2013-2018

United Nations
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JOINT PROGRAMME DOCUMENT

"STRENGTHENING CIVIL SOCIETY ORGANIZATIONS FOR RESPONSIVE AND ACCOUNTABLE GOVERNANCE IN RWANDA"

Government of Rwanda
&
One United Nations - Rwanda

Programme Title: **STRENGTHENING CIVIL SOCIETY ORGANIZATIONS (CSOs) FOR RESPONSIVE AND ACCOUNTABLE GOVERNANCE IN RWANDA**

UNDAP Programme Outcome 2.1:
ACCOUNTABLE AND CITIZEN PARTICIPATION IN SUSTAINABLE DEVELOPMENT AND DECISION-MAKING PROCESSES AT ALL LEVELS IMPROVED

Programme Duration: 5 years (2013-2018) Anticipated start/end dates: 01/01/2014 Fund Management Option(s): Pooled funding Managing or Administrative Agent: UNDP (if/as applicable)	Total estimated budget*: **USD 8,619,120** <u>Out of which:</u> 1. Funded Budget: **USD 6,500,000** 2. Unfunded Budget: **USD 2,119,120** * Total estimated budget includes both programme costs and indirect support costs

Sources of funded budget:

- **Government**   **USD 1,500,000**
- **UNDP:**   **USD 3,000,000**
- **One UN**   **USD 2.000.000**
- **Other donors**   **USD 2,119,120**

National Coordinating Authorities	**UN Organization**
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ACRONYMS

AWP	Annual Work Plan
CCPD	Common Country Programme Document
CLADHO,	Collectif des Ligues et Associations de Défense des Droits de l'Homme[1]
CCOAIB	Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
CSBD	The Civil Society Development Barometer
CSO	Civil Society organizations
DRG	Development Result Group
EDPRS	Economic development and Poverty Reduction Strategy
RBOs	Religious Based Organizations
GoR	Government of Rwanda
HIV & AIDS	Human immunodeficiency virus & Acquired Immune Deficiency Syndrome
HRBA	Human Rights Based Approach
INGOs	International Non-Government Organizations
KRA	Key Results Area
LNGOs	Local Non-Government Organizations
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MINECOFIN	Ministry of Finance and Economic Planning
NGOs	Non-Government Organizations
NIM	National Implementation Modality
PSC	Programme Steering Committee
PMU	Programme Management Unit
RWAMREC	Rwanda Men's Resource Center
TA	Technical Assistance
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

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[1] The Umbrella of Leagues for Defence of Human Rights

| UNDAP | United Nations Development Assistance Plan |
| UPR | Universal Periodic Review |

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1   Executive Summary

Rwanda's civil society is highly diverse with CSOs represented in such sectors as human rights and democratic governance, social protection, HIV & AIDS, peace and reconciliation, community development among others. CSO structures are considered as relatively developed but they face limitation in terms of diversity in membership and involvement of citizens in charity giving and volunteer work. These CSOs also exhibit huge disparities in internal capacities for instance in programme design, monitoring and evaluation, financial management, knowledge management, policy advocacy and gender mainstreaming. Urban-based CSOs with progressive leaders and sustainable resource base tend to exhibit high capacities in the aforementioned areas as opposed to their rural counterparts. The weak capacities faced by CSOs limit their contribution to debate and advocacy on issues of public interest. It also limits their possibilities to access technical and financial assistance as well as raising resources internally. They also have weak financial sustainability as evidenced by high level of dependence on external funding. Few organizations have strategic plans with clear sustainability strategies. Most of them lack the required institutional capacities to deliver on their mandate. With the exception of international and a few local NGOs, CSOs advocacy capacities are hampered by limited research skills, limited citizen outreach and English language barrier; hence the limited engagement with the state on policy and budget formulation, implementation and evaluation. At the local level, there is limited understanding of the CSO mandate. This makes CSO engagement with local governments rather difficult. Consequently, CSOs are unable to effectively hold state and corporates accountable, as well as meet social needs of the people.

The existing consultation platforms between GoR and CSOs as well as the recent enactment of the Access to Information law is likely to open new possibilities for CSOs' policy advocacy and hence engagement with the state on policy issues. However, CSOs are challenged to demonstrate strong skills to play efficiently their watchdog role. The state has however recognized the CSO initiatives such as innovative tools as citizen score cards, suggestion boxes and integrity pacts that hold promise for enhanced public participation and greater accountability in service delivery.

In the past, UNDP's engagement with civil society in Rwanda has been limited to financial support to RWAMREC to implement a gender-based research and advocacy programme, and support to CSOs involved in the monitoring and observation of elections in 2010. This new programme, which is fully dedicated to the strengthening of CSOs, is designed to expand UNDP support to the sector in recognition of the importance of CSOs in strengthening the voices of democracy and the attainment of sustainable development.

With one of its mandate being to promote capacity development of civil society, the Rwanda Governance Board (RGB) will be UNDP's main partner for implementing this programme. The programme shall provide grants to CSOs to primarily carry out CSO capacity development interventions as the key strategy to achieve the planned outcomes. The second area of support will focus on UNDP-RGB priority areas which are human rights and access to justice, effective citizen engagement in key decision-making processes, media development and accountability. The above areas will also be assessed in consideration of the gender dimensions.

This programme will contribute to the achievement of UNDAP 2013-2018 key result areas (KRA) 2 on Accountable Governance and thematic priority 5 of the EDPRS II. The programme also links well with the Paris Declaration on Aid Effectiveness (2008) and the Accra Agenda for Action (2008) as well as the

Busan Resolutions, all of which emphasize on the role of CSOs in promoting ownership, inclusive participation, accountability for aid and development.

The direct beneficiaries of the actions contained herein are civil society organizations, comprising NGOs and Religious Based Organizations (RBOs) registered with the Rwanda Governance Board as well as media associations. The programme will collaborate with other critical stakeholders such as International NGOs registered with the Directorate General of Immigration and Emigration, the Rwanda Human Rights Commission, The National Youth Council, The National Women Council, the Council for Persons with disabilities and the Media High Council. Ultimately, the citizens of Rwanda served by the beneficiary CSOs shall be the secondary beneficiaries of this programme.

Sustainability of this programme will be pursued in three ways:
- First, by building the capacity of RGB to effectively deliver on its mandate;
- secondly, by strengthening the institutional capacities (leadership, financial and technical) of CSOs;
- Thirdly, by strengthening CSO networks to provide capacity development solutions to their respective members, who in turn will train community based organizations well beyond the life of this programme.

The programme shall be implemented using the National Implementation Modality (NIM) with the Rwanda Governance Board (RGB) as the lead implementing institution. A Steering Committee shall be established to oversee the overall implementation of the programme and assure the quality of its results. The steering committee shall be supported in this role by the Grant selection committee that shall meet semi-annually to provide feedback on programme implementation as well as the Programme Management Unit. Financial resources to fund this programme will initially come from UNDP and the GoR, and will be managed using a basket fund modality with RGB as the managing/administrative agent. However, a number of other donors and UN-agencies have expressed interest in contributing to the basket fund. UNDP shall take overall responsibility for ensuring a sound implementation of the Programme in partnership with the RGB.

The estimated cost of the project is eight million six hundred and nineteen thousand one hundred and twenty US dollars **(USD 8,619,120)**. One UN has pledged to support the programme with two million US dollars **(USD 2,000,000)** and UNDP will contribute with an amount of three million US dollars **(USD 3,000,000)**. The Government of Rwanda through RGB shall mobilize one million five hundred thousand US dollars **(USD 1,500,000)** as its cost share contribution to the project. The RGB contribution shall be in form of cash and in kind (office space, office furniture and equipment, ICT connectivity and organization of policy dialogues).

