas-future-depends-on-green-growth-and-climate-resilience/>).

DeSIRA+ Grands Lacs. Transitioning to sustainable food systems through scaling up agroecological innovations in the Central African region Multi-country (Burundi, Democratic Republic of Congo, Rwanda). Following up on the previous Desira project, this EU funded second phase aims to support non-research actors at the center of the innovation processes, while mobilizing research actors in support, if necessary, to accelerate the agroecological transitions of food systems. The project started implementation in 2025 and, after initial delays related to termination, is in its start-up phase with, notably, calls for proposals ongoing.

NaturAfrica. The objective of this EU funded project is to contribute to the reduction of biodiversity loss while sustainably improving the quality of life of local communities living in the Nyungwe-Kibira Landscape through sustainable natural resource management and conservation efforts. The specific objectives are: 1. Strengthened land-use planning governance and institutional capacity at national and cross-border levels, 2 Enhanced conservation and sustainable management of biodiversity and ecosystem services 3. Increased access to sustainable green economy opportunities for local communities The project will be implemented in the Nyungwe-Kibira landscape (NKL), a transboundary region spanning both Rwanda and Burundi. Beyond preparatory activities the project has not yet started implementation.

Health

Kwigira. Enhance business environment and attractiveness of Rwanda for investment, including pharmaceutical investments. In 2025, the Kwigira project, a key project part of the wider MAV+ Team Europe Initiative in Rwanda, demonstrated significant progress in strengthening Rwanda's pharmaceutical regulatory framework, most notably through the reduction of WHO benchmarking recommendations across core functions like market authorization, licensing, and pharmacovigilance. Key achievements during this period included conducting international Good Manufacturing Practice (GMP) inspections in China and India, participating in benchmarking missions to European laboratories, and facilitating the registration of over 150 medicinal products. The project also celebrated the graduation of its first cohort of 23 MSc students in Biotechnology in October 2025, while simultaneously launching a second cohort to further build the nation's regulatory workforce. On the digital front, the program advanced the "Zero-Trip Zero-Paper" government goal by upgrading the Rwanda FDA's network infrastructure, revamping its website, and implementing tracking tools for medicine registration. However, the year also brought a major challenge: the early termination of key cooperation agreements with SCIENSANO, the Institute of Tropical Medicine (ITM), and QUAMED in July 2025 due to the conclusion of Belgium's bilateral program. To mitigate this, the project initiated new partnerships and tenders to sustain essential regulatory functions, such as dossier assessments, and secured a 12-month no-cost extension to ensure all long-term objectives are met by April 2027.

Agence Francaise de Development (AFD) RBF Health Grant: At AFD's request, Enabel contributed to the formulation of a complementary program to enhance access to quality care through a gender-responsive and climate-resilient system for Rwanda health sector. This initiative mirrored Enabel's existing RBF grant and considered an RBF loan of 35 million EUR from the Agence Française de Développement (AFD) to the Government of Rwanda.. Due to the diplomatic situation the grant with Enabel was not signed but the project, designed largely by Enabel, continues implementation through ADF and Expertise France.

Enabel participated in the **Global Fund Country Coordination Mechanism (CCM)** meetings organised by the Ministry of Health and Development Partners.

Other synergies and complementarities (Team Belgium, including Enabel's global projects)

The implementation of the portfolio started in 2024 with increased Team Belgium dynamics and communication facilitated by the Embassy, with e.g. Belgium funded NGOs as part of an Integrated Framework and with regular integrated communication (e.g. newsletters).

The early termination and severance of diplomatic relations between Belgium and Rwanda also severely affected all Belgium funded projects and Team Belgium dynamics and complementarities. Project components implemented by Belgian agencies have specifically been impacted and in some cases had to be terminated.

As mentioned, these have been, in some cases, partly compensated by more intense Team Europe complementarities.

Social Protection Regional Thematic Portfolio 2022-2027 (Rwanda Intervention). Despite the early termination of the Rwanda Social Protection project due to the diplomatic crisis, the program made significant progress in achieving its planned deliverables and laying a strong foundation for long-term outcomes and impact across Kigali and the Kivu Belt districts. Among other key achievements, over youth and women were trained in business development, 6,200 workers were certified through Recognition of Prior Learning (RPL), 34 collective bargaining agreements (CBA) were signed, and 14,837 para-social workers deployed across the country trained to strengthen local service delivery.

However the early termination is expected to have consequences on the final expected results especially in the interventions leading to self-employment and MSMEs empowerment where, for instance most of the beneficiaries who graduated from BDS services have no guarantee to receive follow-up access to financial services to start or expand their businesses. The same is also true for the piloting of maternity income protection scheme for the women working in the informal economy dropping out of work due to pregnancy and maternity leave, which will not be fully implemented.

Main findings and conclusions

Policy dialogue and strategic partnership (Steering Committees)

The diplomatic crisis and early termination for the program had a serious negative impact on most policy dialogue contributions and steering committees, both at project level (steering committees), Program level (Joint Consultative Committee) and sector policy dialogue groups and structures, involving the Embassy and Enabel staff. Some of the activities took however place before the crisis and are mentioned below.

