



General Assembly

Distr.: General
14 December 2015

Original: English

Seventieth session

Agenda item 74

Assistance to survivors of the 1994 genocide in Rwanda, particularly orphans, widows and victims of sexual violence

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Report of the Secretary-General

Summary

The present report is submitted to the General Assembly pursuant to its resolution 68/129. It provides a status report on and an analysis of the current challenges to the delivery of relief and rehabilitation assistance by the United Nations and its partners to survivors of the 1994 genocide in Rwanda, in addition to recommendations for appropriate ways to meet the remaining needs of those survivors.



I. Introduction

1. The present report is submitted to the General Assembly pursuant to resolution 68/129, in which the Assembly requested the Secretary-General to encourage the relevant agencies, funds and programmes of the United Nations system to provide assistance to survivors of the 1994 genocide in Rwanda, particularly in the areas of education for orphans, medical care and treatment for victims of sexual violence, including HIV-positive victims, trauma and psychological counselling, and skills training and microcredit programmes; to support activities aimed at genocide victim remembrance and genocide prevention; to support efforts to enhance judicial capacity-building and victim support; and to propose specific recommendations for appropriate solutions to the remaining needs of survivors of the genocide. The Assembly also called upon Member States to support the efforts of the International Residual Mechanism for Criminal Tribunals to conclude the remaining cases.

II. Review of major developments

2. Some 21 years since the 1994 genocide against the Tutsi in Rwanda, the country has steadily recovered and is on the path to a more promising future. Indeed, as a result of an ambitious agenda outlined in Vision 2020 (a government development programme) and the two subsequent poverty reduction strategies, Rwanda is experiencing one of the swiftest periods of growth and socioeconomic progress in its history. Economic development has been rapid and poverty reduction deep and sustained, and growth has benefited both the rich and the poor. The Government has made attaining the Millennium Development Goals central to its development strategy, and by 2015 the country had achieved or was on track to achieving all of the Goals with the exception of Goal 1. Rwanda has been selected to pilot the Sustainable Development Goals relating to governance and institution-building. The country is committed to sustaining the achievements related to the Millennium Development Goals through the incorporation of the Sustainable Development Goals into national development plans and priorities. The poverty rate fell by an unprecedented 12 percentage points between 2005/06 and 2010/11, from 56.9 to 44.9 per cent, and by 5.8 percentage points in 2013/14, from 44.9 to 39.1 per cent. Between 2006 and 2014, about 1.5 million children, men and women left poverty, with the sharpest declines registered in rural areas. Increasingly, Rwandans are sharing in the benefits of strong economic activity, which is powered by a large increase in agricultural output, robust agricultural exports and strong domestic demand — all of which are factors favourable to local producers and to workers, men and women, in towns and in the countryside.

3. Growth is driven predominantly by the service sector, which is the greatest contributor to the country's gross domestic product (GDP). Within that sector, the main drivers are telecommunications, the developing wholesale and retail trade and transport and tourism. Furthermore, sound macroeconomic reforms have been reinforced by sustained improvements in the business environment. That performance was reflected in the improved ranking of Rwanda in the World Bank's annual "ease of doing business" index for 2015, rising from 150th in 2008 to 55th in 2015. In the World Bank's *Doing Business 2015* report, Rwanda was ranked as the third easiest place in which to do business in Africa.

4. In terms of the human development index ranking, Rwanda moved up four percentage points between 2011 and 2014. Despite the strong poverty reduction rate registered, the current poverty rate of 39.1 per cent is still high. Inequality was reduced as well, with the Gini coefficient dropping from 0.49 in 2011 to 0.45 in 2014 and the ratio of the wealthiest 10 per cent to the poorest 10 per cent dropping from 6.36 to 6.01 during the same period. Rwanda has actively utilized social protection in its poverty reduction strategy, focusing mainly on cash transfers to extremely poor households, paid labour-intensive work and access to credit for the rural poor.