2   Situation Analysis

The historical development of civil society in Rwanda can be categorized in three phases. The first phase occurred during the colonial period when missionaries (particularly Catholics) set up societies to engage in charitable activities as part of their evangelization mission. In the post-colonial period, farmer cooperatives emerged but civil society associational life was highly suppressed due to the authoritarian rule that prevailed then. The second phase emerged in the late 1970s and went up to early 1990s and this witnessed the emergence of development- oriented NGOs, farmers associations and human rights NGOs (following the end of the cold war). A number of umbrella networks emerged in this period such as CLADHO, CCOAIB and PROFEMME among others. The genocide that occurred in 1994 led to decline and dispersal of most NGOs thus bringing this phase to an end. The third phase began after the genocide, where NGOs that had been dispersed hitherto regrouped (e.g. PROFEMME, CLADHO, etc.) and new ones emerged to address the effects of the genocide (IBUKA, ASGR- MPORE etc.). As the country embarked on a trajectory of reconstruction and development, so did NGOs (both local and international) while also rapidly differentiating in their mandates and activities.

Civil society development in Rwanda has attracted academic and scholarly interest. Several studies on the subject include USAID (2001), Mukamumana (2005), CCOAIB (2011) and RGB (2012) which identify the key strengths and weaknesses facing Rwanda civil society. These studies provide useful baseline for tracking some of the issues that have been identified with a view to gauging their relevance in future programming. These include:

2.1 Programmatic and advocacy capacities

Weak capacities of most CSOs constrain them from playing a stronger accountability and advocacy role as well as developing sound programmes which can attract funding. Few CSO organizations have clear strategic plans with sustainability strategies. Further, there are uneven advocacy capacities among CSOs, which translate into limited engagement with the state on policy and budget formulation, implementation and evaluation. Research capacities are also limited impeding the ability of CSOs to engage in evidence-based advocacy. Language barrier (not all NGO officials can speak English) has emerged as a significant factor inhibiting policy advocacy, especially where English is the dominant language used in policymaking processes.

Whereas the CSO Barometer reveals that CSOs are generally regarded as effective in empowering people and advancing social interests, they nevertheless espouse weaknesses in holding state and corporates accountable and meeting social needs of the people[2]. This notwithstanding, local and international NGOs continue to exploit their respective membership with networks in order to pursue collective but common advocacy efforts with relative success. The recent enactment of the Access to Information Law is likely to enhance CSOs' policy advocacy capacity and hence engagement. State recognition of CSO initiatives aimed at empowering citizens at local level through such innovative tools as citizen score cards, suggestion boxes and integrity pacts may in the long term translate into enhanced participation with greater accountability for service delivery. At the local level, there is limited understanding of the

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[2] CSDB (2012) rates CSO engagement with state and private sector at 49% and 48% respectively

mandate and therefore unwarranted expectations of civil society by authorities and this makes engagement rather difficult at this level.

There is need therefore to provide capacity development support to CSOs in this area on a long-term basis with a view to bridging the capacities' disparities and ensuring most CSOs embark on a path to sustainability. It is noteworthy that some CSO networks have in their mandate, capacity development for their respective members and as such, some (e.g. Legal Aid Forum, CCOAIB, PROFEMME) have emerged as relatively strong capacity developers. It is also important to note that local universities have started offering postgraduate degrees in project management, which could in turn contribute to capacity development for NGO workers with high level of education. However, there is limited provision by academic institutions of short-term professional courses on the same, which denies a bulk of NGO workers access to practical- oriented capacity development. Partnerships between academic institutions and NGOs in this respect are required[3].

2.2 Human Rights promotion and monitoring

With regards to the human rights context of Rwanda, it is notable that the Government of Rwanda (GoR) is a signatory to the core international human rights instruments and has a commendable record in the domestication and reporting on implementation of the treaties[4]. The Constitution of 2003 has an elaborate human rights framework though the prevalence of claw-back clauses renders effective implementation of the same dependent on the goodwill of parliament. The Government submitted itself to the Universal Periodic Review (UPR) in 2011 and agreed to implement about 95% of the recommendations that arose therefrom ahead of the next review in 2015. Human rights CSOs have also organized themselves to monitor and report on implementation of the same, though capacities in this area are uneven. The UPR process therefore offers CSOs a unique opportunity of constructively engaging with the GoR and the international community in promoting respect and enjoyment of rights. This is especially in view of the upcoming 2015 UPR review. There exists mechanisms for fostering CSO engagement with human rights duty bearers such as the Human Rights Consultative Forum, but lack of financial resources to sustain the mechanism has rendered it inoperative for a while. Capacities in the application of human rights based approach in Government and CSO programming is limited, hence the need for a concerted focus in this area.

2.3 Public Accountability

The access to justice situation in Rwanda has improved over the years, largely due to efforts to employ alternative dispute resolution mechanisms (Gacaca courts, access to justice bureaus [Maisons d'Acces a la Justice/MAJs], Abunzi, etc.) by the State as well as legal aid efforts by CSOs[5]. It is impressive that the State continues to give recognition to CSO efforts to provide access to justice in rural areas where local citizens can report injustices and seek legal advice. The Rwanda Bar Association has also effectively mobilized its members to provide legal aid (on pro bono basis) to the indigent. However the practice of

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[3] CSO level of human resources capacity is rated at 57% which is evidently limited
[4] See Rwanda Governance Board, *Rwanda Governance Scorecard 2012*, 2012 Rwanda Governance Board, Kigali (hereinafter referred to as RGS 2012) wherein Rwanda's overall level of adherence to core international human rights instruments at 83%
[5] "Almost all of the indicators (6 out of 8) improved compared to the 2010 scores. The Rule of Law performed the best with a 5.66% increase mostly due to the improvement of access to Legal Aid" – The Rwanda Governance Scorecard (2012) page 13.

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public interest litigation is not common, perhaps due to the civil law tradition of Rwanda, which limits capacity for such suit. More needs to be done, though in order to build capacities of CSOs to extend legal aid to the vulnerable and promote public interest litigation.

On the other hand, the media as an institution of accountability does not yet have full capacity to fulfil this mandate. For instance, the level of investigative journalism, which is important for its role as a watchdog of public good, is still very low. The new Access to Information Law provides an opportunity for journalists to produce content that is more informative, educative and entertaining. Without proper training on the roles and responsibilities of journalists within the context of the Access to Information Law, the requirement for self-regulation and on in-depth skills in investigative journalism, the media may not take full advantage of the new space opened up by the legal reforms. It is equally important for the journalists to be supported to produce content, as very few media houses in Rwanda have the resources to produce content of a competitive quality. Innovation is another important principle that needs to be more actively embraced by the media sector and trained NGOs could also be important agents for this.

2.4 RGB Capacity Building

The operating environment for CSOs is characterized by a strong and predictable regulatory framework underpinned by laws governing Local Non-Government Organizations (LNGOs), International Non-Government Organizations (INGOs) and Religious Based Organizations (RBOs). The RGB is the regulatory authority for LNGOs and RBOs, while the Directorate General of Immigration and Emigration regulates the INGOs. To date, RGB has registered over 280 LNGOs with over 1000 applications in the pipeline. In addition to the huge backlog of applications waiting processing, requirements for registration/re-registration of LNGOs as well as the absence of a legally recognized mechanism for self-regulation has placed an enormous burden on the nascent capacities of the RGB. Self-regulation is vital in complementing state regulation of CSOs and reinforcing autonomy of CSOs vis-à-vis the state. Given this state of affairs, there is need to support the RGB in fulfilling its role as duty bearer through capacity development reinforcement/development. There is also need to facilitate regular and structured dialogue between CSOs and the RGB over concerns regarding CSO working environment.

3   Description of the proposed Joint Programme

3.1   Background/context

This Joint Programme seeks to contribute to the achievement of the **Accountable Governance Objective of the EDPRS II Priority Area 1**: Strengthening citizen participation, awareness and demand for accountability, and the **CCPD and UNDAP (2013-2018) Outcome 2.1**: Citizen Participation and Empowerment - Accountability and citizen participation in sustainable development and decision-making processes at all levels improved.