Health. The first Joint Steering Committee of the 2024–2029 Enabel Health Program (including Belgium and complementary EU funded projects) was held in January 2025 and convened key national institutions MoH, MINECOFIN, Rwanda FDA, RBC, RMS, and the

University of Rwanda under the leadership of the Ministry of Health to set rules and regulations, approve budget and indicators, review progress and set strategic directions.

The meeting further demonstrated strong Team Europe coordination, with Enabel, Expertise France, AFD, and the EU working together as aligned partners to ensure coherent and complementary support to Rwanda's health sector. As a direct result, the MAV+ governance structure was streamlined by later merging six Steering Committees, significantly improving coordination, synergies, and efficiency across Team Europe implementing agencies. No subsequent SCs have been held on the bilateral program.



Health Steering Committee



Agriculture. The Steering Committee for PRISM II had been scheduled for March 2025 but did not take place due to the diplomatic disruptions.

Urbanization. The Steering committee didn't take place for the BE component. The Smart City thematics working group co-chaired by Enabel PM was put on stand by.

PFM. The Belgium Embassy and Enabel played a leading coordinating role in this sector until the termination of the project. As such, and before that time, a Policy Coordination Forum took place in November 2024, co-chaired by the Belgium Embassy and MINECOFIN, including discussions and decisions on the PFM 2024-2029 Sector Strategy and partner coordination to support it, enhancing accountability and value for money in public spending, using PFM systems to respond to challenges of climate change, transforming Rwanda into an international financial hub. Enabel also led and supported a PFM Technical Working Group Retreat end of July 2024 to develop and approve the annual work plan and budget for FY2024/2025, develop an implementation plan and approve a PFM Governance Framework for coordination and governance of the sector for the next cycle.

Risk management

Beyond the Program's risk management framework included in Annex 2, an unexpected risk materialised in the form of the break-up of diplomatic relations and termination of the bilateral cooperation programs between Belgium and Rwanda, while allowing the continuation of the majority of the projects implemented by Enabel for other partners (GP).

This crisis situation has continued during the 1st half of 2025 and has led to fundamental changes in the implementation of the Program.

New risks identified, susceptible of putting at risk the Portfolio objective were identified, evaluated and mitigated:

- Non achievement of development results and limited opportunities for policy dialogue

- Non achievement of expected financial results
- Increased fiduciary risks
- Risk of closure of GP projects, delays in implementation, reputational issues
- Sudden closure of Enabel in Rwanda, immediate repatriation of international staff
- HR claims due to forced restructuring

These were managed by the country management board, through i.a.:

- Contingency planning
- Measures to prevent financial risks
- Professional closure of the bilateral projects, contracts and grants
- Staff restructuring and HR management issues at program and project level
- Implementation of remaining activities before closure and subsequent closure activities (reporting, verification and reimbursements)
- Management of revised visibility issues (reduced visibility for Enabel, partly mitigated through Team Europe visibility)
- Reestablishing relations and information with GP partners, continuation of GP projects and, where possible, making up for delays
- Increased communication with DGD and Enabel Brussels

These have led to a successful restructuring with reduced challenges, progress in project implementation and use of Program funds in 2025, a professional closure without any significant financial risks, continued implementation of GP projects and renewed relations with most local partners, a smooth staff /HR restructuring process.

While the relationships were strained with some partners, notably during the 1st half of 2025, it is fair to say that the majority have remained professional concerning the respect of existing rules and procedures for implementation of activities and closures. This has also contributed to the continuation of GP projects with a majority of partners.

2 Adaptations made to the Country Portfolio

No adaptations were made to the Portfolio beyond those related to the unexpected early termination already mentioned.

3 Lessons learned

Lessons learned of an institutional order

- Adaptive and collaborative management and effective planning are essential aspects of program and project implementation, notably in crisis situations.
- Maintaining a well-balanced portfolio of complementary bilateral and Global Partnership/EU-funded projects has proven instrumental in ensuring continuity of interventions, even under uncertainty and challenging conditions. This diversified funding structure enhances program resilience, mitigates risks associated to shifts in priorities, and enables sustained implementation momentum despite external disruptions.

Lessons learned by pillar / theme / sector

Health

The use of Results-Based Financing (RBF) was beneficial for the partner, helping to ensure continuity in service delivery despite reduced or absent technical and financial support.

However, delays in taking action to utilize the disbursed budget to districts following the termination of bilateral cooperation significantly affected the implementation of the procurement plan, especially for the construction of health infrastructure and procurement of medicines and health commodities.

Agriculture

Adaptive management and effective planning are essential aspects of project implementation. The unexpected termination affected the continuity and achievement of the tangible results. However, the partners who had early engagement and agile internal capacity were still able to deliver significant results within a short period of time.

Clear and timely communication with implementing partners helps manage uncertainty, ensuring transparency, maintaining trust, and supporting smooth closure even when only limited activities were implemented.

Urbanization

Participation and community engagement are fundamental to achieving sustainable results. These elements must form the foundation of all activities, ensuring that interventions are locally owned and responsive to community needs. Genuine engagement creates lasting impact and supports the scalability of positive outcomes.