5. The country's long-term development goals are contained in Vision 2020 and in the current economic development and poverty reduction strategy, which covers the period 2013-2018. The overriding long-term national development objective is to transform Rwanda into a middle-income country with a knowledge-based economy by 2020. To sustain past achievements and bring about the country's economic transformation, the economic development and poverty reduction strategy has been designed to accelerate the progress already achieved and to shape the country's development in the future with the aim of accelerating progress to middle-income status and a better quality of life for all Rwandans through sustained growth of 11.5 per cent and accelerated reduction of the poverty rate to less than 30 per cent. It will build on those policies from the previous strategy that have been effective in accelerating growth, creating employment and generating exports. In addition, the current strategy will innovate in a determined manner to strengthen policy and strategic approaches and to ensure continuing achievement through additional engagement of the private sector. Special focus will be placed on empowering and investing in young people and women, which is an integral part of the priorities of the economic development and poverty reduction strategy. In particular, steps have been taken to promote savings and credit facilities among young people and women through cooperatives and other initiatives. The Government is placing significant emphasis on entrepreneurship training, with several initiatives targeting women and young people.

6. Tremendous efforts were invested in promoting the industry and service sectors. As a result, the performance of industry and services rose by 10 per cent during the second quarter of 2015 on an annual basis, compared with 5 per cent in the corresponding period of 2014. The total turnover for the industry and service sector rose by 12.1 per cent during the third quarter of 2015 compared with 6 per cent in the second quarter of 2015 and 14.9 per cent in the third quarter of 2014. Growth was led by high performance in construction (+28.3 per cent), banking (+26.2 per cent), manufacturing (+23.5 per cent) and trade-related services (+16.9 per cent).

7. Promoting shared economic growth and reducing poverty remain important government priorities in order to meet long-term national development objectives. The Government continues to implement social protection strategies aimed at uplifting the very poor. The Vision 2020 Umurenge Programme, with its three key pillars — a public works programme, direct cash transfers and a microcredit scheme — aims to make Vision 2020 and the economic development and poverty reduction strategy operational and to directly reduce poverty at the community level through the creation of employment opportunities for the poor and by providing cash to the poorest and most vulnerable households. The Government is also continuing to implement a one-cow-per-family programme to improve the income-earning

potential of households. The Programme helps to address the direct needs and demands of the population, especially the poorest and marginalized groups, while also providing the space necessary for local government action and involvement in the efficient delivery of public services. Supported by the *Imihigo* system for performance contracts, the programme has helped to reinforce the capacity of other service delivery agents.

8. The Government continues to demonstrate strong leadership and ownership of the development process by implementing several mechanisms to enhance aid effectiveness and coordination among development partners, in addition to facilitating a favourable environment for effective development cooperation. That provides a tremendous opportunity for the United Nations and other development partners to support the Government in its efforts to attain the Millennium Development Goals and the objectives of Vision 2020. Specific investment opportunities exist in the areas of modern inputs for increasing agricultural production, small-scale water management, access to energy and roads, improved environmental sustainability and the scaling-up of basic health care, including family planning services.

9. In the area of governance, Rwanda has made significant progress in national reconciliation, law and order and accountability, as well as in the rebuilding and strengthening of national capacity for good governance. Fostering and promoting democratic governance is a major development objective for the Government and its development partners, which is why governance issues are defined as priorities in both Vision 2020 and the economic development and poverty reduction strategy.

10. Rwanda has efficiently implemented reforms in the justice sector, with new laws, new justice architecture and the use of traditional justice mechanisms, such as *gacaca* courts, and community-based mechanisms, such as community mediators (*abunzi*), in addition to access to justice bureaux, so as to expand avenues for universal access to justice. These efforts notwithstanding, the need for access to justice remains high and, for many, unmet. The Rwanda governance scorecard for 2014 showed an improvement in the rule of law score from 67.71 per cent in 2010 to 81.68 per cent in 2014. That increase was due mostly to the remarkable improvement in the indicator for access to legal aid, which rose from 42 per cent in 2010 to 75 per cent in 2014. Efforts to ensure that the rights of all citizens are equally respected are the core business of the National Human Rights Commission, which in 2012/13 received 1,172 human rights cases, of which 626 have been resolved. The remainder are under investigation or were submitted to the relevant authorities for action.