On a broader level, the programme is grounded on UNDP's strategy for engaging with Civil Society (2012), which underlines the importance of CSOs as a crucial resource, constituency and partner in the achievement of sustainable human development goals and principles. Of relevance to this programme, UNDP Country Offices are encouraged to support and facilitate CSO advocacy and engagement on state accountability, promote a conducive regulatory framework for CSOs and foster and leverage trusted relations with host government in order to expand political space for CSOs to offer alternative policy options and influence decision-making at all levels. The programme also links well with the Paris Declaration on Aid Effectiveness (2008), the Accra Agenda for Action (2008) and the Busan declaration, all of which place emphasis on the role of CSOs in promoting national ownership, inclusive participation, accountability for aid and development.

This program responds to:
- Output 1.4 under Key Result Area 2 of UNDAP which speaks to strengthening capacity of citizens, communities and CSOs to demand accountability and transparency at all levels.
- Outputs 1.2 and 1.5 which provide for the support to CSOs to promote citizen engagement and oversight in decision making and delivery of services, to stimulate community-driven development as well as involvement of women and youth in decision making processes respectively.
- Capacity strengthening of media shall contribute to output 1.3 on capacity enhancement of national institutions to provide oversight at all levels.

- Programme support to human rights and access to justice CSOs will contribute to outputs 2.1 and 2.4 on enhancing national capacities for promoting access to justice and human rights (mainstreaming and implementation of treaty body and UPR recommendations) respectively.

The Programme shall be implemented jointly with Rwanda Governance Board (RGB) and will complement UNDP's flagship programmes "Deepening Democracy through Strengthening Citizen Participation and Accountable Governance (DDAG)" that focuses on building national capacity for promoting accountable governance; and the "Promoting access to Justice, Human Rights and Peace Consolidation in Rwanda" which is focused on building national capacities for judicial reforms and promotion of access to justice and human rights. The programme will also build synergies with the work of the Office of High Commissioner for Human Rights with respect to building capacities of CSOs in HRBA as well as engaging in parallel treaty body and UPR reporting. In promoting the role of women and youth in decision-making processes, this Joint Programme shall work closely with UN Women's flagship programme on "Advancing and Sustaining Gender Equality Gains in Rwanda" that targets CSOs over the same. This Programme will also link with other CSO strengthening programmes currently being supported by bilateral development partners such as DFID, SIDA, EU, USAID and GIZ. UNDP and other development partners will establish a donor group on civil society as a forum where information on these programmes will be shared to avoid duplications and take common positions on issues of mutual interest.

3.2   Lessons Learned

UNDP and the broader system in Rwanda have had limited previous engagement with Civil society hence the rationale for this joint programme. Past efforts to support CSOs include financial support to the Rwanda Men's Resource Centre (RWAMREC) over the implementation of a gender-based research, capacity building and advocacy programme over 2009-2011 periods. UNDP Rwanda has also supported CSOs involved in the monitoring and observation of elections in 2010. On the other hand, the RGB established a small grants facility for strengthening CSOs in the financial year 2010-2011. This was premised on conclusions made from research conducted by the RGB[6] (under the RGS) that CSOs in Rwanda were weak in management capacities, and most of them had no clear resource mobilization strategies that could help them to sustain their gains.

The program is built on previous RGB experience in empowering CSOs through a grant competition process conducted in 2010 and 2012. The grants were awarded following an objective assessment made by an inclusive and independent panel. A total of 26 CSO applicants received grants (of up to $7,000) for a wide range of projects e.g. peace promotion, media development, promoting public accountability through media and civic education. Whereas CSOs and media organizations performed well in terms of project implementation and reporting, academic institutions performed dismally. Being a pilot initiative, RGB faced some challenges such as limitations in conducting effective capacity assessments and using the same for granting decisions, constrained M&E capacity hence its limitations in detecting capacity gaps and constraints faced by partners during implementation. The pilot nevertheless provides important lessons for the design and implementation of this proposed joint programme such as the need for continuous capacity building for CSOs and RGB (within this specific area), the establishment of a strong monitoring and evaluation system of projects supported and regular dialogue with CSOs.

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[6] Report on the Rwanda Governance Scorecard 2010 published by the Rwanda Governance Board.

3.3 The proposed Programme

The main objective of this programme is to strengthen the capacities of the CSOs to enable them hold the public and private sectors to account as well as advocate for the rights of the weak and marginalized sections of the Rwandan society. The RGB has been legally mandated to promote capacity development of civil society. Having already established a small grants facility, UNDP Rwanda finds RGB a suitable and strategic partner for implementing this programme. The programme shall pursue the following strategies in order to achieve the planned outcome

3.3.1 Programme Implementation Strategies

Capacity Development for CSOs

One of the principal aims of this joint Programme is to enhance the capacities of local NGOs. Local capacity developers (CSO networks) shall be selected through a competitive process and awarded grants for this purpose. The networks will be required to undertake capacity assessments of their members and develop capacity building plans that will form the basis of implementation. A capacity development specialist will be hired by UNDP and retained at RGB to assist the networks in finalizing their respective capacity building plans as well as provide technical guidance in the implementation of the same. The specialist shall also be required to develop an overall capacity development strategy and action plan for the Programme and coordinate its implementation. The said strategy shall identify critical capacity development actions that RGB will undertake at the programme level to benefit not only the grantees but also CSOs not benefiting from the grants. For instance, the strategy may require RGB to publish financial management manuals for strengthening this capacity for CSOs. Such manuals shall be circulated to both grantees and non-grantees. A knowledge management strategy for the programme will be developed to ensure that knowledge generated from the programme actions is harnessed, analysed and disseminated appropriately. At the heart of this strategy shall be an effective programme M&E framework.

Evidence-based Policy Advocacy

The Civil Society Development Barometer (CSBD 2012) has identified capacity of CSOs to engage in policy advocacy and holding state as well as non-state actors to account as key areas that require improvement. Grants provided to the CSOs will seek to provide financial resources to the grantees to undertake evidence-based policy advocacy through conducting policy research, developing policy models or policy alternatives, running ad hoc advocacy networks/coalitions, holding policy dialogues to influence policymakers and evaluating the impact of policy advocacy. Use of public interest litigation by CSOs to pursue policy interpretation and elaboration shall be encouraged. As well, the capacity development component of the programme shall strive to build capacities of CSOs in this area. The Capacity Development and Programme specialists shall advise grantees on how to design and implement their advocacy strategies. RGB will use its mandate of facilitating policy dialogue to provide CSO advocates with access to key policy audiences in government, parliament, judiciary and other statutory bodies. CSOs participation in monitoring of service delivery in public sector will be another strategy in promoting evidence-based policy advocacy. Where necessary, UNDP will provide to the programme knowledge on best practices from other countries where it is supporting civil society strengthening in this area. This programme will provide support to conduct the bi-annual Civil Society Development Barometer which will provide evidence-based findings.

Grant-making

To enable CSOs to put to use the skills acquired through the capacity development interventions, the programme shall provide grants of up to $100,000/year per CSO to implement activities within their

stated output areas. The grants will be awarded in a competitive manner using a selection criteria developed and adopted by the Programme Steering Committee (PSC). In this regard, the criteria already used by RGB in previous awards shall be reviewed and used in developing a new one. In the first year, of the programme, the awarding of grants will be restricted to CSO networks to facilitate capacity development of member CSOs and implementation of thematic priority actions. This is the most cost effective way of building the capacity of individual CSOs while at the same time pursuing agreed thematic priority results within the prevailing financial constraints. Once more resources are mobilized for the joint programme and capacity of CSOs has been established and disparities minimized, the Programme shall increasingly award grants to individual CSOs with improved competence in the key thematic priorities.