Team Europe Initiatives are important as they can foster synergies and act as impact multipliers across projects and regions. However, for these initiatives to reach their full potential, stronger coordination is required so that their benefits are felt not only at the macro level but also within communities, rather than remaining limited to policy announcements.

PFM

Third-party funding arrangements and multi-donor partnerships (such as pool funds) can help distribute risks and reduce the negative impact of losing a single partner in development cooperation.

Projects should be designed in alignment with the existing policies and strategies of the partner country and implemented through its national systems to ensure sustainability beyond donor support.

GP/complementarities

As a positive example of joint programming, most GP projects were designed “as one” and complementary of the bilateral program. This has allowed to partly reduce the shock of the termination for the bilateral portfolio for the beneficiaries.

Lessons learned linked to transversal themes

The Portfolio sought to work in all sectors in a gender transformative way and establish a partnership with the Rwanda Gender Monitoring Office (GMO) and selected a strategic expert embedded in GMO to support GMO in its own mandate as well as designing and monitoring the implementation of the gender strategy in the supported projects. This proved

to be a pertinent choice, the expert was recruited under the previous Portfolio and was positively contributing to increase the gender transformational footprint of the new Portfolio. Unfortunately, the expert left for another position and by the time her recruitment of a replacement was foreseen the diplomatic crisis started, reducing the level of ambition and time for gender mainstreaming.

Despite their potential to foster synergies and act as multipliers of impact, transversal themes such as environment and gender should be improved as project aggregators within development initiatives. Projects often remain still isolated, operating within siloed structures that limit cross-intervention engagement. Circles/structures intended to facilitate such coordination should be strengthened to drive the necessary collaboration and integration across different projects.

Transversal attention to effective and accountable public finance management proved effective both through sector support (significant use of grants as implementing mechanisms favoured use of country systems) but also by ensuring, through a dedicated Enabel PFM expert, that the different projects privileged the use, alignment and reinforcement of country systems and the budget cycle.

Annex 1. Results Framework the Country Portfolio

Impact indicators related to the general objective

The overall general objective of the portfolio is to: “Support Rwanda in its transformation to a well-governed climate-resilient and inclusive welfare state.”

Portfolio Indicators	Impact					Means of verification
Objective	Indicator	Baseline (2020)	Target (in 2035)	Target (in 2050)	Results in 2025	
Quality well-being	Life expectancy (years)	69.6 (census '22)	71.7	73	NA	
	Fertility rate (total births per woman)	3.6 (census '22)	3	2.3	3.7	DHS7 (2025)
Inclusive accelerated economic growth	Gini Coefficient	0.43 (2017)	0.35	0.3	0.37	EICV 7
Employment creation	Unemployment Rate by sex (%)	15.2 (2019)	7	5	14.9	Statistical year book (2025)
Access to affordable, high-quality and specialized health care	Maternal mortality rate (per 100,000 live births)	203	<50	<20	149	DHS7 (2025)
	Infant mortality rate (per 1,000 live births) by sex	28.9 (census '22)	<25	<18	27	DHS7 (2025)
	Child Stunting (as a % of under 5s) by sex	33	5.5	3	27 Male: 29.3 Female:24.1	SDHS7 (2025)
Access to affordable high-quality education	Students enrolled in TVET as proportion of total students in Basic Education (%) by sex	33.6 (2019)	60	60	38.7	Education Sector Strategic Plan (2024-2029)
	Proportion of graduates in STEM related programmes (%) by sex	Total: 36.9 Male: 42.6 Female: 29.9	44.26	50	Total: 49.5 Male: 55.2 Female: 42.4	Education statistical yearbook 2025
A diversified economy built upon future industries	Industry sector's Value-Added contribution to GDP (%)	19 (2019)	24	33	22	GDP-2025 Quarter 3
Modern and market-oriented agriculture	Rural households living below poverty line (disaggregated by sex)	44.3	Tbd	Tbd	27.4	EICV 7
	Average income per smallholder farming household disaggregated by sex		Tbd	Tbd	NA	
	Share of Agriculture land under sustainable land management (% of total)	56 %	tbd	Tbd	59	NISR, SAS 2025 Season A
Urbanisation as a driver of growth	Population living in urban areas with access to basic urban infrastructure services (%)		Tbd	Tbd	NA	
	Population living in urban areas (%)	18.4 (2016/17)	52.69	70	30.1	NISR Census: EICV7& SSP

						Urbanization and Rural settlement
	Proportion of urban population living in slums, informal settlements or inadequate housing (%)	62.6 (2016/17)	44	20	NA	
	Land used according to the National Land Use and Development Master Plan (km2)	Agriculture: 10,949km2 Built-up areas and infrastructure: 2,888 km2 Forests: 7,242 km2 Water and protected wetlands: 2,068 km2	Agriculture: 11,691km2 Built-up areas: 3,434km2 Forests: 7,483 km2 Water wetlands: 2,200 km2	Agriculture: 12,433km2 Built-up areas: 3,980km2 Forests: 7,725 km2 Water wetlands: 2,200 km2	NA	