11. HIV prevalence is relatively low (3 per cent among people between 15 and 49 years of age). Currently, 95 per cent of adults requiring antiretroviral drugs have access to them, and prevention of mother-to-child transmission coverage stands at 97 per cent. Regional variations in HIV prevalence exist, however, with prevalence of 7.1 per cent in Kigali (9.4 per cent among women and 5.1 per cent among men), compared with 2.3 per cent in rural areas.

12. Rwanda had achieved universal access to primary education by 2015, with sustained progress in access to education and the primary net enrolment rate increasing to 96.8 per cent in 2014. Gender parity at the primary level has been achieved, with the net enrolment rate for girls reaching 97.3 per cent, compared with 96.2 per cent for boys. Furthermore, Rwanda has made important strides in

gender equality and women's empowerment. The parliament is unique in that the majority of its members are women (64 per cent).

III. Current challenges to development

13. The country's rapid economic growth over the past decade notwithstanding, its productive base remains narrow. The economy continues to be dominated by the service sector and agriculture, which accounted for 47 and 33 per cent, respectively, of GDP during the second quarter of 2015, compared with only 14 per cent for the industrial sector. Furthermore, the competitiveness of industrial exports continues to be challenged by a narrow domestic market and the country's landlocked location, which increases transportation costs.

14. The total number of poor people in the country fell significantly during the period covered by the first economic development and poverty reduction strategy, (2008-2012), as did the rate of extreme poverty. Nevertheless, the number of poor people and the extreme poverty rate remain persistently high, especially in rural areas. According to the most recent integrated household living conditions survey, although poverty rates fell more in rural areas than in urban areas from 2008 to 2011, the rate in rural areas remains at 48.7 per cent, compared with 22.1 per cent in urban areas. Although all provinces experienced reductions in poverty during the period 2008-2012, there were significant variations by district and province.

15. The Rwandan poverty profile indicates that women are more affected by poverty than men, with 47 per cent of female-headed households classified as poor, compared with 44.9 per cent of all households. A key challenge for the second economic development and poverty reduction strategy is, therefore, to ensure sustained growth and poverty reduction nationwide and among all groups. It is also necessary to focus on the persistence of poverty, which remains high throughout rural areas. The depth of poverty indicator, i.e., the proportion by which poor households fall below the poverty line, shows that, despite improvements, many households in rural areas are far below the poverty line, while others continue to be vulnerable to shocks, particularly in the agriculture sector.

16. Rwanda also continues to have comparatively high inequality. Although inequality, as measured by the Gini coefficient, has been reduced over the past five years to a level lower than in 2000/01, it remains high compared with other countries in sub-Saharan Africa. Inequality will continue to lessen only if Rwanda can ensure that the extreme poor and the poor, particularly in rural areas, have access to the benefits of economic growth and jobs and that they are not left behind in Rwanda's development story.

17. While gains in democratic governance have been made, important challenges remain. There is a need to reinforce inclusive participation and strengthen the political process by tackling the issue of political space and the weaknesses in the capacity of civil society and the media. There is also a need to accelerate judicial reforms in order to improve access to high-quality justice, reduce the backlog of cases and improve the quality of prosecution.