Capacity Strengthening of RGB
RGB is a key duty bearer for CSO development in Rwanda. Its mandate also includes developing an enabling environment for CSOs to flourish. However, RGB's capacities to fulfill all responsibilities under its mandate are still limited.
In this regard, RGB's capacity to provide for efficient registration process of CSOs will be enhanced through provision of budgetary support for the implementation of its new strategic plan (for the CSO component) as well as the publication of CSOs Directory on a biennial basis. The Programme will also provide for resources to enable RGB to forge links with local academic institutions in providing short professional courses for CSOs. Also, RGB will be supported to convene annual convention on civil society and democratization (Annual CSOs Week) in order to showcase some of the best practices in CSO development in the country. Hopefully, this initiative will eventually evolve into support for a structured collaboration between RGB and CSOs in the country, to foster information sharing and joint action on CSO development in the country.

3.3.2 Sustainability of results
Sustainability of this programme will be pursued and attained in various ways. First, by building the capacity of RGB in delivering on its mandate, this programme will contribute to a sustainable regulatory environment for CSO development in the country. If the long term economic prosperity of Rwanda is achieved, RGB shall be in a position to continue supporting civil society strengthening without financial support from development partners.

Secondly, by strengthening the institutional capacities of CSOs, it is hoped that this will translate into improvement in financial and organizational sustainability. Once the targeted CSOs embark on the path to sustainability, there will be less reliance on development partners.

Thirdly, by strengthening CSO networks to provide capacity development solutions to their respective members, it is hoped that this programme will generate the desired multiplier effect for sustainability. It is expected that the networks will train other CSOs who in turn will train community-based organizations well beyond the life of this programme.

Fourthly, by building advocacy capacity of CSOs, it is anticipated that they will continue to deploy this capacity in demanding better accountability and influencing public policy in a manner that will contribute to a favourable environment for CSOs development.

4.   Results Framework

This programme will contribute to:

- **Accountable Governance Objective of the EDPRS II Priority Area 1**: Strengthening Citizen Participation, awareness and demand for accountability, and
- **CCPD and UNDAP (2013-2018) Outcome 2.1**: Citizen Participation and Empowerment - Accountability and citizen participation in sustainable development and decision-making processes at all levels improved.

The program has five outputs.

Output 1: Capacity of local CSOs to effectively and efficiently discharge their mandate enhanced

This will be the main component of the programme and it will entail developing and enhancing knowledge and skills of individuals and organizations with a view to enabling them to carry out their mandate effectively, efficiently and in a sustainable manner. Interventions hereunder shall be undertaken in line with a capacity building strategy underpinned by the need to enhance financial, technical, management and organizational capacities. To ensure programme efficiency, it will be necessary to enhance financial capacities of CSOs through training and development of financial management manuals for both finance and non-finance staff of target CSOs. Enhancement of technical capacities geared towards enhancing programme effectiveness will entail supporting training activities and publications on such technical areas as project management, policy advocacy, human rights based approach, gender mainstreaming and language (English) skills. To ensure impact, management capacities of CSOs will be enhanced through leadership and governance training, human resources and knowledge management. To ensure sustainability of the CSOs, the programme will support enhancement of strategic management capacity of CSOs through training on fundraising skills, development of strategic plans, financial sustainability plans and change management strategies.

Delivery of this output shall entail awarding grants for undertaking the aforementioned activities and interventions shall competitively be awarded to NGOs/networks with mandate on capacity development. These NGOs/networks will organize and execute capacity development activities targeting their respective members and other CSOs working within their thematic areas.

Output 2: Realization of human rights, gender equality, social justice and UPR enhanced

Under this output the programme shall, as a flagship initiative, seek to foster robust engagement between the State and CSOs over the monitoring of human rights and in particular the implementation of the Universal Periodic Review (UPR) recommendations, which GoR has committed itself to. The programme shall extend grant support to human rights organizations involved in civic education and monitoring of human rights situation and adherence. Secondly, the programme will support efforts by CSOs to advocate for mainstreaming of human rights in ongoing government initiatives within the context of EDPRS II. UNDP shall select directly and channel grants to CSOs for this purpose under the Direct Implementation Modality (DIM) to safeguard independence of the parallel reporting mechanism.

Under access to justice, the programme will employ a three-pronged strategy. Firstly, CSOs involved in the provision of legal aid shall receive grants to support the indigent and vulnerable. Secondly, CSOs involved in paralegal work will be supported in training, deploying and monitoring paralegals providing

legal aid and advice to the poor and vulnerable. Lastly, limited grants will be provided to CSOs wishing to pursue public interest litigation on such issues that may expand the provision of service delivery and the frontiers of human rights and access to justice, through judicial interpretation of the constitution and other laws or through judicial review of actions by public officials or authorities. The synergies between the programmes (Access to Justice Flagship and CSOs Capacity Strengthening) will be identified to avoid duplication of efforts. This output will be supported within the context of direct implementation modality.

Output 3: Effective citizen engagement and role of CSOs in social economic development enhanced

The EDPRS II has identified limited CSO participation in formulation of policies and monitoring of service delivery as some of the challenges facing CSO development in Rwanda. Accordingly, this programme will pay attention to and address these issues through various strategies. Grants shall be awarded to individual CSOs and to platforms or umbrella organizations of CSOs.

First, grants shall be awarded to individual CSOs intending to engage in policy research and advocacy on specific issues that are either the subject of a policymaking or legislative process or that merit policy or legislative review. Such CSOs shall essentially be beneficiaries of capacity development initiatives on policy advocacy implemented under Output 1. However, for CSOs operating in rural areas, grants to be awarded will be supporting CSOs involved in women and youth economic empowerment with a particular attention given to interventions that promote self-employment.

Secondly, CSOs that wish to engage in budget preparation and tracking, oversight and monitoring of public action as well as development planning at both district and national levels will be eligible for grant support.

Thirdly, the programme shall provide grant support to CSOs that intend to mobilize and ensure informed citizen participation in development processes and accountability. These CSOs are further expected to foster linkages between aggrieved service users and duty bearers such as the Rwanda Human Rights Commission, The Ombudsman, Parliament, Judiciary etc. Fourthly, the programme will seek to promote CSO participation in local governance through Joint Action Development Forum (JADF). This will entail civic education and capacity building for both CSOs and State officials in decentralized entities, on one hand, and support to JADF Coordination strengthening on the other. CSOs platforms and umbrella organizations of CSOs will be supported using a portion of the grants envelop which will be allocated on organizing sector/thematic policy dialogues between civil society and public institutions.

Output 4: Capacity of CSOs including the media for playing effective watchdog role and monitoring of service at all levels enhanced

The recently enacted media reforms provide a good basis for enhancing the watchdog role played by media as an integral component of civil society. To complement these reforms, the programme will in the first place provide institutional strengthening support for media and support enhancement of capacities of their respective members on knowledge and understanding of media laws and rights as provided for under municipal and international frameworks. The Programme also provides support to the media with a view to promoting professional development of practitioners through training and experience sharing. Lastly, the programme shall support the media in promoting accountability and transparency.

Output 5: Programme management properly carried out

Programme management will be primarily carried out by the Programme Management Unit (PMU) based at the RGB, with the guidance and support of the Steering Committee and responsible UNDP programme manager. At full strength, the PMU will comprise of the Programme Manager as the head, the programme specialist, the capacity development specialist and a monitoring and evaluation specialist. RGB will avail a Finance Officer and operations staff to support the implementation of the programme.

The responsibilities of the programme manager will include, but not limited to:

- Providing substantive and technical direction, as well as day-to-day management of the programme;
- Prepare the annual work plans (AWP) and quarterly work plans in close conjunction with implementing partners;
- Mobilize programme inputs (staff, goods and services) to initiate activities and ensure delivery of outputs in a timely manner;
- Monitor regularly the achievement of programme outputs as measured by the indicators in the results framework, and adjust programme implementation as required;
- Monitor resources and accounting to ensure accuracy/reliability of financial reports;
- Manage and monitor the risks and issues on behalf of the Programme Steering Committee;
- Prepare comprehensive programme progress reports as per requirements;
- Coordinate programme activities with related programmes and development partners.