Health

Results	Indicators	Base values	Target values	Source	Actual Values (October 2025)	Observations
		(Disaggregated where possible)	(Disaggregated where possible)			
S.O. Access to quality health care is strengthened, with a focus on sexual and reproductive health and the fight against gender-based violence.	Maternal Mortality Ratio	106 per 100,000 live births	93 per 100,000 live births	HMIS	79 per 100,000 live births	The reported data come from Rwanda Health Information System (HMIS)
	% girls aged 15-18 years pregnant	Not yet available (RDHS 2019/20=6%)	TBD	HMIS and Population Census	2.2%	Data reported are coming from HMIS. DHS VII report is not yet available. The actual results for the <20years old is 8.7%
	% SGBV with symptoms of sexual violence received within 72 hours	Not yet available	TBD	Health facility registers	28%	Data reported through HMIS with new name
Result 1: people, communities, health providers, as well as health managers at decentralized and central level can make informed choices about health and/or health care	% Caesarean Sections resulting in Post-partum Haemorrhage	201 per 10,000 deliveries	200 per 10,000	HMIS	170/10,000	The use of EMOTIVE bundles including capacity building of health care providers, provision of equipment is contributing significantly to the reduction of PPH
	%newborns born with asphyxia	3.4% (3-year average)	<3.0	HMIS	3.1%	The trend is not changing significantly
	%women accepting and use family planning after delivery/#deliveries	59% (3 year average)	>60%	HMIS	72%	
	%children under 2 years screened for stunting*	74.5% (2-year average)	>75%	SISCOM	83%	
	Data quality review conducted annually on output indicators in randomly selected Districts. All indicators should be assessed once in two years. External performance review by OAG	NA	One per year	DQA reports	NA	Not done due to the budget cut from USAID
	District plans are evidence-based (as per pre-agreed checklist)	N/A	Four supported Districts have evidence-based annual plans	District Plan approval using checklist	NA	Not done due to the termination of bilateral cooperation
Result 2: a coordinated system of getting evidence-based health research into policy and practice (GRIPP) is in place	% studies that have influenced policy/practice	N/A	80%	Technical Working Group and Joint Health Sector Review	Not yet done	This is a TRIBE HUB indicator
	Number of studies completed and disseminated.					

				reports/MoH M&E annual report		
	Number of evidence-based district plans developed and approved	N/A	Four supported Districts have approved evidence-based annual plans	District Plan approval using checklist	Not done	Not done due to the termination of bilateral cooperation
	# RBC staff completed training in Quality of Care research methodologies	N/A	>30	RBC Research database	Not done	Not done due to the termination of bilateral cooperation
	# of health facilities with staff trained and using data visualisation platforms	N/A	All Health facility in the 4 districts	Training inventory	Not done	Not done due to the termination of bilateral cooperation
	Effective GRIPP meetings and coordination	NA	Quarterly	Meeting minutes	Not yet done	Will be reported under under TRIBE HUB project
Result 3: the quantification, procurement, distribution and stock-management system of medicines /equipment by RMS as well as quality control of medicines by RFDA and use of e-LMIS at all levels has improved	% Stock outs of essential commodities in focus districts (Oxytocin, FP long lasting methods, Magnesium Sulphate, insulin, Metaformin, Hydro chlorothiazide, Fluoxetine) below national level	To be calculated	0%	eLMIS & Surveys		
	% antibiotic prescriptions at Community and Health Centre level.	To be calculated	TBD	Health facility registers/HMIS/SIS COM from 2023-24	Not collected	Not done due to the termination of bilateral cooperation
	Steering Committee for review of quality of drugs and vaccines meeting as per ToRs	Steering Committee not formed	100% Meetings held as per guidelines	Meeting minutes	Not done	Not done due to the termination of bilateral cooperation

Agriculture Outcome indicators

Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
Average net income from the VC activity (disaggregated by gender, age range and type of actor)			Increase of at least 15%	Frw	Baseline remains unchanged. ¹	Annual Reports of RAB and AGRITERRA
Evolution of production of pigs, poultry and beekeeping products	Beekeeping (Honey)	6,135 MT	6,749	MT	Same as above	RAB Project Annual Report
	Beekeeping (Beewax)	300 MT	330	MT	Same as above	RAB Project Annual Report
	Pig (population)	1,498,721	1,798,465	Number	Same as above	RAB Project Annual Report
	Poultry (eggs)	8,665 MT	9,532	MT	Same as above	
	Chickens population)	5,496,574	6,595,889	Number	Same as above	RAB Project Annual Report
Percentage of supported producers and SME's applying environmentally sustainable and climate resilient practices			80%	%	Baseline remains unchanged.	RAB Project Annual Report
Number of jobs created or consolidated related to the targeted value chains, disaggregated by sex and age group	Pig		550 (40 % women and Youth)	Number	Same as above	RAB Project Annual Report
	Poultry		400 (40 % women and Youth)	Number	Same as above	RAB Project Annual Report
	Rabbit		50 (40 % women and Youth)	Number	Same as above	RAB Project Annual Report
Food Consumption Score		27% inadequate food consumption (2021)	< 20% inadequate food consumption	%	Sane as above	WFP/NISR Comprehensive Food Security & Vulnerability Analysis

¹ The indicator remains at baseline level due to the fact that the implementation of the planned activities has not commenced.

Output indicators

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
Result 1: The capacities of smallholder producers, active in the targeted value chains, are enhanced to improve the quality and quantity of the produce in a sustainable and climate resilient way and improve their access to local and regional markets	Number of producers', accessing quality extension + vet services in the targeted value chains	Poultry	12,300	22,300	Number	Baseline remains unchanged.	RAB Project Annual Report
		Pig	5,700	15,700	Number	Same as above	RAB Project Annual Report
		Beekeeping	0	200	Number	0	RAB Project Annual Report
		Rabbit	0	20	Number	0	RAB Project Annual Report
	Number of extension agents trained on targeted value chains, disaggregated by sex	Poultry	205	405	Number	405	RAB Project Annual Report
		Pig	95	295	Number	295	RAB Project Annual Report
		Beekeeping	0	200	Number	200	RAB Project Annual Report
		Rabbit	0	70	Number	70	RAB Project Annual Report
	Number of refugees (and members of host communities) trained by Livestock Farmer Field Schools (LFFS) or beekeeping training activities		0	At least 10% of trainees of farmers schools and beekeeping training activities organised near the refugee camps are refugees	Number	Baseline remains unchanged.	RAB Project Report
	Established Private vets/PV (Equipped and operational)	All value chains	60	160	Number	194 (30 being women)	VSF Reports

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
	Number of Vets who are running the profitable and sustainable business		60	160	Number	Baseline values remain the same	VSF Reports
	Number of producers, to proximity vet services in the targeted value chains	Poultry	3,803	13,200	Number	Same as above	VSF Annual Project Report
		Pigs	4,971	16,500	Number	Same as above	VSF Annual Project Report
		Beekeeping	0			0	VSF Annual Project Report
		Rabbit	0	300	Number	0	VSF Annual Project Report
	Number of animals treated by established PV	Pigs	52,307	152,307	Number	Baseline values remain the same	VSF Annual Project Report
		Chicken	232,823	432,823	Number	Same as above	VSF Annual Project Report
	Declined mortality in animals	Pigs	5.8	2	%	Baseline values remain the same	VSF Annual Project Report
		Chicken	7.4	2	%	Baseline values remain the same	VSF Annual Project Report
	Number of inseminated sows through AI by Private Vet to increase pig population	Pigs	1,661	4,661	Number	Baseline values remain the same	VSF Annual Project Report
	Farmers satisfaction on vets services (access, quality and affordability)	All value chains	90%	92%	%	Baseline values remain the same	VSF Annual Project Report
	New jobs created and consolidated through Veterinary Services, disaggregated by sex and age-group	All value chains	184	484	Number	Baseline values remain the same	VSF Annual Project Report

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
	Additional zones secured for beekeeping	Beekeeping	0	10	Number	Baseline values remain the same	RAB Report
	Number of Smallholder Farmers producing Black Soldier Flies		240	500	Number	Baseline values remain the same	
	Production and distribution of quality semen through AI	Pig	21,247	56,247	Doses	21,247 doses (Baseline remains the same)	RAB Annual Project Report
	Number of research activities conducted that resulted in improved extension services					Baseline values remain the same	
	Evolution of capacity and performance of cooperatives supported (based on a list of agreed sub-indicators with the cooperatives)	Beekeeping		Min 70% of cooperatives improves on all sub-indicators agreed up during organizational assessments		Baseline values remain the same	
Result 2: SME's and young entrepreneurs active at the different levels of the targeted value chains are strengthened to operate in an inclusive and sustainable way and to create decent jobs, especially for youth and women	Number of newly created business, disaggregated by type of target group (youth, women, refugees)		0	50 initiatives/Businesses created by refugees or mixed groups (host communities and refugees nearby RC)			
	Number of newly created business, disaggregated by type of target group (youth, women, refugees)		0	80 New business (SMEs, smallholder producers/ start-ups active) to be funded, including seed money			
	Number of businesses supported (Evolution of capacity and knowledge of the businesses accompanied (including on decent work))	All value chains	127	- 100 Existing SMEs			

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
				- 100 Start-up SMEs			
	Number of facilitators trained on Farmer business schools / Farmer Business Game	All Value Chains	0	600	Number		RICEM Annual Report
	Number and type of beneficiaries (disaggregated by age range, gender and type of business) of Access to Finance Mechanism	All value chains	123	323	Number		AFR
	Training for banks & financial institutions		8	12			
	Number of initiatives supported through market development and facilitation of linkages and fair relations	Maize and Soybeans	0	2 Productive Alliances Models/ OSC, Contract Farming will be established	Number		Agriterra Annual Report
	Number of producers supported through market development and facilitation of linkages and fair relations	Maize and Soybeans	0	4,000	Number		Agriterra Annual Report
Result 3: Skills and competences in line with the job opportunities in the targeted value chains and related sectors are enhanced	Number of youth, women and refugees trained in line with the job opportunities in the targeted value chains and related sectors		0	1000	Number	Baseline values remain the same	RTB Project Report
	% of youth in paid or self-employment 12 months after completion of training (disaggregated by sex and vulnerability)		0	60% (600 graduates)	%	Baseline values remain the same	RTB Project Report

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
Result 4: Access to and consumption of healthy, nutritious and safe food are enhanced	Changes in behaviour related to awareness campaigns supported based on improved availability, consumer's preference, consumption, market information, and standards/ regulations for the selected value chain products.						
	Number of SME's and cooperatives (focus to existing) supported that obtained a certification	Pig	0	10	Number	Baseline remains unchanged	RSB Project Report
	Number of SME's and cooperatives (focus to existing) supported that obtained a certification	Poultry	0	5	Number	Baseline remains unchanged	RSB Project Report
	Number of SME's and cooperatives (focus to existing) supported that obtained a certification	Beekeeping	0	5	Number	Baseline remains unchanged	RSB Project Report
	Evolution of number of food safety inspections done in relation to the targeted value chains	Pig	0	20	Number		Rica Project Report
	Evolution of number of food safety inspections done in relation to the targeted value chains	Poultry	0	14	Number		Rica Project Report
	Evolution of number of food safety inspections done in relation to the targeted value chains	Beekeeping	0	10	Number		Rica Project Report
	Evolution of number of food safety inspections done in	Rabbit	0	10	Number		Rica Project Report

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
	relation to the targeted value chains						
	Number of multi-stakeholder initiatives related to food systems proposed by local authorities and implemented/financed		0	At least 15 local initiatives financed	Number		
	Number of (peri)-urban producers supported in agroecological practices				Number		
	Adoption rate of agroecological practices in supported peri-urban cities	0		70	Number	Baseline remains unchanged	Adecor Report
R.5 A conducive political and institutional environment for developing sustainable and inclusive value chains within a framework of food system transformation is strengthened	Evolution capacity public animal health services including training epidemiology, one health						
	Quality of data and information system Minagri/RAB, including integration of livestock actions supported through MINEMA and its partners						
	Functionality of supported value chain platforms/ sector organisations/ National beekeeping forum/Clusters (based on criteria defined by the platform members at the start)			TBD based on criteria defined by the platform members at the start	%		
	Number and Type of infrastructure supported + % of supported infrastructure being operational		0	1 (100% being operational)	Number		
	Number of action-research and innovation initiatives supported, and % being uptaken/applied			Min 60% of the supported action-research /	Number		

Results	Indicators	Value Chain Disaggregation	Baseline value	Final Target value	Unit	Actual Values (October 2025)	Sources
				innovations are applied/uptaken			

Urbanisation

Results	Indicators	Base values	Target values	Actual Values (October 2025)	Source
		(Disaggregated where possible)	(Disaggregated where possible)		
S.O To develop sustainable & attractive satellite cities by enhancing the living conditions of its population, especially the most vulnerable, generating a socioeconomic and environmental ecosystem being inclusive and climate proof	Number of socio-economic facilities to enhance their living conditions and job opportunities.	0	6	4	Project report
	Percentage of users satisfied with quality of basic infrastructure and improved or new public spaces (disaggregated by gender)	65	75	Baseline remains unchanged	project survey report + assessment reports RGB
	Number of buildings and/or infrastructures equipped, rehabilitated or built following an environmental approach/KDI.	0	70	Baseline remains unchanged	Enabel/assessment report
A.1. The capacities of Urban governance at national & district levels are strengthened to take into consideration inclusive and sustainable urban growth principles (ecology, climate, gender, inclusivity, community participation & accountability)	Percentage of satisfied staff after on the job advice and training	Actual satisfaction report	80%	Baseline remains unchanged	project survey reports
	Number of guidelines produced and approved	0	3	Baseline remains unchanged	Rwanda housing authority (RHA) + BRD guidelines
A.2.The satellite cities are integrating the gender and	Number of women having access to adequate information and other opportunities to start/expand their own income generating activities (IGA)	0	200	Baseline remains unchanged	project assessment reports

inclusive transformative approaches	Female and male using internet/ mobile phones for financial transactions/ services./ Gender indic./NST1.Pillars	0	200	Baseline remains unchanged	Project report
	Household (female headed) having access to internet at home./ Gender indic./NST1.Pillars	0	TBD	Baseline remains unchanged	project report
	Individuals (female and male) received loan in formal and informal financial institutions/ Gender Indic/NST1.Pillars.	0	200	Baseline remains unchanged	Project/assessment report
	Number of family members supported to use their new installed modern kitchens (disaggregated by gender & age)	0	3000	Baseline remains unchanged	project reports
A.3. Resilient urban communities are equipped to take the path of the climate transition	Number of People involved in direct participation activities at level of cities./ Urb.KDI	0	450	166	Project report
	Percentage of citizens satisfied with the use of the tool UDM	0	75%	Baseline remains unchanged	spatial development of Rwanda report (2016)
	Number of civil servants/staff benefiting from activities to strengthen urban planning and management(M/F)/ Urb.KDI	0	200	15	project report
	Number of digital solutions Implemented in urban area focusing online services and civic participations./ Urb.KDI	0	3	Baseline remains unchanged	Project report
	Number of people with access to internet with intervention support (disaggregated by sex, geographic region, urban/rural, age group, and type of connection, i.e. mobile or fixed)/EU	TBD	10% increase from baseline values of urban population	Baseline remains unchanged	<i>Project report</i>
	Percentage of satisfaction of the respondent in construction sector survey (about corruption mechanisms)	0	70%	Baseline remains unchanged	project reports + RTI reports
A.4. Strengthening decent green job creation in the construction value chains, through	Number of students trained in construction and GCE through WPL disaggregated gender and age	0	800	Baseline remains unchanged	National skill development & employment promotion strategy 2019-2024

skills development and support to local manufacturing of construction materials using Greener & more circular technologies	Percentage of (self-)employed graduates 6 months after the completion of the training programme	0%	75%	Baseline remains unchanged	Project tracer surveys
	Percentage of trained companies applying GCE principles and decent work in their own business	0%	50%	Baseline remains unchanged	
	Percentage of employers supported by the project employing WPL graduates	0%	60%	Baseline remains unchanged	tracer surveys
	Number of decent jobs created related to the targeted value chains in the construction sector, disaggregated by sex and age-group	0	Target 50% ²	Net jobs: 3,678 F: 64% M:36% 85% between 18-35 age group:	project reports
	Number of supported companies adopting new business model transitioning to circular economy	0	10	Baseline remains unchanged	Project report
A.5. Adequate, sustainable and resilient urban infrastructure and services are provided to all	Increase percentage from the base line of people (majority of women) who report feeling safe in public spaces/urban walks in selected neighbourhood location	TBD	Plus 35%	Baseline remains unchanged	project impact survey
	Number of strategic utility investments in water supply, drainage, roads and, eventually, waste collection systems, for the benefit of the target neighbourhoods in both cities developed	0	6	4	Project report
	Number of people benefitting from upgraded urban areas disaggregated by sex and age where relevant/EU.	Bugesera district, Nyamata town, kayumbi cell, kanazi cell: 42,908 females(22,140) males(20,)768 Rwamagana district, Muhazi sector:- Kigabiro sector: 39,756, Females(18,779, Males(20,977). Gishali sector: - Females(15,121), Males(14,620). Muhazi Sector: - 30,822, Females(14,757) Males(16,065)	30% of people living in urban area	Baseline remains unchanged	<i>Enabel/project report, RHA, BRD and other partners assessment reports</i>

² The target refers to a baseline from UEDI Phase 1 (previous portfolio), which recorded 6,585 jobs. Compared to this baseline, UEDI Phase 2 Year 1 (Belgium-funded) achieved 3,678 jobs, representing an increase of 55.9%. This -strong- Year 1 performance is attributed to the rapid occupation of public socio-economic facilities, namely markets and craft centers, built and funded under UEDI Phase 1, which recorded 2,896 new users at the beginning of UEDI Phase 2. In addition, the “Quick-Wins” projects, roads and stone arch bridges construction activities implemented in Year 1 generated an additional significant number of jobs (782).

	HHs (female and male headed) having access to energy for cooking, lighting/ Gender Indic/NST1.pillars5.1.	0	280	Baseline remains unchanged	<i>Project report, Assessment report</i>
	Number ha of green and biodiversity areas rehabilitated/created/conserved/ EU&KDI.	0	1	Baseline remains unchanged	<i>Enabel/project report.</i>
	Number of people benefitting from resilient housing conditions in urban areas, disaggregated by sex and age where relevant/ EU.	0	400	Baseline remains unchanged	<i>Enabel/project report, RHA, BRD and other partners assessment reports</i>
	Number of low carbon houses supported to be built or rehabilitated/ EU	0	300	Baseline remains unchanged	<i>Enabel/project report.</i>
	HHs (female and male headed) with type of rain water management/ Gender Indic/NST1.Pillars	0	280	Baseline remains unchanged	<i>Enabel/project report.</i>

PFM

Results	Indicators	Base values	Target values	Actual values October 2025	Sources
SDG links		(Disaggregated where possible)	(Disaggregated where possible)		
R1: Enhance the Digitization and Security of PFM ICT Systems	% of IFMIS and Other PFM Systems modules enhanced with Business Intelligence Features	%	100%	100	Annual PFM Sector Performance Report 2025
	% of IFMIS and Other PFM Systems Users making Decisions from Information generated BI Features	0%	100%	60	Annual Dipstick Survey and validation ³
	Critical PFM ICT systems are sustainable and able to meet internationally recognized quality requirements	One Quality Assurance Group Report (QAGR)	QAGR every 3 years		MINECOFIN
	% of reduction in the public tenders performed outside Umucyo procurement system	17%	10%		RPPA Annual Report
	% of public resources audited using automated systems	0%	90%	100	OAG Annual Report
	% of public entities with an unqualified audit opinion, with breakdown for:				OAG Annual Report
	Financial Statements	68%	85%	100%	
	Compliance with Laws and regulations on public spending	61%	75%	75%	
Compliance with laws and regulations to realize Value for Money	53%	80%			

³ “This is a qualitative indicator on the perception of change. A dipstick survey will be a mean for analysing the perception of change in the ‘quality and usefulness’ in terms of improved decision making in a transformed PFM ICT systems platform. It aims to evaluate user experience (budget agencies and other PFM stakeholders) in terms of attitudes, beliefs, perceptions, and views towards the core PFM ICT systems. It can be a combination of two processes: (a) within the PFM ICT infrastructure - and periodically administered when key people use it; and /or (b) a periodic standalone survey.”

	% of OAG recommendations fully implemented since last audit report	57%	70%	70%	
R2: Increased domestic revenue mobilization	% increase of domestic revenues (taxes and non-tax) in comparison to GDP	15.2%	17.8%		RRA & IMF
Result-3: Build Sustainable PFM Institutional Capabilities	number of Districts obtaining an 'Unqualified Audit Opinion'	8 (2002)	14	27	OAG Annual Report
	% of budget and expenditure tagged, tracked and reported on for gender and climate priorities	0%	100%		NST-2 MTR; SDG Report
	% of Internal Audit Recommendations Fully Implemented	67 %	80 %	70	MINECOFIN
R4: Strengthen policy dialogue	Number of Civil Society organizations participating in the PFM policy dialogue	0	3		MINECOFIN
	Increased number of DPs technically and financially supporting the PFM SSP	8	≤ 12		
	Increased number of development partners support PFM basket	2	≤ 4		

Annex 2. Risk management

Portfolio risk management table

Risks	Probability	Impact	Mitigating measures
The insufficiency of the management and implementation capacity of decentralized levels	Possible	High	Embedded technical assistance in the focus districts, complemented with needs-based competence development for the key partners/actors. PFM basket will focus specifically on decentralized entities
Insufficient human resources for the Health sector to improve overall quality	Likely	High	Earmarking of the RBF for HR development Policy dialogue regarding the added value of setting-up a Talent Trust Fund Dedicated staff recruited to support implementation
Insufficient funding to cover all priorities and ambitions of Rwanda in the health sector	Possible	Medium	Look for collaboration with other donors/partners, support fund mobilisation Limit focus districts to maximum 4 Target priority activities within each district, based on the gaps identified in the district
Extreme and changing weather conditions due to climate change, affecting negatively production, and destroying productive and public infrastructure	Medium	High	Promotion of climate resilient practices to adapt to and minimize the negative effects of climate change Promotion of climate resilient infrastructure, facilities and neighbourhoods.
Regional political relations affect trade environment hence impacting market access	High	High	Development of the local market to create increased domestic consumption that will cushion against any global trade shocks
Animal feed, inputs and food price continue to increase, affecting on one side the profitability of production activities, and on the other hand the access to food for the urban population	Medium	Medium	Support feed companies and producers on reducing cost of ingredients, trough piloting innovations and the development of alternative sourcing models including locally produced alternative ingredients
Land use competition among the agriculture, urban and protected area development	Medium	Medium	Set-up of land use management systems to define agricultural zoning. Strengthen inter-sector coordination to coordinate the use and conservation of agricultural land, especially in sub-urban areas
Within cities, land use competition between productive, leisure and resident activities & speculation	Medium	Medium	Close implementation of the Master Plan & Strengthen inter-sector coordination on land use & natural resource management
Inflation in construction materials	Medium	High	Promotion of made in Rwanda construction materials specific to each district that are less subjected to price variation due to the international context
Resistance from the district authorities to innovation, such as nature-based solution	Medium	Medium	Capacity building at the earliest stage of the programme, specific studies and consultancy in regie to allow innovative solutions to be taken in consideration
Lack of budget and capacities of the district authorities to manage the rapid growth of their city	Medium	Medium	Embedded capacity provided by the intervention within the district department for day-to-day coaching and prioritization of strategic investments to support the growth
limited availability and technical capacities within the development partner group for engagement in substantive policy dialogue on PFM	Likely	Medium	Dedicated staff at Enabel to support technical and policy dialogue, working closely with Head of Cooperation to support the policy dialogue and

reforms at strategic and thematic levels.			preparation of position papers for development partners.
Fragmentation of donor support to the PFM-SSP that lead to the increased transaction costs and possible overlaps, rendering basket funding not feasible	Likely	Medium	Invest jointly with MINECOFIN in increasing sector communication to build a joint vision; Integrate option to move to a more project support if not sufficient donors for a basket.
Limited capacity (knowledge and skills) in gender mainstreaming and gender blind implementation tools and M&E frameworks among some partner institutions, organizations and entities may affect effective translation of gender commitments in the bilateral programme into actions.	Likely	High	Support beneficiary actors to acquire needed knowledge and skills in gender mainstreaming paired with engendering existing tools and frameworks for designing, implementation, monitoring and evaluation and reporting on planned interventions.