18. According to figures for 2012 from the National Institute of Statistics, Rwanda has a population density of 416 people per square km, making it one of the most densely populated countries in Africa. While that demographic reality is an

opportunity, it brings with it risks and puts pressure on the economy. The combination of population density, significant demographic growth (with a population growth rate of about 2.6 per cent and a fertility rate of 4.2 children per woman of reproductive age) and poverty places considerable pressure on the limited natural resource base, especially land, resulting in incidences of food insecurity in some parts of the country. In addition, widespread environmental degradation is undermining the access of the poor to the land and natural resources on which they depend for their livelihoods. More than ever, the demographic shift necessitates better use of scarce land resources, which today are dominated by smallholder farms. Smallholders in rural areas hold four to five plots that make up a mean land size of approximately 0.59 hectares, with the median value at 0.33 hectares. That restricts both the productivity of land and the ability of rural populations to escape poverty.

19. Agriculture is known to be the backbone of the Rwandan economy and continues to be a key catalyst for growth and poverty reduction. However, agriculture remains on the threshold of subsistence owing to the fact that the farm plots of a large number of rural households are too small to support commercial production under the present production systems and are constrained by demographic pressures to maximize returns from land.

20. Insufficient investment in infrastructure for energy, water and sanitation and transportation, coupled with the combined pressures of agricultural production, high population growth, economic expansion and rising energy needs, is increasing the environmental strain on Rwanda. Consequently, there is a need for adequate financing and capacity-building in order for the Government to deliver the services necessary to support the attainment of the Sustainable Development Goals.

21. HIV continues to threaten Rwanda's economic and social fabric, undermining efforts to reduce poverty. While Rwanda has a strong policy and planning framework for achieving Vision 2020 and Millennium Development Goal targets for health and HIV/AIDS, effective implementation of those instruments is challenged by insufficient investment and insufficient human resource capacity. Combating HIV is also challenged by inadequate comprehensive and correct knowledge regarding HIV and AIDS and insufficient utilization of HIV prevention and care services. The most recent Demographic and Health Survey (2015) revealed that, among young people, only 64.6 per cent of females and 64.3 per cent of males reported having comprehensive and correct knowledge about HIV prevention.

22. Following the closure of the *gacaca* courts in 2012, justice and accountability with regard to emerging genocide cases remain a concern. The Genocide Fugitive Tracking Unit, established to build on the work of those courts, continues to lack adequate capacity to bring to justice the large numbers of Rwandan genocide suspects living in foreign countries.

23. Regional peace and stability is critical to the sustainable development of Rwanda. The recurring conflict in the eastern Democratic Republic of the Congo continues to have a negative impact on regional stability, with more than 70,000 Congolese refugees currently sheltering in Rwanda. A new comprehensive approach to tackling recurring cycles of violence in the eastern Democratic Republic of the Congo, promoted by the Secretary-General, led to the signing by 11 countries, including Rwanda, of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region on 24 February 2013 in Addis

Ababa. The Framework is a comprehensive approach that involves action at the national level in the Democratic Republic of the Congo, action at the regional level to address the legitimate concerns and interests of all the countries in the Great Lakes region and action at the international level in support of those initiatives.

IV. United Nations support

24. In the aftermath of the genocide, the Government invested effort in promoting peace and security as a prerequisite for economic development. Security and safety have drastically improved in recent years, and this is attributed to a committed leadership that partnered with communities and empowered them to maintain their own security, combat divisiveness and genocidal ideology. The United Nations provides technical and financial assistance through the Rwanda National Police in support of crime prevention programmes. Such support has resulted in the creation of anti-crime clubs in schools and communities. The community policing mechanism has improved the neighbourhood watch system, and that approach to crime reduction and prevention has proved to be successful, making Rwanda among the safest places to live in the world. Community policing has strengthened partnerships between the Rwanda National Police and the general public in solving local problems and making specific improvements that enhance the overall quality of life in the community.

25. Awareness-raising activities on crime prevention and reduction for young people in high schools and universities, as well as for the general population through local leaders, have contributed to crime prevention and, most importantly, to the fight against genocidal ideology among students and the general population, directly involving youth and community leaders in crime prevention through training and public debates.

26. The United Nations has also partnered with the National Police in training police officers, in particular female officers, to combat gender-based violence. That training has equipped female police officers with the skills to investigate and adequately respond to cases of gender-based violence and provide the required and appropriate support to victims.