The programme manager will be supported in the performance of these functions by the programme specialist and the capacity development specialist. The programme specialist will be responsible for supporting the technical implementation of the programme and shall be responsible for grants management, provide technical support to implementing partners on human rights, access to justice, citizen empowerment and media engagement, initiating the implementation of planned activities, coordinating activity implementation between the different implementation partners to ensure synergy and avoid duplication and the compilation of programme reports. The capacity development specialist, on the other hand, shall be responsible for developing and implementing the programme capacity development strategy, support implementing partners in developing their respective capacity development programmes and providing technical advice on their implementation.

The M&E specialist will take charge of the monitoring and evaluation function of the programme and his/her responsibilities will include, among others:

- Develop formats for data and information collection, reporting, case studies and other communication materials;
- Collect and analyze data to measure programme progress;
- Compile programme progress reports, case studies and visibility materials;
- Prepare M&E reports and provide feedback to the Programme Manager on implementation progress and implications for programme schedules and strategies;
- Contribute to design and implementation of mid-term/end-term evaluations ;
- Ensure gender forms a critical part of the M&E plan, data collection and analysis, communication and reporting.

However, at programme initiation, only the programme specialist and capacity building specialist will be recruited to kick-start implementation. These will be supported by procurement and administrative staff who will be seconded to the programme by the RGB. During this time, the programme specialist will also act as the head of the programme. However, as the Programme mobilizes more funds, the substantive programme manager as well as the M&E specialist will be recruited.

The capacity development specialist will spearhead the production of capacity development resources as well as coordinate general capacity development activities for both grantee CSOs and non-grantees. Such activities shall be procured by RGB to assist the Programme Management Unit (PMU). The winning bidder to provide capacity building services shall be assigned to assess capacity gaps in the programme management unit so as to ensure they are filled for effective management of the programme.

Output 6: The role of RGB as a capacity enabler for CSOs enhanced

Support will be provided to RGB to promote a better environment for the support to CSOs. In particular, RGB will establish an online registration system, publish biannual CSOs directory in order to create a conducive environment for enhancing service delivery.

5. Management and Coordination Arrangements.

Initially, UNDP shall be the sole implementing partner within the UNCT participating in this programme. It is however envisaged that other UN agencies will get on board and play an active implementation role in the programme in the future. When this happens, UNDP shall be the lead implementing agency and management agent within the UNCT for this joint programme. Consequently, UNDP shall provide liaison between the programme and the other participating UN Agencies.

Within UNDP, this programme shall fall under the Democratic Governance and Peace Consolidation Unit and coordinated under the Development Results Group on accountable governance (DRG -2). To promote donor coordination and coherence with regards to the support for Civil Society, UNDP shall join and sit in donor groups and development partners' meetings intended for the same purpose as well as contribute to resource mobilization for this program.

Management Arrangements

The programme management structure for the programme will include a programme steering committee (PSC), the programme management unit (PMU) and a grant selection committee as indicated in the organizational structure below:
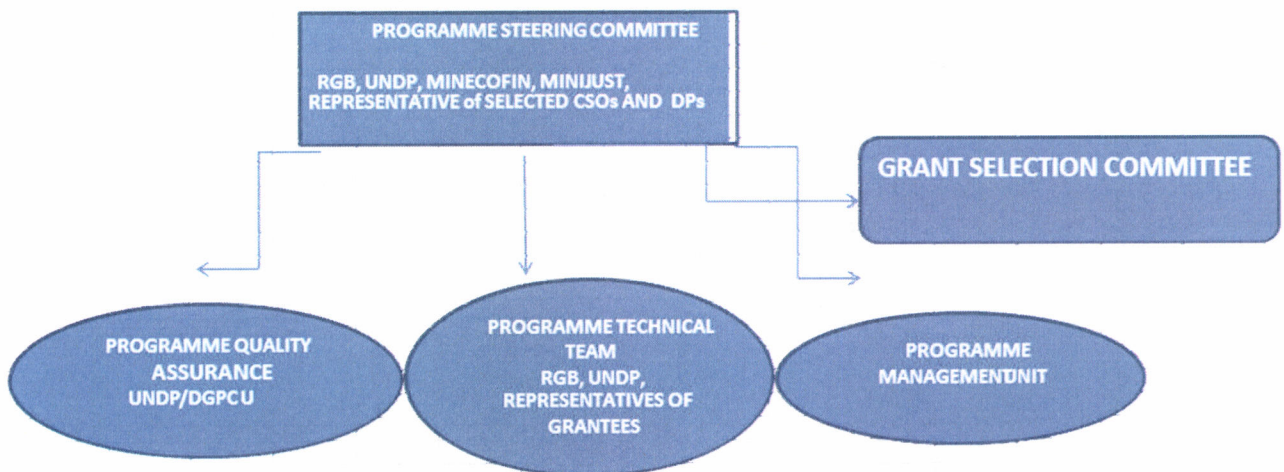
5.1 Programme Steering Committee (PSC)

The PSC shall comprise the Rwanda Governance Board (RGB), UNDP, MINECOFIN, MINIJUST, representatives of selected umbrellas of CSOs and other development partners funding the programme. RGB shall be the chair of the steering committee and UNDP as the co-chair. The PSC receives and considers reports from the PMU, make decisions on suspension and exclusion of grantees from the programme and advocate for the programme to other stakeholders. The PSC shall meet on a quarterly basis, even though extraordinary meetings may be convened by the Chair or co-chair. Quorum for PSC meeting shall be a half of its members with the Chair or Co- Chair in attendance. Decisions of the PSC shall be reached by consensus. The PSC will establish a technical committee to discharge its mandate as the need may arise. The technical committee will meet as many times as deemed necessary and will comprise technical staff from RGB, PMU, the representatives of selected grantees sitting in PSC, and UNDP.

The PSC shall provide strategic guidance to the programme implementation; adopt the grant provision terms of reference and the monitoring and evaluation framework of the program.

5.2 Programme Management Unit (PMU)

The PMU shall be responsible for the day-to-day implementation of the joint programme. It shall comprise a programme manager as the head and chief accounting officer. Working under the Programme Manager shall be a core of technical staff including programme specialist, capacity building specialist and monitoring and evaluation specialist. The programme specialist shall be responsible for grants management, provide technical support to implementing partners on human rights, access to justice, citizen empowerment, accountability and media engagement. The capacity building specialist shall be responsible for developing and implementing the programme capacity development strategy, support implementing partners in developing their respective capacity development programmes and providing technical advice on related matters. The monitoring and evaluation specialist shall be responsible for

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coordinating implementation of the programme's M&E framework, support the drafting of programme reports as per the workplan and other reporting obligations that may be required by the PSC.

The PMU shall be located within RGB and shall report on a day-to-day basis to the Chief Executive Officer (CEO). RGB shall provide staff to support finance and operations of the programmes as per National Implementation Modality (NIM).

5.3. Grant selection committee

The PSC will be supported by an independent grant selection committee appointed by the PSC to administer the grant selection process. The grant selection committee should be composed of seven members including a chair, a deputy chair and a secretary. This committee will be made of representatives of key stakeholders 'institutions including the academia, youth and women organizations as well as a representation of the national council of people living with disabilities. This panel will develop the selection criteria of grantees based on the terms of reference adopted by the PSC, adopt the list of grantees to be submitted to the PSC for consideration. The grant selection committee will prepare a road map on grant making, review /evaluate proposals submitted for funding and make recommendations to the PSC on the way forward.

6.   Fund Management Arrangements

6.1   Transfer of Cash to National Implementing Partners

The Programme Management Unit will support the RGB and other implementing partners to prepare annual and quarterly work plans that will be approved by the Programme Steering Committee. There will be two fund disbursement modalities used under this programme. Funds to CSOs implementing UPR and Treaty body reporting activities will be made through Direct Implementation. However, the implementing partner will receive from UNDP a comprehensive feedback on the use of resources under the Direct Implementation Modality (DIM). Funds for all the remaining activities under this programme will be disbursed to the RGB every quarter using a direct cash transfer - UNDP advances cash funds on a quarterly basis (based on agreed work plan) to the implementing partner, who in turn reports back expense through Funding Authorization and Certification of Expenses (FACE) forms. In this case, RGB will record expenses, from requisition through to disbursement, in their books. This will be done in line with National Implementing Modality, (NIM) and Harmonized Approach to Cash Transfers (HACT). The RGB will then be responsible for disbursing these funds to the other implementing partners as indicated in the approved annual and quarterly work plans. The RGB, with the support of the PMU, will be responsible for ensuring that all recipients of programme funds use them in accordance with the agreed upon work plan and budget, and that these funds are promptly accounted for and the expenditure reports submitted to it. Upon receipt of narrative and expenditure reports from the national implementing partners, which shall be expected every 10th day of the month after the quarter, RGB will submit the consolidated narrative and financial report to UNDP to account for the funds received in accordance with its financial regulations and rules. UNDP will receive the narrative and financial reports directly from those CSOs that receive funds under the DIM modality.

UNDP will recover its indirect costs related to the implementation of this programme in accordance with its financial regulations and rules. This will be documented in the Memorandum of Understanding (MOUs) that will be signed with the participating UN organization(s) and in any funding agreement signed with the donor(s). In the case of other resources, interest will be administered in accordance with the financial regulations and rules of the UNDP.

6.2   Audit

Independent audits will be commissioned by the UNDP, as the administrative agent, and undertaken by private audit services in line with the UN guidelines and standards for auditing. Implementing partners will cooperate with members of the Programme Steering Committee in monitoring and reporting on all activities supported by the programme. They will facilitate access to relevant financial records and personnel responsible for cash administration. The audit will be based on cash ceilings that necessitate an audit and those whose financial management capacity requires strengthening.

6.3   Asset Management

All assets and equipment acquired to support the implementation of this programme will remain the property of the United Nations as per UN Policy on assets management until they are disposed-off or otherwise officially transferred to the Government. The Implementing partners will keep an updated inventory of all assets purchased in the framework of the programme.

7. Monitoring, Evaluation and Reporting

7.1   Monitoring

The PMU shall develop an annual work plan (AWP) using the UNDP format which shall form the basis of undertaking monitoring of the programme. The AWP shall incorporate a monitoring plan containing the results framework, indicators and milestones as well as the timelines for data collection and analysis. The PSC shall adopt the AWP every year.

The PMU with the support of the M&E specialist shall be responsible for implementation of the monitoring plan. This will entail developing monitoring instruments, collection of data through review of Implementing Partners reports, field monitoring visits and holding review meetings with partners. The M&E specialist in conjunction with the capacity building specialists shall assist implementing partners (grantees) to develop and implement their own M&E plans, while providing quality assurance on the same. In addition, the PMU shall organize structured field monitoring visits for the PSC for purposes of collecting feedback from implementing partners and beneficiaries. Information generated from the monitoring activities shall be used to track progress towards achieving results and formulation of programme reports. Field reports will be shared with stakeholders after the visits and filed for future reference.

Monitoring will also entail collection of information to assess risks as contained in the programme risk management framework. This information will be shared with the PSC during the quarterly meetings for assessment of the contextual issues regarding the programme.

7.2   Programme Review

Every year, the PSC shall organize and convene a meeting to review progress in programme implementation and achievement of higher level results (outputs and outcomes). The review will also reflect on the overall context of the programme (taking into account the risks and assumptions that

guided the AWP), lessons learnt, identify best practices and consider recommendations for the next programming cycle. The review will also consider the financial performance of the programme, review grants management and disbursement guidelines and consider future resource needs for the programme. The PSC shall also review the various partnerships that were forged in the implementation period and consider new ones for the next period.

7.3   Evaluation

The PSC shall commission an external midterm review (MTR) to assess the overall progress towards the realization of the programme outcomes. The review will examine the institutional and management arrangements of the programme, its alignment to national development goals and UNDAP results. The MTR findings shall form the basis of restructuring or reorienting the programme for the remaining phase of implementation. The PSC shall commission an external final evaluation. It will assess the achievement of programme outcomes, its contribution to national development goals and UNDAP.

7.4   Reporting

The PMU shall prepare quarterly reports for consideration and review by UNDP and the PSC. Such reports shall be consolidated from monitoring reports, progress reports submitted by grantees and periodic review reports from partners. An annual report shall be prepared and its highlights shall guide the annual programme review meeting mentioned hereinabove. UNDP shall provide the formats for reporting. The Programme Manager or UNDP Programme Specialist responsible for the programme shall be responsible for uploading reports into ATLAS.

7.5   Publicity

The UNDP, RGB and the PSC shall ensure adequate publicity is accorded to the programme. Within the UNCT, UNDP shall utilize the One UN channel to publicize the programme and where appropriate, develop information, education and communication (IEC) materials in various format (brochures, factsheets, video and banners) for this purpose. In all publications and communications regarding the Programme, UNDP and RGB shall acknowledge the contribution of other stakeholders and grantees. UNDP, the One UN and RGB public websites will also be used to publicize the programme. To support UNDP corporate communication strategy, 1% of the total budget will be dedicated to corporate Communications.

8. Results Framework

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Outcome: Accountable and responsive governance system entrenched in Rwanda	• Level of adherence of rule of law in Rwanda • Level of respect for political and civil liberties • Level of quality of service delivery by public institutions	73.37% (RGS - 2012) 73.62% (RGS-2012) 74.93% (RGS - 2012)	80% 80% 80%	Rwanda Governance Score Card	Review of RGS	RGB to publish RGS; PMU will review the RGS mid-term and end-term	Political environment in Rwanda remains stable; Government's commitment to realizing Vision 2020 and EDPRS 2 remains steadfast
Output1: Capacity of local CSOs to effectively and efficiently discharge their mandate enhanced	• Level of stakeholder perception on NGO Sustainability • Level of CSO organization • Level of stakeholder perception on ability of CSOs to respond to societal needs and interests	47% (CSDB) 70.4% (CSDB) 62.80% (CSDB)	60% 76% 70%	Civil Society Development Barometer	Review of CSDB	RGB will publish the CSDB; the PMU will review the CSDB annually	CSO leadership in Rwanda remains committed to capacity development; Development partners and Gov't willing to support CSOs

Key action: 1.1 Enhance Technical, Financial and management capacities of CSOs

Key Activities:

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
1.1.1 Provide grants to consortia for assessment of capacity building plans and its development within CSOs 1.1.2 Publish project management and financial management manual in English, Kinyarwanda and French 1.1.3 Organize policy advocacy training workshops for CSOs							
Key Action: 1.2 Enhance organizational development and sustainability of CSOs							
Key activities: 1.2.1 Organize training workshops in partnership with local higher learning institutions on project cycle management, situation analysis and strategic planning 1.2.2 Organize trainings on NGO leadership and Good Governance 1.2.3 Develop and publish a manual on NGO leadership and Good Governance (in 3 main languages)							
Output 2: Realization of human rights, gender equality, social justice and UPR enhanced	• Level of respect for basic rights pertinent to CSO development	70.8% (CSDB 2012)	75%	Rwanda Governance Scorecard (RGS) and Civil Society Development Barometer (CSDB)	Review of RGS and CSDB	RGB will publish the RGS and CSDB; the PMU will review the RGS and CSDB annually	State remains committed to respecting its human rights obligations under the constitution and international laws; Judicial reforms will proceed smoothly; CSOs willing to engage in human rights advocacy
	• Perceptions on ability of CSOs to hold state and private corporation accountable	48% (CSDB 2012)	65%				
	• Level of Access to legal aid	67.18 (RGS 2012)	75%				
	• Level of adherence to international human rights reporting obligations and gender mainstreaming by	75% and 50% adherence to UN and AU Reporting obligations	100% & 90% respectively	Civil Society	Review of CSDB	RGB will publish the RGS	CSOs leadership and stakeholders