27. In addition, the United Nations has strengthened the one-stop centres that provide holistic services to survivors of gender-based violence, reaching 4,714 such survivors (49 per cent women, 46 per cent children and 5 per cent men). The success of the centre model led to the selection of Rwanda to host a centre of excellence in the area of gender-based violence prevention and response for the region. The United Nations supported the Ministry of Health both technically and financially in the finalization of the National Scale-up Strategy for One Stop Centres. As a result of that effort, four centres were operational by the end of the pilot phase. Following a successful piloting of the Isange One Stop Centre Model in Rwanda (2009-2013), the country is now embarking on a full-fledged national scale-up of the Model in health facilities across the country. The United Nations has contributed to the strengthening and implementation of a multisectoral approach to HIV and AIDS prevention and treatment for improved coordination and research. Strategic plans on HIV and the elimination of mother-to-child transmission were developed, as a result of which Rwanda is on track to achieve universal access to HIV testing and treatment, with coverage now at 95 per cent.

28. In 2010, the United Nations supported the Government, through the National Unity and Reconciliation Commission, in the production of the first national reconciliation barometer. The study emerged from the need for a quantitative monitoring tool that would allow the Commission to access the most current public opinion on the progress and pitfalls of the country's national reconciliation programme. Such a unique tool allows the country to respond in a more targeted manner to social fault lines and, in the longer term, may serve as an early warning system with respect to potential sources of societal friction. The study revealed that there have been significant improvements in terms of trust and reconciliation efforts between communities since the 1994 genocide. Currently, the United Nations is supporting the National Unity and Reconciliation Commission in producing a follow-up study and exploring policy actions needed to further reduce the occurrence of genocide-related crimes.

29. In order to collect information and analyse the findings of the barometer, the National Unity and Reconciliation Commission, with support from the United Nations, commissioned a qualitative study aimed at gaining a better understanding of the complexity of the underlying causes and possible solutions to the critical issues identified by the reconciliation barometer. In 2015, the United Nations supported the production of a second reconciliation barometer and plans for its future dissemination.

30. Furthermore, the United Nations supported the Commission in the organization of community dialogues on unity and reconciliation, in addition to the establishment of unity and reconciliation clubs in schools and communities. During the period of mourning for the victims of the 1994 genocide against the Tutsi, the National Unity and Reconciliation Commission organized dialogues with religious institutions so that they could play a key role in the process of reconciliation among Rwandans, while creating a space and forum for discussing various critical issues that affect the process of unity and reconciliation and proposing measures and recommendations in that regard. Those dialogues facilitated the healing process by providing a space for those with wounds, both victims and offenders, to talk about their feelings. A team of counsellors representing every religious institution is in charge of supporting the healing process. An association supported by the Commission brought together genocide survivors and former genocide perpetrators in the district of Ngororero as they worked together generating income through common fish ponds, coffee plantations and animal husbandry.

31. In the area of justice, the United Nations supported the closing of the *gacaca* processes. It will continue to contribute to the work of documenting the *gacaca* legacy and honouring the memories of the genocide victims. The *gacaca* jurisdictions were created in 2001 in response to the need for timely handling of judicial files and clearing the case backlog. They were given the responsibility of handling the largest number of the penal issues related to the genocide and judging category 2 and 3 suspects, while the classical jurisdictions dealt only with cases concerning category 1 suspects. Genocide defendants have been classified into several categories, with category 1 pertaining principally to planners, organizers, instigators and supervisors of the genocide; category 2 to authors, co-authors and accomplices with respect to homicides, or serious attacks that caused someone's death; and category 3 to those who committed criminal acts or became accomplices to serious attacks not intended to cause death. At the closing of the *gacaca* jurisdictions in December 2012, they had tried 1,958,634 cases, including 60,552

from category 1, 577,528 from category 2 and 1,320,554 from category 3. The courts disclosed the truth about crimes committed during the genocide and established individual liability; they also helped the survivors of the genocide to determine where the bodies of their relatives had been thrown so that they could bury them in dignity.

32. Upon completing its work in June 2012, the National Gacaca Service provided the Genocide Fugitive Tracking Unit with a list of 71,658 genocide fugitives convicted in absentia whose whereabouts were unknown. The Unit plans to reinforce its capacity to bring to justice the large numbers of Rwandan genocide suspects living in foreign countries. It is against that backdrop that the United Nations is currently supporting the National Public Prosecution Authority, through the Ministry of Justice, to complement the successful *gacaca* experience through the special chamber of the High Court for crimes against humanity. Technical assistance is being provided to support the Unit through research, investigations, advocacy and outreach. The United Nations has provided capacity-building support to the Authority in actively following up on the trial process with respect to international crimes, including genocide. With the reinforced capacities of the Authority, several genocide suspects have been brought to the court of justice, including many who have been extradited to Rwanda from foreign countries. Furthermore, there is a need for a strategy to monitor the healing process and to deal with some of the challenges that Rwandan society continues to face, especially those relating to the restoration of property and assets.

33. An international residual mechanism for criminal tribunals was established by the Security Council in its resolution 1966 (2010) as part of the United Nations strategy to phase out the international criminal tribunals for Rwanda and the former Yugoslavia. Although the Arusha branch of the Mechanism took over from the International Criminal Tribunal for Rwanda on 1 July 2012, according to the transitional arrangements annexed to the resolution, the Tribunal has competence to complete all trial or referral proceedings that were pending with it as at that date.

34. In partnership with the Ministry of Justice, the United Nations supported the establishment of access-to-justice bureaux and local committees of mediators, which will provide legal advice and mediation to citizens as part of transitional justice mechanisms. Since 2008, the United Nations has supported, through the Ministry, the provision of legal aid and legal assistance, especially to the most vulnerable. This has helped recipients to understand where and when to address their problems through the judicial system. Training sessions have been conducted to empower local authorities, committees of mediators, executive secretaries of cells and sectors, professional and non-professional bailiffs, access-to-justice bureau staff, notaries, land officers and legal officers in ministries and government institutions. The recently adopted legal aid policy and justice for children policy have enabled law reforms aimed at increasing the delivery of legal aid services, especially for the needy and most vulnerable groups. In particular, the law on legal aid was revised to provide access-to-justice bureau staff with a wider mandate that includes the representation of indigents before the courts. The law on legal aid was revised to increase access to justice for the most vulnerable and ensure that services are free and brought closer to the people.

35. In 2010, the United Nations Voluntary Fund for Victims of Torture provided ongoing funding to two Rwandan non-governmental organizations (NGOs):

Kanyarwanda and the Rwanda Women's Network. With that funding, those NGOs continued to provide medical, legal, psychological and social assistance to more than 1,000 victims of torture and members of their families from the 1994 genocide in the Kigali and Bugesera areas. The activities undertaken by the NGOs with the support of the Fund consisted of providing, inter alia, antiretroviral treatment and nutritional support to women victims of torture and mass rape; psychological counselling, including home visits to those victims who manifest signs of deep trauma; and intensive therapies in connection with the commemorative month of April each year. Additional medical care and assistance was also provided to people with complications resulting from the side effects of antiretroviral drugs. Moreover, Kanyarwanda has supported several thematic self-help groups, in particular for victims who had a child as a result of rape. In that connection, psychological assistance was provided to mitigate the traumatic consequences, with the aim of reconciling mothers with the unwanted children. In addition, expenses for travel to attend therapeutic sessions and hospital costs were covered through the grants from the Fund.

36. The United Nations has also provided support to the Association of Genocide Widows to facilitate training activities in various areas, including counselling, basic knowledge and information-sharing. Victims of the genocide have been empowered to provide technical support to the national police in effectively responding to the needs of victims of sexual-based violence. This is an indication that members of the Association, who began as vulnerable victims, have been empowered, not only as survivors but also as important actors in tackling sexual and gender-based violence.

37. In terms of economic empowerment, the United Nations continues to support the capacity-building initiatives of members of the Association of Genocide Widows and Benimpuhwe to develop and enhance their skills in handicrafts and the production of peace baskets (*agaseke*) for export. This initiative has proved to be one of the most successful strategies in tackling sexual and gender-based violence, given that poverty is one of the predisposing factors of vulnerability to such violence.

38. The United Nations is also supporting the Association of Genocide Widows through a project aimed at building the capacity of paralegals in property and inheritance rights, raising the awareness of members and beneficiaries of the Association living with HIV/AIDS about their property and inheritance rights and providing legal assistance in property and succession disputes.

39. The United Nations provided support to enhance the knowledge and awareness of the duty bearers responsible for the development, revision and implementation of relevant legal frameworks and processes to protect the property and inheritance rights of widows. In addition, legal mobile clinics have been put in place and have helped lawyers and paralegals to become more accessible to beneficiaries. That has helped to minimize the costs and other possible barriers faced by beneficiaries when seeking advice from paralegals and lawyers.

40. In terms of support for children, the United Nations continues to support the association Uyisenga n'Imanzi, which is involved mainly in raising awareness of the mental health problems of child survivors of the genocide. That support, provided through the Ministry of Health, has enabled the NGO to train about 50 child-headed households and orphans of the genocide in the fields of trauma

management and prevention, reproductive health and sexually transmitted diseases and HIV/AIDS.

41. April 2014 marked the twentieth anniversary of the genocide. Rwanda, having made tremendous progress in addressing the adverse and dramatic effects of the genocide, was able to use the occasion to speak out against the horrors of genocide and continue actions to ensure that it never happens again. The Twentieth Commemoration of the Genocide against the Tutsi was attended by high-level delegates from the international community, including the Secretary-General of the United Nations.

42. The United Nations is committed to further partnering with the Government of Rwanda in the reconciliation process and in supporting the survivors of the genocide. In remembrance of the United Nations staff victims of the 1994 genocide, a memorial was built on the premises of the Office of the United Nations Resident Coordinator and officially inaugurated at the annual memorial service by the Executive Secretary of the National Commission for the Fight against Genocide, United Nations staff in Rwanda and families of the victims.

43. Each year, the Federation of United Nations Staff Associations reaches out to communities affected by the trauma of the genocide as part of its contribution to the national healing process. In remembrance of the victims of the 1994 genocide who were United Nations staff members, a memorial was built on the premises of the Office of the United Nations Resident Coordinator and officially inaugurated in April 1995. A new memorial was inaugurated by the Chair of the United Nations Development Group in October 2012 as a way of renewing the memories of those who perished.

V. Conclusions and recommendations

44. Rwanda has made remarkable progress in promoting peace and stability since 1994, which has translated into improved economic performance. However, the country continues to face challenges in sustaining these development gains. The Government made the achievement of the Millennium Development Goals central to its policy framework, as defined in the economic development and poverty reduction strategies. As a result, Rwanda was able to achieve all relevant indicators of the Millennium Development Goals except those on poverty (at 39.1 per cent, compared with a target of 30.2 per cent) and stunting (at 38 per cent, compared with a target of 24.5 per cent). After the pilot phase of the Sustainable Development Goals, Rwanda is now spearheading the implementation of those goals, including the establishment of a Sustainable Development Goals Centre for Africa. The Government continues to demonstrate strong leadership and ownership of the development process by implementing several mechanisms to enhance aid effectiveness and coordination among development partners and by facilitating a favourable environment for effective development cooperation. That provides a tremendous opportunity for the United Nations and, indeed, other development partners in general to support the Government in its efforts to achieve the Sustainable Development Goals. The United Nations system is a strong partner of the Government in its determination to ensure a bright future for the people of Rwanda. The United Nations will continue to provide relevant, strategic advice and support national efforts to sustain the gains made to date in consolidating unity,

peace and reconciliation, the rule of law, human rights and shared economic growth, in addition to the efficient provision of basic social services, in particular for the most vulnerable.

45. Following the selection of Rwanda as one of the eight “Delivering as one” pilot countries in 2007, the second United Nations Development Assistance Framework was implemented, further consolidating United Nations support for the country and enhancing the coherence and efficiency of operations. A new development assistance framework, the United Nations Development Assistance Plan (for the period 2013-2018), has been approved by the Government and the United Nations country team and has been aligned with the second economic development and poverty reduction strategy, which covers the same period. That alignment affords an important opportunity for the United Nations system to show its commitment to the principles and practices of the Paris Declaration, the Accra Agenda for Action and the Busan Partnership for Effective Development Cooperation agreement and will help respond to the most pressing issues that affect the lives of the population, especially the most vulnerable. Alignment with government priorities will also help to strengthen the role of United Nations agencies in donor harmonization and coordination processes.

46. Within the overall framework of United Nations assistance to genocide survivors, efforts are under way to improve access to high-quality justice for all and witness protection programmes; promote the participation of young people and women in the democratic process, including in decision-making at the national and local levels; improve access to high-quality preventive, curative, promotional and rehabilitative services, especially for victims of sexual violence, HIV-positive persons and women and children; enhance trauma and psychological support programmes; and promote effective safety nets for the protection of the most vulnerable groups.

47. Further areas of support include enhanced housing and associated amenities for vulnerable groups such as orphans, widows, returnees and the internally displaced. Assistance will also be required for livelihood initiatives, orphans and vulnerable children, protection against gender-based violence, the creation of educational opportunities and the formulation and implementation of gender-sensitive social and economic policies that favour the poor and the disadvantaged.

48. Supporting groups to build sustainable micro, small and medium-sized enterprises and other income-generating activities through capacity-building, microcredit and access to markets will remain a priority in order to promote self-sufficiency and alleviate poverty. In addition, the provision of support for special initiatives aimed at addressing the needs of those who have experienced physical injuries resulting in mental and/or physical disabilities will be critical, as will support for ageing genocide survivors.

49. The Government also significantly enhanced its capacity to produce development data through the 2012 population census, health and demographic surveys, national household surveys and perception surveys. However, in-depth analysis and utilization of existing information for evidence-based policymaking and monitoring and evaluation remains a challenge, especially at decentralized levels. The production of quality data for policymaking still requires support, and the United Nations will continue to build institutional capacity in the areas of

research, generation and utilization of disaggregated data for participatory and evidence-based policy formulation, and planning at all levels.

50. The *gacaca* courts tried more than 1.9 million cases in a period of only 10 years and contributed to the unity and reconciliation of Rwandans while ensuring justice for genocide victims. Their closing was an important milestone in the healing process in post-genocide Rwanda. While the courts' records have been entrusted to the National Commission for the Fight against Genocide, the Commission is not equipped with an adequate system to protect the files efficiently. Support will be required so that the Commission is able to establish a digital filing system that will ensure that those files, which are critical to the legacy of the *gacaca* courts and the genocide, are adequately maintained and accessible for future use. The Commission has completed a feasibility study in relation to archiving and documenting the experience. The next step is to establish and operationalize the *gacaca* archives and a documentation centre.

51. On 1 December 2015, the International Criminal Tribunal for Rwanda closed officially in Arusha. After 20 years of activities, the Tribunal had tried genocide perpetrators from all walks of life, including former cabinet ministers, former army commanders, businessmen, members of the clergy, local leaders, medical doctors, academics and journalists, all of whom were known for their atrocities during the genocide. Continued support for the Government of Rwanda will focus on the further strengthening of capacities, in particular those of the prosecution and the judiciary, in dealing with international crimes, including genocide.