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
	the State • CSOs actions to promote gender equality	respectively 70,9%	90%	Development Barometer (CSDB)		and CSDB; the PMU will review the RGS and CSDB annually	remain committed to gender equality

Key Actions:
2.1 Capacity of human rights and gender equality CSOs enhanced

Key Activities:
2.1.1 Provide grants to CSOs to engage in monitoring of human rights and gender mainstreaming
2.1.2 Extend grant support to CSO involved in civic education

Key action
2.2 Promote human rights and gender mainstreaming in national priority areas within the context of EDPRS II

Key activities:
2.2.1 Organize training workshops on human rights based approaches (HRBA) and gender mainstreaming to development
2.2.2 Publish a manual on HRBA and gender mainstreaming for CSOs
2.2.3 Publish IEC materials on human rights and gender mainstreaming
2.2.4 Support a national radio and TV programme on human rights and gender mainstreaming education
2.2.5 Support to CSOs involved in social protection

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods	Responsibilities	Risks & assumptions
Output 3: Effective citizen engagement and role of CSO in socio-economic development enhanced	• Level of CSO participation • Level of CSO engagement in local governance • No of CSOs influencing public policy • CSO rural penetration rate • CSO in influencing public	62.5% (RGS '12) 77.5% (RGS '12) 27.6% (RGS '12) 61.1%(CSDB'1	75% 85% 75% 50% 75%	Rwanda Governance Scorecard (RGS) and Civil Society Development Barometer (CSDB)	Review of RGS and CSDB	RGB will publish the RGS and CSDB; the PMU will review the RGS and CSDB annually	Citizen appreciate CSOs participation

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
	policy ● CSO in holding state and private corporations accountable	2) 48%(CSDB'12)	60%				

Key Actions:

3.1 enhance capacity of CSOs' engagement in decision-making processes, monitoring service delivery and accountability

Key activities:

3.1.1 provide grants to CSOs involved in citizen engagement on budgeting and development planning

3.1.2 .Provide grants to CSOs involved in culture promotion, youth/women development and self-employment in rural areas

3.1.3 provide grant to CSO engaged in voice and accountability

3.1.4 provide support to JADF structures at district level to enhance CSOs role

3.1.5 .Enhance CSOs' role in local governance and development through Supporting coordination interventions of JADF.

Key Action:

3.2 Enhance role of RGB and policy dialogue interlocutor for Civil Society

Key activities:

3.2.1 Organize bi-annual policy dialogues between civil society and public institutions (duty bearers)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Output 4: CSO including the media to play watchdog role and effectively monitor of service delivery at all levels enhanced	● Level of vibrancy of media in policy formulation	56% (RGS 2012)	65%	Rwanda Governance Scorecard (RGS)	Review of RGS	RGB will publish the RGS; the PMU will review the RGS annually	Media reforms will proceed smoothly; media associations committed to media professionalism

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Key Actions 4.1 Institutional strengthening for media associations							
Key Activities 4.1.1 Provide competitive small grants for media houses to produce content on governance 4.1.2 provide investigative journalism training.							
Key Action: 4.2 Enhance role of media in policy formulation and implementation							
Key activities: 4.2.1 Support training of media associations in policy advocacy and development communication							
Output 5: Programme management properly carried out	• % of activities (scheduled for the period) conducted on time. • % of programme narrative and financial reports submitted by the due date.	n/a n/a	90% 90%	Programme records	Analysis of programme documents and records	The PMU will conduct the analysis quarterly	• Programme staff are recruited on time. • Required financial resources are available and disbursed on time
Key Actions 5.1 Assured the achievement of programme objectives with quality, on time and within budget.							
Key Activities 5.1.1 Provide reliable technical support to implementation of programme activities 5.1.2 Conduct quarterly/annual reviews against Annual Work Plans and coordinate midterm and final programme evaluations and prepare the relevant programme progress reports for consideration by the steering committee 5.1.3 Effectively communicate programme results in all appropriate media							

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Baseline	Target (by 2018)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Output 6: The role of RGB as a capacity enabler for CSOs enhanced	• Time reduction in NGO registration	• 90 days	• 30 days • Registration system in place and operational	• Programme records • Civil Society Barometer	Review of CSDB	RGB will publish the RGS and CSDB; the PMU will review the RGS and CSDB annually	• RGB & CSOs committed to use the electronic system • Capacity building of users of the system

Key Activities

5.2.1 Support RGB to hold annual NGO Week

5.2.2 Support RGB to publish Directory of CSOs biennially

5.2.3 Support RGB in efficient registration of CSOs

5.3.4 Support RGB in enhancing delivery and monitoring CSOs activities

9. Risk Management Framework

Risk	Type and Impact	Probability	Mitigation
1. Decline in political support by the GoR for the programme	**Political: High** Civil society strengthening can only succeed if the Government plays a facilitative role	**Low** Government has prioritized CSO strengthening in EDPRS	High level engagement by the UN and development partners with GoR to maintain focus and support for CSO strengthening and jointly address potentially sensitive issues.
2. CSO leadership	**Political: Medium** Without CSO participation, the programme will effectively stall.	**Medium** Even though the programme has enjoyed commendable stakeholder support during the pre-design consultations, CSOs and development partners may still view the role of RGB in the programme as non- neutral	The PSC should maintain broad-based membership and ensure constant feedback to stakeholders while adhering to highest standards of integrity and transparency in grantee selection. UNDP should play its quality control role effectively
3. The Rwandan State commitment to its human rights obligations under municipal and international law as well as goodwill for judicial and media reforms declines	**Political: Low** Human rights advocacy and monitoring work of CSOs will proceed smoothly if the State honours its human rights obligations under law	**Low** The GoR has committed itself to the Universal Periodic Review (UPR) Process and is due to appear before the Human Rights Council (HRC) in 2015. It may not be in the interest of the GoR to act in a manner that diminishes its standing before the HRC and the international community	CSOs funded under the programme will be encouraged to share their human rights reports with the GoR and engage in constructive discussions over the same.

Risk	Type and Impact	Probability	Mitigation
4. Decentralized state structures view CSOs negatively and hence resist their participation in decision-making and monitoring of public service delivery	**Political: Medium** Advocacy around citizen participation shall target decentralized structures as their primary audiences. The programme will fail if the audiences resist CSO participation	**Low** There is limited understanding of the role of civil society in development processes by state officials working in the sub-national levels.	The Programme will incorporate capacity building and sensitization activities for decentralized structures on the role of CSOs in development process
5. CSOs may not adequately implement the selected projects and fulfill their reporting obligations to the Programme	**Financial: Medium** The programme may target CSOs who have the minimum required project and financial management capacities and and experience in grants administration	**Low** Capacity for financial management, M&E and reporting among CSOs is evidently limited	The programme shall prioritize capacity building for grantees on financial management, M&E and reporting. This shall be done at the formative stages of the programme. The PMU will constantly monitor the performance of CSOs and report the same to the PSC of corrective action, should incidences occur
6. RGB and UNDP do not fulfill all their responsibilities as the implementation partners due to resource and capacity constraints	**Financial & Management: Low** The success of the programme is predicated on the ability of RGB and UNDP to fulfill its obligations	**Low** RGB has a wide and overwhelming regulatory mandate which may constrain the close attention and focus required for the programme. The funding gap for the programme may also constrain employment of critical PMU staff.	RGB and UNDP will approach the GoR and DPs to commit budgetary support to the Programme. RGB will also second some of its staff to the PMU. UNDP will play the residual backstopping role to the programme

10. Programme Budget

Result hierarchy	Key Implementing Partners	Responsible Agency	Planned Budget in USD				Timeframe				
			Total Budget	One-UN & other donors	UNDP contribution	GoR	Y1	Y2	Y3	Y4	Y5
UNDAP Focus Area: Accountable Governance											
Expected Outcome: Accountable and responsive governance system entrenched in Rwanda											
Output1: Capacity of CSOs strengthened to discharge their mandates effectively, efficiently and sustainably.											
1.1.1 Provide grants to consortia to train CSOs	RGB	RGB	150,000	100,000	50,000		30,000	30,000	30,000	30,000	30,000
1.1.2 Develop and publish project management and financial management manual in English, Kinyarwanda and French.	RGB	RGB/UNDP	75,000	0	35,000	40,000	15,000	15,000	15,000	15,000	15,000
1.1.3 Organize policy advocacy training workshops to CSOs	RGB	RGB	150,000	50,000	100,000		30,000	30,000	30,000	30,000	30,000
1.2.1 Support RGB to engage local universities and Colleges on provision of professional certificate courses to NGO workers in project and financial management and strategic planning	RGB	RGB/UNDP	250,000	70,000	80,000	100,000	50,000	50,000	50,000	50,000	50,000
1.2.2 Organize trainings on NGO leadership and Good Governance	RGB	RGB	200,000	0	50,000	150,000	50,000	75,000	25,000	25,000	25,000
1.2.3 Develop and publish a manual on NGO leadership and Good Governance in English, Kinyarwanda and French.	RGB	RGB	75,000	40,000	35,000		15,000	15,000	15,000	15,000	15,000
Total – Output 1			900,000	260,000	350,000		190,000	215,000	165,000	165,000	165,000
Output 2: Realization of human rights, gender and social justice enhanced											
2.1.1 Provide grants to CSOs to influence public policy	CSOs	UNDP	250,000	180,000	70,000		50,000	50,000	50,000	50,000	50,000

Activity	CSOs	UNDP	Total								
2.1.2 Provide grants to CSOs in holding state and private corporation accountable	RGB	UNDP	370,000	280,000	90,000		100,000	120,000	50,000	50,000	50,000
2.2.1 Organize training workshops on human rights based approaches (HRBA) and gender mainstreaming in development	RGB	UNDP	250,000	200,000	50,000		50,000	50,000	50,000	50,000	50,000
2.2.2 Publish a manual on HRBA and gender mainstreaming for CSOs	RGB	UNDP	60,000	0	60,000		20,000	10,000	10,000	10,000	10,000
2.2.3 Publish IEC materials on human rights	RGB	UNDP	100,000	60,000	40,000		20,000	20,000	20,000	20,000	20,000
2.2.4 Support a national radio and TV programme on human rights and gender education	RGB	RGB	167,500	0	67,500	100,000	33,500	33,500	33,500	33,500	33,500
2.2.5 Provide grants to CSOs involved in social protection	RGB	RGB	500,000	300,000	200,000		100,000	100,000	100,000	100,000	100,000
Total – Output 2			1,697,500	1,020,000	577,500		373,500	383,500	313,500	313,500	313,500
Output 3: Effective citizen engagement and role of CSO in socio-economic development enhanced											
3.1.1 Provide grants to CSOs involved in citizen engagement on budgeting and development planning	RGB	RGB	360,000	200,000	160,000		60,000	100,000	100,000	50,000	50,000
3.1.2 Provide grants to CSOs involved in culture promotion, youth/women development and self-employment in rural areas	RGB	RGB	500,000	200,000	300,000		100,000	100,000	100,000	100,000	100,000
3.1.3 provide grant to CSO engaged in JADF	RGB	RGB	400,000	320,000	80,000		80,000	80,000	80,000	80,000	80,000
3.1.4 provide support to JADF structures at District level	RGB	RGB	500,000	350,000	150,000		100,000	100,000	100,000	100,000	100,000
3.1.5 .Enhance CSOs' role in local governance and development through Supporting coordination interventions of JADF.	RGB	RGB	500,000	250,000	118,600	131,400	100,000	100,000	100,000	100,000	100,000
3.2.1 Organize bi-annual policy dialogues between civil society and public institutions (duty bearers)	RGB	RGB	400,000	200,000	100,000	100,000	80,000	80,000	80,000	80,000	80,000
Total - Output 3			2,660,000	1,520,000	908,600		520,000	560,000	560,000	510,000	510,000
Output 4: CSO including Media to play watchdog role and effectively monitor of service delivery at all levels enhanced											

Activity	Responsible party		Total								
4.1.1 Provide competitive small grants to CSO involved in service delivery and monitoring	RGB	RGB	250,000	100,000	150,000		50000	50,000	50,000	50,000	50,000
4.1.2 provide grant media ,think tanks involved in investigative work	RGB	RGB/UNDP	250,000	150,000	100,000		50,000	50,000	50,000	50,000	50,000
4.2.1 Support capacity building of media associations and NGOs involved in policy advocacy and development communication	RGB	RGB/UNDP	250,000	150,000	100,000		50,000	50,000	50,000	50,000	50,000
Total - Output 4			750,000	400,000	350,000		150,000	150,000	150,000	150,000	150,000
Output 5: Programme management properly carried out											
5.1 Programme management support	UNDP	UNDP	666,000	300,000	266000	100,000	133,200	133,200	133,200	133,200	133,200
5.2 Monitoring and Evaluation Costs (midterm and final evaluation, forum of grantees meetings, joint monitoring visits)	RGB/UNDP	UNDP/RGB	174000	74,000	100,000		20,000	45,000	32,000	32,000	45,000
5.3 Communication and publicity costs	RGB/UNDP	UNDP/RGB	57,900	0	27,900	30,000	11,580	11,580	11,580	11,580	11,580
5.4 Capacity building of implementing partners	RGB	RGB	250,000	50,000	100,000	100,000	50,000	50,000	50,000	50,000	50,000
Total output5			1,147,900	424,000	493,900	230,000	214,780	239,780	226,780	226,780	239,780
Output 6: Programme support to RGB											
6.1 Support RGB to hold annual NGO Week	RGB	RGB	250,000	0	100,000	150,000	50,000	50,000	50,000	50,000	50,000
6.2.Support RGB to publish Directory of CSOs biennially	RGB	RGB	75,000	40,000	20,000	15,000	15,000	15,000	15,000	15,000	15,000
6.3.Support RGB in efficient registration of CSOs	RGB	RGB/UNDP	200,000	50,000	100,000	50,000	100,000	25,000	25,000	25,000	25,000
6.4 Administrative support	RGB	RGB	333,600	0	0	333,600	66,720	66,720	66,720	66,720	66,720
6.5.Support RGB to enhance service delivery and monitoring CSOs activities	RGB	RGB/UNDP	300,000	100,000	100,000	100,000	100,000	80,000	60,000	30,000	30,000
Total output6			1,158,600	190,000	320,000	648,600	331,720	236,720	216,720	186,720	186,720
Total (outputs 1-6)			8,314,000	3,814,000	3,000,000	1,500,000	1,780,000	1,785,000	1,632,000	1,552,000	1,565,000
GMS (7 % of total Cost)				305,120							
Grand total			8,619,120								

12. Legal Context

The following is the legal context of cooperation between the UNDP and the government of Rwanda

Participating UN organization	Agreement
UNDP	This Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement (SBBA) between the Government of Rwanda and the United Nations Development Programme, signed by the parties on 2nd February 1977.

The following types of revision may be made to this Programme Document, only with signature of the One UN Resident Coordinator or his designated representative; provided that s/he is assured that the other signatories of the programme document have no objections to the proposed changes:

- Revisions or in addition of any of the annexes of the Programme Document
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a programme, but are caused by the rearrangement of inputs already agreed to or caused by cost increases due to inflation; and
- Mandatory annual revisions, which rephrase the delivery of agreed programme inputs, or increase expert or other costs due to inflation, or take into account expenditure flexibility

The Implementing Partners/Executing Agency agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm.