

**PROJECT DOCUMENT****[UNDP Rwanda, DDAG II Programme Document]****Project Title: Deepening Democracy through Strengthening Citizen Participation and Accountable Governance II (DDAG)****Project Number:****Implementing Partners: NEC, RGB, MHC,****Responsible parties: MINALOC and NFPO****Direct beneficiaries: Media Associations, Media Self Regulatory Body, Parliament****Start Date: 1st October 2018 End Date: 30th June 2023 PAC Meeting date: 20th Sept 2018**Empowered lives.
Resilient nations.**Brief Description****Overall Development challenge that the programme will address**

In 2017, Rwanda continued to make solid progress in improving governance. Illustratively, the Mo Ibrahim Index of African Governance placed Rwanda in 9th position in good governance achievement, and Transparency International ranked Rwanda as the 3rd least corrupt country in Sub-Saharan Africa.¹ The Gallup Global Law and Order report also ranked Rwanda the 2nd safest country in Africa, and 11th globally. Similarly, Rwanda led on the empowerment of women, appointing women to 55% of the positions in the new cabinet. In 2017, Rwanda ranked 4th globally and 1st in Africa in closing the Gender Gap. Rwanda's continued solid progress and commitment to good governance and women's empowerment provide a strong underpinning for the implementation of the country's new seven-year National Strategy for Transformation (NST1) 2017-2024, and for the new UNDP II and UNDP CPD.

Despite the substantial progress that the country has made in these areas over the last two decades, there are still persisting challenges. For example, studies revealed that, the overall citizen participation in stood at 63.4% and satisfaction with their participation in decision making was at 45.5% (CRC, 2017). On service delivery, the Rwanda Governance Scorecard (RGS) indicates that, the quality of service delivery was one of the least performing governance indicators in Rwanda, moving from 66.21% in 2010 to 72.9 in 2016.²

With respect to accountability, most institutions can be regarded as nascent; still building structures and capacities. This applies, for example, to parliamentary committees which continue to be formed with new members, the Media Self Regulatory Body and the Media High Council (MHC), both of which have also seen changes in their roles. Within the media sector, a few media houses are financially viable, and much remains to be done in enhancing media professionalism and ethics. Moreover, according to the Rwanda Media Commission (2018) of the 858 accredited journalists only 23.65% were women while 76.34% were men. Also, of the more than 200 media houses only 10 were owned and managed by women. This data indicate that, there is still a long way to go in the implementation of the ICCPR treaty particularly with respect to gender equality and gender mainstreaming in the media sector.

Programme Expected Results

In response to the challenges identified, the programme will place strong emphasis on achieving results related to public participation and engagement, access to information, improved accountability and gender equality in democratic processes.

Key expected outcomes of the programme include greater empowerment of citizens to participate in decision making processes and increased demand for accountability at all levels. In addition, citizens will have greater access to public information, and policy makers will use evidence-based information for decision making as well as for planning at all levels. It is also expected that, services to citizens will be delivered in a more timely manner and with higher quality. Finally, the programme aims at strengthening women participation in democratic processes, promoting gender parity in leadership and gender equality in

¹ https://www.transparency.org/news/feature/corruption_perceptions_index_2016

² RGB. 2016. Rwanda Governance Scorecard (RGS).

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the media sector. These outcomes will ultimately result in a more peaceful and democratic society, where freedoms and human rights are fully protected and respected and where management of public affairs, including resources, is conducted in a more effective, accountable and transparent manner at national and decentralized levels.

The programme is aligned to Rwanda’s national priorities as outlined in the National Strategy for Transformation (NST1) particularly in *Transformational Governance pillar*, and the National Sector Strategy (SSP) for governance and decentralization. The programme responds to the UNDAF II outcome 6 which is “By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.” It is aligned to the UNDP Strategic Plan (SP) Outcome 2: *Accelerate structural transformations for sustainable development*. This program is in line with the **Universal Declaration of Human Rights (UDHR)** which establishes the key civil and political rights, and the international covenant on civil and political rights. *It is also aligned to the International Convention on the Elimination of All Forms of Discrimination against Women and pays due attention to the 2006 Convention on the Rights of Persons with Disabilities (CRPD) which call for respect of fundamental rights and obligations vis-à-vis people with disabilities including in the management of public affairs.*

Contributing Outcome (UNDAF/CPD, RPD or GPD):

UNDAF outcome 6: *By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.*

Indicative Output(s):

Output 1. *NEC and CSOs have required capacities to increase public participation and engagement in democratic processes.*

Output 2. *Media institutions have reinforced technical capacity to increase access to quality information and promote citizen active participation in public processes.*



Output 3. *Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation.*

Output 4: *The National Electoral Commission and Media High Council have enhanced capacity to ensure gender accountability through gender mainstreaming in the elections processes and media sector*

Output 5. *Effective Programme Management, Monitoring and Evaluation*

Total available resources:	\$5,238,716	
Total resources allocated:	UNDP TRAC:	\$4,262,580
	Donor:	
	Donor:	
	Government (RGB):	\$776,136
	In-Kind:	

Agreed by (signatures)³:

Government Ministry of Finance and Economic Planning	United Nations Development Programme	Rwanda Governance Board
 <p><i>[Signature]</i> Name: UZZIEL NDAQUIMANA Date: 06/11/2018</p>	<p><i>[Signature]</i> Name: FODE NDIAYE UNDP RESIDENTS REPRESENTATIVE Date: 11/10/2018</p>	<p>CEO/RGB <i>[Signature]</i> Print Name: SHYAKA ANASTASE Date: 15/10/18</p>
Implementing Partner National Electoral Commission	Implementing Partner Media High Council	
<p><i>[Signature]</i> Name: MUNYANEZA CHARLES ES/NEC Date: 11/10/2018</p>	<p><i>[Signature]</i> Name: MBUNGIRAMITIGO Peacemaker ES MITC Date: 11/10/2018</p>	

³ Note: Adjust signatures as needed

87.10%(RGS). Rwanda also boasts having the highest percentage of women in parliament globally. Support will, however, be needed to help ensure that these positive achievements continue throughout the electoral cycle (ending in 2021), and that elected female politicians are equipped to perform their duties.

Progress on GEWE has also not been uniform, and major challenges can be seen in the media sector. Reports from the Rwanda Media Commission reveal huge gaps particularly in the degree of participation of women as media practitioners, managers and owners of media houses. In 2018, the media records indicate that among 858 accredited journalists only 23.65% are women while 76.34% are men. In 2017, there were only 10 female owners of the more than 200 media houses in Rwanda.

Service Delivery

Studies have shown that there is an underdeveloped customer service delivery culture in both public and private institutions and that greater efforts are needed to improve efficiency in service delivery and achieve national target of 90% satisfaction rate (NST1 2018-2014). In 2017, citizen satisfaction with public service delivery was at 70.9% (CRC, 2017). Even though there are various surveys produced annually on the level of citizen satisfaction with service delivery, there is low level of utilization of data generated to inform policy-making, planning, monitoring and evaluation particularly at local levels. Further, there is a need for disaggregated data in a more useable form, as well as for enhanced dialogue between state and non-state actors on the findings of these surveys/evidence tools. With the current Sector Working Group (SWG) more focussed on decentralization, there is scope for a platform that can promote dialogue on these and other broader issues of governance. Promoting citizen-centered governance and delivery will be an important contribution to achieve NST1.

Media and Access to Information

Rwanda has put in place appropriate legislation and policies to guarantee access to public information. Additionally, media reform laws initiated since 2013 have helped strengthen media autonomy, including establishing a media self-regulating body. However, citizen satisfaction with access to information is still ranked low, standing at 65%, and media availability to citizens was ranked 65.8% (RMB, 2016). There is a strong need to build capacity of media institutions to help expand access to information. More broadly, the media sector is also regarded as nascent. While there has been a tremendous growth in the number of media houses, few are financially viable and the quality of journalism remains weak. Capacity support provided over the past few years has had a big impact on improving practical skills in journalism, resulting in an expansion of news stories (including coverage of government programmes) produced and disseminated. Nonetheless, studies indicate that only 61% of media practitioners could access trainings that are relevant to their needs (MHC, 2016). More work is needed in building professional capacity within the sector, and in supporting these institutions to have a greater role and voice in underpinning freedom of expression. A strong media is needed to ensure empowered citizenry and facilitate informed citizen contribution in public and democratic processes while holding accountable duty bearers at all levels.

Home Grown Solutions

It is well recognized that much of Rwanda's development was due to Home-Grown Solutions (HGS) that are based on its national heritage, historical consciousness and strive for self-reliance. HGS span virtually all sectors of development, including the Mutuelle de Sante (Health), Girinka or One Cow per Family (poverty and social development), Ubudehe (poverty), Gacaca courts (Justice and reconciliation),

Imihigo (governance and public service), Community health workers (Health) , Umuganda (community work), umugoroba w' ababyeyi (parents' evening) and Itorerero (civic education programme).

Rwanda's remarkable achievements using HGSs have made the country a repository of valuable development knowledge and experience, and a major contributor to South-South and Tri-lateral cooperation initiatives. Each year, many countries come to study Rwanda's HGS which are also often presented at regional and international fora. HGSs are also expected to continue playing a key role in powering Rwanda's drive to achieve the ambitious goals laid out in the NST1 and Vision 2050. This programme will also spur governance innovations towards fostering national governance in Rwanda.

However, the HGS approach is constrained by the lack of i) a legal framework and proper coordination mechanism; ii) a database of certified facilitators for each HGS instruments; and iii) documentation, packaging and branding to market Rwandan knowledge products.

The new DDAG programme will therefore focus on addressing the challenges described above with a dual focus on building capacities of institutions to effectively perform their functions and, at the same time, empowering the media and citizens to ensure quality participation and accountability.

II. STRATEGY

LESSONS LEARNED

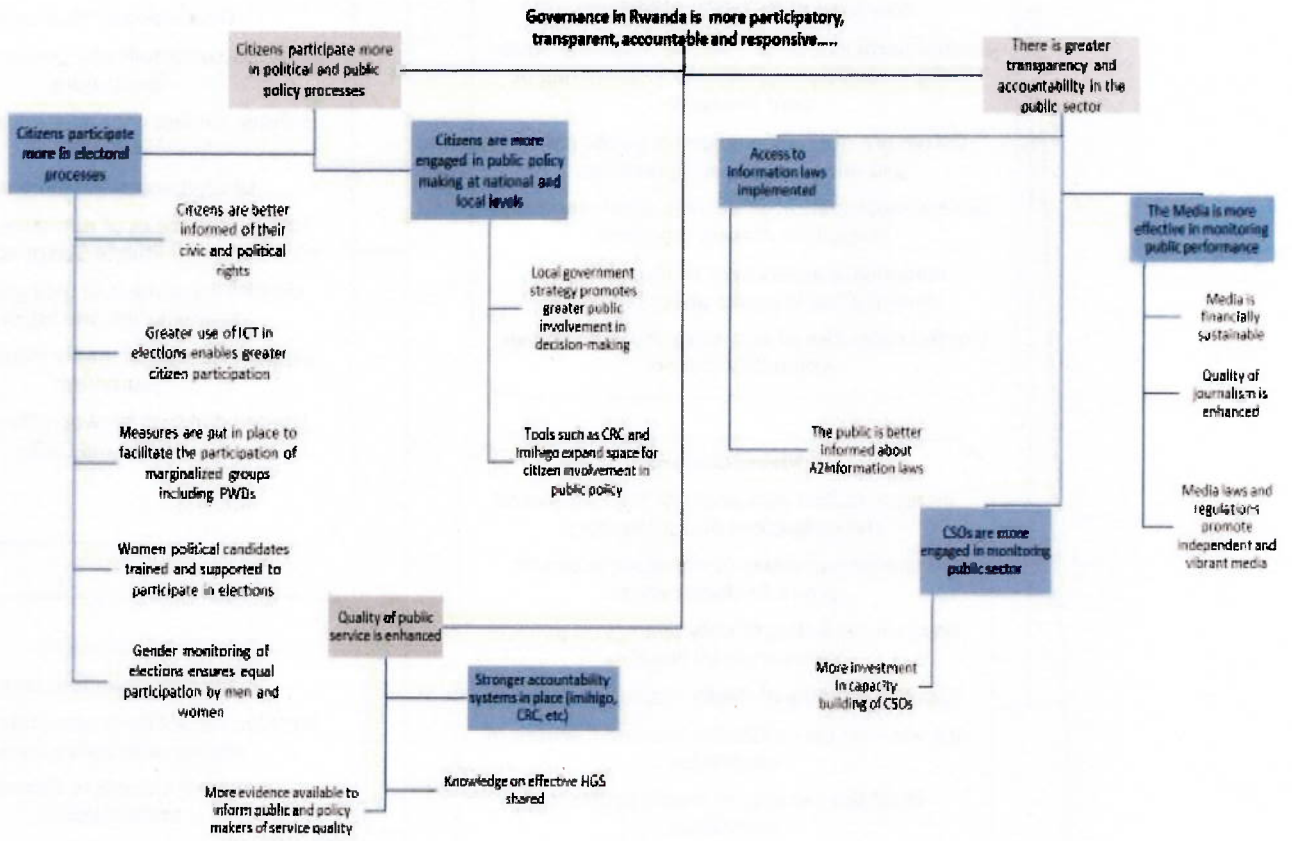
The new programme will build on achievements and lessons from the previous Deepening Democracy through strengthening Citizen Participation and Accountable Governance (DDAG) programme. Based on evaluations undertaken, key lessons include the following:

- Bringing together key stakeholders in the programme implementation framework. Experience shows that joint planning and implementation, and holding regular joint discussions with partners, promotes synergy and coherence in implementation and is cost effective. For example: the National Media Dialogue, combined with Journalism Development Award, Africa Day of Information and Rwanda Media Barometer launching and dissemination brought together multiple partners and facilitated deeper discussions on many of the issues facing the media sector.
- The joint programme implementation framework also facilitated efficient use of resources, including reaching consensus on the reallocation of funds between partner institutions to address emerging priorities.
- The use of volunteers also enabled the Government of Rwanda to conduct elections that are less expensive compared to the rest of the world. This was cited as a good practice by the 2015 UN Needs Assistance Mission.
- Delivering civic education through partnership with electoral stakeholders promotes synergy, is less expensive, and enables the EMB to reach more citizens inspite of its own limited number of staff.
- Combining theoretical and practical field trainings for media practioners contributed to improved practical skills and news dissemination.
- Consistently availing evidence on key issues of governance promotes citizen-centered development at all levels and increases the level of accountability of institutions. Tools such as the Citizen Report Card and Rwanda Governance Scorecard have become key instruments of deepening accountability.

Theory of Change

Brief Summary of the Theory of Change:

Our Theory of Change states that increased level of citizen participation through voter and civic duties, access to information, voice, action, and interaction with national, central government and service providers, can create increased responsiveness in duty bearers and power holders leading to greater inclusive participation, increased accountability and improved timely and quality service delivery. DDAG programme seeks to sustain a platform for improving inclusiveness, accountability, transparency and responsiveness in governance through strengthened citizen voice and engagement in democratic processes.



Problem tree Analysis: Low citizen participation in decision making processes; Limited accountability by public and private institutions; Limited investment in data generation, dissemination and advocacy for service delivery



Theory of Change goal statement

The theory of change asserts that in order to attain a more peaceful, just and democratic society, in which public institutions deliver quality services to people, investments are needed in enhancing public participation and strengthening institutions that can facilitate accountability and citizen voice. The programme will therefore focus on the promotion of civil and political rights at all levels as a prerequisite for national transformation and sustainable development in Rwanda. This will involve promoting people's empowerment and their active participation in and contribution to public and political processes as a means to improve service delivery and accountability at all levels. Strengthening accountability and improving service delivery also calls for investments in enhancing the important role of the media and civil society organisations which serve as both partners and watchdogs in development. Credible data is also critical both to inform policy-making and to assess performance openly and transparently. As such, by investing in these areas – public participation, media and CSO development, citizen voice, and data for decision-making – the programme aims to help deepen democracy and good governance and support Rwanda to achieve its development objectives as articulated in the NST 2018-2023.

THE PROGRAMME STRATEGIES

The programme strategy has been designed in response to the development challenges outlined above and the national priorities of the NST. The strategy is aligned to and will contribute to achieving UNDAP II outcome six which states: "By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services".

Strategy 1: Inclusion of women and vulnerable groups

A key strategy of the programme will be to focus on youth and women who constitute the majority of the population. Developing a mature democratic culture means investing in the youth who will become the future leaders of the society. No society can develop effectively without the inclusion of women, and the programme will draw on Rwanda's tremendous achievements with respect to women's political empowerment and representation. To promote the respect of the International Convention on the Rights of people with disabilities, the program will pay particular attention towards the inclusion and active participation of people with disabilities in governance processes. In line with the SDG Agenda, a key strategy of the programme will be to target vulnerable groups, ensuring that no one is left behind. Inclusiveness is among the main hallmarks of democracy and good governance and, as such, the programme will aim to provide platforms that give voice to all groups within the society.

Strategy 2: Geographic targeting/Area based development

The current programme also aims to be more geographically targeted to support both national efforts to address the needs of the poorest districts in delivering better services to the people of Rwanda as well as to ensure alignment to the work of other UN agencies. The seven poorest districts which are Burera, Gicumbi, Gisagara, Nyaruguru, Ngororero, Nyamasheke and Rutsiro will be given particular attention within the Delivering as One UN framework and UNDP will likewise provide targeted support to these areas. These districts will be particularly supported in building their capacities to deliver good services

to the citizens and fast track the implementation of their respective districts development strategies and contribute to the localization of the sustainable developments goals.

Strategy 3: Sustain and deepen the decentralization gains

UNDP will also support and leverage other national efforts including the implementation of the decentralization policy which aims of ensuring citizen centered development and inclusion of vulnerable groups. The program will support the development of the local government capacity development strategy and its implementation plan which can provide a key entry point for enabling districts to become more effective in providing services and improving the well being of people. Accountability on service delivery at local level will constitute a key area of focus to accelerate the development efforts at local level.

Strategy 4: Promoting inclusive participation in governance

This strategy component consists of expanding quality participation through facilitating community and national participation in democratic and development processes, with a special focus on the inclusion of people living with disability, youth and women as well as groups which require special attention due to their economic or social status. The programme will support governance assessments and independent research findings to inform planning, policy making and decision making. These assessments and data will also provide a basis for dialogue with relevant stakeholders on issues relating to quality service delivery and public planning and implementation of services at all levels. Dialogue will be used as a strategy to help enhance inclusive participation in democratic governance processes and to strengthen political and public accountability at national and decentralized levels. Furthermore, the capacity of duty bearers will be reinforced to ensure citizen centered development at all levels.

The program will also focus on supporting relevant governance stakeholders outside of the public sector, targeting institutions such as the media, civil society organisations, research institutes, think tanks and academia. These institutions play a critical role in promoting accountability, transparency, and inclusiveness and can help to ensure that duty bearers and rights holders are aware of their rights and duties and perform their functions effectively and efficiently.

Strategy 5: National ownership

The Program will ensure adequate involvement of national partners and stakeholders - both state and non-state actors - in identifying priorities and implementing strategies from the inception phase until the end of the interventions. The program will largely rely on national expertise and capacities for the implementation of the interventions so that Rwandan stakeholders are empowered to take charge of their own development. This will also contribute to the sustainability of the interventions.

The programme is designed to be sensitive to emerging national processes, taking into account ongoing reforms to ensure that interventions remain relevant in a changing context. National ownership will also be ensured through the management framework of the program where decision making will involve national partners both at the level of the program technical committee as well as the program steering committee.

III. RESULTS AND PARTNERSHIPS

Expected Results

PROPOSED PROGRAMME INTERVENTIONS

The programme is aligned to national and UN priorities as outlined in the National Strategy for Transformation, the United Nations Development Plan II (UNDAP II), the UNDP Country Programme Document (CPD) and the Sector Strategic Plan for Governance and Decentralization sector (SSPs). The programme will cover two main areas among six priorities of the NST namely **Priority 5: Strengthen Capacity, Service Delivery and Accountability of Public Institutions** and **Priority 6: Increase Citizens' Participation and Engagement in Development**. The programme is also aligned to the Governance and Decentralization Sector Strategy and will cover four out of 8 priorities. The SSP priorities covered by the DDAG programme include the following:

1. Participation, Empowerment and Inclusiveness;
2. Accountability and Transparency;
3. Service Delivery; and

4. Values and Home Grown Solutions for transformational governance

PROPOSED PROGRAMME INTERVENTIONS

Fostering inclusive participation in governance

To promote quality and inclusive participation, the programme will provide support to implementing partners to enhance the quality of citizen participation in public processes with a focus on transparent, peaceful and fair elections as well as local development processes. Specifically, interventions will focus on helping partners to implement articles one, two and four of the National Constitution with activities aimed at strengthening electoral and civic education as well as political empowerment of all categories of people.. The programme will place an emphasis on youth empowerment and gender equality in political processes including elections as well as the inclusion of people living with disability in democratic processes.

It will also increase awareness among various categories of people of the importance of participation in elections and decision-making processes that affect their lives. The capacity of the media will be strengthened to enhance monitoring of elections and help ensure transparency and accountability in the electoral process. Initial electoral support will be provided up to the end of the current electoral cycle ending in 2019. A UN Needs Assessment mission will be conducted and provide recommendations which will frame the One UN electoral support for the next electoral cycle.

Deepening accountability and enhancing service delivery

The programme will continue to support the capacity development of the media sector to build an independent and vibrant media industry which is also free of gender inequalities. Existing training curricula will be reviewed and adapted to ensure that they respond to the current needs of media practitioners, managers and owners. Capacity building will be provided to media practitioners, media houses and managers with a focus on promoting access to information and raise voice of citizens. The gender mainstreaming strategy developed under the previous programme will be implemented to

promote gender equality in the media sector. Research and assessments will also be supported in order to guide dialogue and policy-making relating to the media sector. The programme will also support the operationalization and sustainability of the media self-regulatory body to implement the code of conduct and build professionalism among media practitioners, managers and owners. The Association of Rwandan Journalists and the Association of Female Journalists will be supported to ensure sustainability of operations in the media sector and gender mainstreaming. Capacity building will be provided to ensure community radios are supported through capacity development by MHC in order to raise citizen voices in government programmes and increase access to information.

Under the previous programme, the Citizen Report Card (CRC) was designed and introduced as a tool to inform policy-makers of citizen perception of the quality of service delivery in all sectors across the country. The CRC data also informs sector programming and planning at national and decentralized levels. The programme will continue to support the production and dissemination of the Citizen Report Card and advocacy to ensure that its findings are used to improve service delivery and to inform policies and programmes at all levels of government. As a key element of this process, the programme will continue to promote citizen engagement in dialogue with government leaders and service providers based on the findings and recommendations of the CRC. This support will also focus on ensuring that the service delivery study findings are presented in a user-friendly manner and with sex disaggregated data to facilitate planning particularly at the local level. The programme will also support capacity strengthening of the Rwanda Governance Board to monitor the quality of service delivery across all thematic sectors.

Over the last decades, UNDP Rwanda and partners supported governance data in various areas. There is now interest in conducting impact assessments to determine the effectiveness of these tools in influencing improvements in governance, service delivery and public participation. The programme will also facilitate policy dialogue centred on governance research and data on key issues relating to service delivery and public policy.

Supporting Home Grown Solutions and South-South Cooperation

The programme will support the documentation of home grown initiatives and sharing of Rwanda's development experiences both internally and externally through south-south cooperation. This will include continuing to support Rwanda's pioneering efforts on SDG 16 (Rwanda was a pilot country), and the sharing of experiences particularly relating to justice and rule of law, reconciliation and social cohesion, and other best practices in governance.

Strengthening Local Government capacity

Local governments play a critical role in delivering services and implementing the National Strategy for Transformation. UNDP will partner with the Ministry of Local Governments to develop a strategy for enhancing the capacity of local government entities. This is a new area being introduced into the democratic governance programme and is intended to help facilitate community driven development including the achievement of the Sustainable Development Goals (SDGs). The programme will support the local government capacity needs assessment and capacity building strategy which will include the poorest districts in the country that require stronger capacities to implement the decentralization policy and deliver better services to the people of Rwanda. This initiative also presents an opportunity to strengthen people's engagement and dialogue on government programmes at the decentralized level.

Promoting Gender Equality, Human Rights, and Leaving No One Behind (LNOB)

Gender equality and LNOB will be cross-cutting themes across all outputs of the programme. Inclusiveness will be a central theme of UNDP's support to electoral processes throughout the cycle, with the aim of ensuring that women and special groups (women, youth and people with disabilities) are fully involved in all initiatives, including voter and civic education, volunteer training, political empowerment of women, political dialogues etc.. UNDP will partner relevant stakeholders to provide capacity building for political empowerment of women.

As noted before, according to the Rwanda Media Commission (RMC) (2018), among 858 accredited journalists only 23.65% are women while 76.34% are men. The programme will support the implementation of the gender mainstreaming strategic plan for the media sector. Targeted assistance will be provided to the Association of Female Journalists to enhance their capacities to advance gender equality within the sector.

In all areas of work relating to enhancing service delivery, the programme will also seek to ensure that the needs of vulnerable and marginalized groups are taken into account, and no one is left behind. Efforts will be made to ensure that key governance tools and surveys adequately incorporate the interests and viewpoints of various stakeholder groups, including women, people with disability, youth and others.

The programme will continue to promote awareness of and respect for fundamental human rights. This will be achieved particularly through implementation of activities under output four, where activities will help to promote human rights relating to *freedom of speech, gender equality, human dignity, and the right to participate in political affairs.*

Programme Management

Effective programme management and oversight are key to the success of the programme and to achieving all the intended objectives and outputs. Under this component of the project, UNDP, together with Implementing Partners, responsible parties and beneficiaries will seek to ensure that there is effective monitoring and oversight, including financial audits and spots checks, evaluations and independent research. This component will include key human resources required for the management and implementation of the programme as well as the direct project charges for UNDP staff supporting project implementation. The component will also include support for programme experimentation, innovation, and knowledge generation and sharing. Evaluations and joint monitoring field visits will be included, along with support for resource mobilization and partnership building. As was the case under the previous programme, this component will also support the strengthening of the capacities of Implementing Partners in areas such as programme management, results-based management, gender equality, among others. The programme management team will ensure that relevant policy and advisory support is provided to implementing partners and relevant stakeholders in the area of transformational governance. The programme will also require human resources within the UNDP programme and operations units as well as in selected Implementing Partner institutions. Further, the programme will benefit from regional and headquarters technical expertise to provide substantive guidance, facilitate knowledge sharing and south-south cooperation, as well as to ensure compliance with corporate organizational requirements.

The programme Unit structure is outlined in the management section further below.

Resources Required to Achieve the Expected Results

To achieve the planned results, the programme will require a minimum of \$4,435,209.00 of core funding and other resources in the amount of \$2,000,000. The programme will have a resource mobilization strategy to mobilize additional resources to support programme implementation and sustainability of results.

Partnerships

The new Deepening Democracy and Good Governance programme will build on existing partnerships in order to deliver the expected results. UNDP's work on enhancing service delivery and accountability as well as on Home-Grown Initiatives will benefit from the ongoing partnership with the Rwanda Governance Board (RGB). RGB along with the MHC, ARJ and RMC will be key partners for the proposed components addressing media development and support to other media associations. UNDP will further its partnership with the Media High Council and the Association of Female Journalists to build capacity of media stakeholders and promote gender mainstreaming in the media sector. The National Electoral Commission will lead on the electoral support with initial focus on building capacities of voters and volunteers as well as promoting the use of ICT and gender equality in electoral processes. UNDP will support the National Parliament, not as a permanent IP but as a strategic stakeholder, on the induction of newly elected members of the parliament. The National Forum of Political Organizations becomes a responsible party in promoting women political empowerment. The Ministry of Local Governments will be the Responsible Party in the Development of The National Local Government Capacity Development Strategy and its implementation within the identified seven poorest Districts with the aim of supporting districts in their efforts to deliver better services to the people. The programme will also nurture good relationships with existing Development Partners and forge further strategic partnership with newly identified donors.

Risks and Assumptions

Various studies and analysis have recognized Rwanda as having a peaceful environment with political stability, safety and security. However, there is periodic instability in the region especially in neighbouring countries such as Burundi and DRC, which has stimulated a massive influx of refugees into Rwanda. The political instabilities in the neighbouring countries, and the security threats posed by external rebel groups opposed to the Rwandan political regime pose a low but noteworthy risk to the programme. Governance remains a sensitive area of work within Rwanda and, while small, the risk of changes in the internal political environment and domestic policies could potentially impact on the programme ability to mobilise partnerships and resources.

A log register will be developed with appropriate actions to monitor and mitigate these and other identified risks to ensure that the programme is implemented effectively. The detailed risk log will be presented in the annex to this programme document.

Stakeholder Engagement

The programme will facilitate liaison and collaboration with other governance stakeholders including through exchange of knowledge and joint field visits. The programme will leverage platforms such as the governance and decentralization sector working group and related policy and technical groups to facilitate coordination with the Governments, The Civil Society and development partners in the sector.

As in the past, UNDP will continue to host periodic coordination meetings on governance related issues with development partners and stakeholders.

South-South and Triangular Cooperation (SSC/TrC)

Through its support to the Home Grown Initiatives, the programme will continue to promote local innovation and regional/international south south cooperation. As noted before, Rwanda has a rich history of using Home Grown Solutions in various sectors to advance its development. These solutions have demonstrated effective and innovative ways of reducing poverty (e.g. Giringka, Ubudehe); promoting justice, peace and reconciliation (e.g. Gacaca, Abunzi); improving health and education outcomes (e.g. Mutuelle Sante); and enhancing public sector performance (e.g. Imihigo), among other things. With governance increasingly recognized as a bedrock for development, Rwanda has seen continued growth in the number of countries interested in learning about its home grown governance solutions. The programme will continue to foster these exchanges, including support for Rwanda to learn from the experiences of other countries.

Knowledge and Communication

The programme will produce communication materials such as videos, leaflets, articles and brochures to promote visibility of results, showcase success stories, and support resource mobilisation. Further, best practices will be documented to ensure that lessons learnt are shared locally and internationally. The programme will also produce knowledge products from independent research and support innovative governance tools such as the Citizen Report Card which can provide knowledge and good practices for monitoring and evaluations to inform programme design and adjustments and, potentially, other relevant policies and strategies. Every effort will be made to promote cross unit/institution learning and collaboration. A programme bulletin will be developed to facilitate information sharing among Implementing Partners and stakeholders.

Sustainability and Scaling Up

The programme will promote ownership of the interventions by national partners to ensure sustainability of results. National implementation will continue to be the preferred implementation modality. In areas such as media development, the programme will promote stakeholder dialogue on strategies to achieve financial sustainability within the sector.

The programme will support documenting and sharing best practices and home grown solutions, including through national and regional/international workshops/conferences as a means of promoting adoption and scale-up nationally and internationally.

It will also help to strengthen the capacity of Implementing Partners to ensure that projects are appropriately managed to deliver results.

Project Management

Cost Efficiency and Effectiveness

According to the end line evaluation of DDAG, the programme was able to achieve expected results within the limited budget. This was due to the capacity building that UNDP provided to partners on project management and results based management, which contributed to efficiency and effectiveness.

The programme will draw on the lessons learnt from the DDAG phase 1 while continuing to explore new and innovative approaches to attain results effectively and efficiently.

RGB, NEC, MHC and UNDP will be responsible for the overall implementation of the programme and ensuring that the day to day activities are implemented in accordance with the project document and results framework and budget, as well as the work-plans and related budgets which will be developed in partnership with UNDP on an annual basis.

The Implementing Partners will be accountable to the Project Board and UNDP for the resources that will be submitted to their project accounts for the implementation of project activities. In this regard, UNDP acknowledges financial and operational autonomy of each institution.

The Implementing partners will ensure that essential staff are appointed to ensure adequate project implementation, coordination and supervision, and that a focal person with liaison responsibilities is selected to represent the Implementing partners whenever requested by UNDP. The work plans for all programme outputs will be prepared by the technical teams and approved by the joint Project Board.

UNDP will also enter into a partnership with Academia, CSOs, think tanks or research institutions to conduct independent surveys and assessments. In this respect, before entering such partnership, UNDP will carry out a competitive-based process, including a Capacity Assessment of selected partners, followed by an Expression of Interest (EOI), and then a Request for Proposal (RFP). This process will increase transparency, accountability and cost efficiency, including value for money.

Programme Management

The programme will be implemented through the National Implementation Modality (NIM), with components earmarked for UNDP direct implementation with particular focus on technical and advisory support, quality assurance and oversight. The programme will operate within the context of the UN delivering as one, promoting effective coordination and synergy across ONE UN Agencies.

The implementing partners, RGB, NEC, MHC will provide professional guidance, working space and equipment for its programme team and this in addition to the GoR financial contribution to the program. UNDP will support the staff cost at RGB for the project coordinator, the finance specialist and a transitional period of two years for the governance specialist. UNDP will also provide staff for the management of the program mainly one program coordinator and one program associate. The coordination of the programme activities and outputs will be ensured through the Programme Board (Programme Steering Committee) and regular coordination mechanisms that include the implementing partner and other relevant stakeholders.

Coordination with other UN Agencies will be done by the Governance Team of the UNDP country office through the One UN Results Group on Transformational Governance.

The programme will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP.

Results Framework

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:

Outcome 1: By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:

- Indicator 4.1.** Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
Baseline: 77.01%
Target: 85%
- Indicator 4.2.** Percentage of people satisfied with access to public information
Baseline: 78.21%
Target: 84%
- Indicator 4.3.** Citizen satisfaction with quality of service delivery.
Baseline: 72.9%
Target: 77.93%
- Indicator 4.4.** % of citizen satisfaction in their participation in decision making process (disaggregated by sex and age)
Baseline: 69.5 % (CRC 2017)
Target: 80%

UNDP Strategic Plan outcome 2: Accelerate structural transformations for sustainable development

Project title and Atlas Project Number: Deepening Democracy through Strengthening Citizen Participation and Accountability Governance (DDAG), 00075985

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)					FINAL	DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5		
Output 1. NEC and CSOs have required capacities to increase public participation and engagement in	1.1 Indicator: % of eligible voters (disaggregated by sex) benefiting from civic and voter education	RGS NEC Report on elections	73%	2016	76%	80%	83%	86%	89%		RGS Risks on data collection methods is low

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democratic processes.	<p>1.2 Indicator: Extent to which the Elections Management Body has strengthened capacities to conduct inclusive, effective and accountable elections</p> <p>Baseline: Electoral calendar partially implemented 71.4%</p> <p>Target: Electoral calendar fully implemented 100%</p>	NEC elections reports	Electoral calendar partially implemented 71.4%	2017	Electoral calendar fully implemented 100%	Electoral calendar fully implemented 100%	Electoral calendar fully implemented 100%	Electoral calendar fully implemented 100%	Electoral calendar fully implemented 100%	Electoral calendar fully implemented 100%	NEC report
<p>Output 2. Media institutions have reinforced technical capacity to increase access to quality information and promote citizen active participation in public processes.</p>	<p>2.1 Indicator Level of citizen satisfaction with media capacity to promote informed decision making</p> <p>2.2. Indicator: % of media professionals who have accessed training appropriate to their needs</p> <p>Baseline: 61%</p> <p>Target: 70%</p>	RMB	61%	2016	62%	63%	66%	68%	70%	RMB	
											RMB/RMC Annual Report
<p>2.2 Indicator Percentage of complaints resolved against those received by the Media self-regulatory body.</p>		RMB/RMC Annual Report	80%	2017	83%	87%	90%	93%	95%	RGB/RMC REPORT	

<p>Output 3. Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation</p>	<p>3.1. Number of newly elected Members of Parliament received Induction (disaggregated by sex)</p>	Parliament Report	0%	2017	80%	85%	90%	95%	100%			
	<p>3.2. Number of females candidates to the legislative elections (Senate) received training on effective electoral campaign</p>	NWC & NFPO Reports	0%	2018	80%	85%	90%	95%	100%			
	<p>3.3. Indicator National strategy for local government capacity building developed</p>											
	<p>3.4. Capacity needs assessment conducted including gender gaps at local level</p>	MINALOC Report	No	2018	Yes	Implemented in first pilot districts	Implemented in second pilot districts	Implemented in second pilot districts	Implemented in second pilot districts	Implemented in third pilot districts		MINALOC REPORT
	<p>3.3. Local Government Capacity Development developed and implemented</p>											
	<p>3.5. Indicator: Extent to which Citizen Report Card is used to improve service delivery at District level</p>	TBD	??	2017	2 ⁷	2 ⁸	2 ⁹	2 ¹⁰	2 ¹¹			CRC Policy dialogue and Engagement report
	<p>3.6. Indicator: Number of Home Grown Solutions impact assessment conducted</p>	RGB Report Impact assessment report	9	2017	2	2	2	2	2	1		RGB Report Impact Assessment Report
	<p>3.7. Indicator: Number of Home Grown solutions documented</p>	RGB Report Documentati on report	9	2016	2	2	2	2	2	1		RGB Report Documentati on Report
	<p>3.8. Number of South South Cooperation missions received the Programme</p>	IP Reports	0	2017	2	2	2	2	2		RGB Report	

7 1 – limited extent; 2 – to some extent; 3 – to a large extent.
8 1 – limited extent; 2 – to some extent; 3 – to a large extent.

Output 4: The National Electoral Commission and Media High Council have enhanced capacity to ensure gender accountability through gender mainstreaming in elections processes and in the media sector	4.1.Indicator: level of implementation of the gender mainstreaming strategic plan	MHC Report	1 strategic plan implementation plan	2017	partially implemented	partially implemented	partially implemented	partially implemented	partially implemented	partially implemented	MHC report
	4.2.Indicator: Strategy for the inclusion of special groups in electoral processes is developed and implemented	NEC Report	TBD	2017	1	partially implemented	partially implemented	partially implemented	partially implemented	partially implemented	NEC report
	5.1. Programme mid-term evaluation and final evaluation conducted	Evaluation report				1				1	Governance evaluation report
	5.2. Number of joint monitoring field visit conducted	Monitoring report				2	2	24	2	2	Programme joint monitoring reports
Output 5: Effective Programme Management, Monitoring and Evaluation	5.3. Number of audits and spot checks conducted	Audit report Spot check report			1	1	1	1	1	1	Audit & spot check reports
	5.4. International days celebration organized	UNDP & IPs reports			1	1	12	1	1	1	UNDP & IPs reports

⁹ 1 – limited extent; 2 – to some extent; 3 – to a large extent.

¹⁰ 1 – limited extent; 2 – to some extent; 3 – to a large extent.

¹¹ 1 – limited extent; 2 – to some extent; 3 – to a large extent.

IV. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: *[Note: monitoring and evaluation plans should be adapted to project context, as needed]*

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF and PRODOC will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly	Corrective measures will be defined and implemented according to the monitoring findings. Slower than expected progress will be addressed by project management.	RGB, NEC, MHC & other stakeholders	\$50,000
Monitor and Manage Risk	<ul style="list-style-type: none"> Specific risks that may threaten achievement of intended results are identified. Risk log developed for monitoring risk management actions. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk. 	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	RGB, NEC, MHC & other stakeholders	
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Quarterly and Annually	Relevant lessons are captured by the project team and used to inform management decisions.	RGB, NEC, MHC & other stakeholders	\$250,000
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Quarterly and Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	RGB, NEC, MHC & other stakeholders	
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Quarterly and Annually	Performance data, risks, lessons and quality will be discussed by the project board	RGB, NEC, MHC & other stakeholders	

Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period.	Quarterly, Annually & Final report		Use lessons and best practices to inform and guide the next programme cycle design.		RGB, NEC, MHC & other stakeholders			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of-project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Quarterly and annually		Any quality concerns or slower than expected progress will be discussed by the project board and management actions agreed to address the issues identified.		RGB, NEC, MHC Donors & other stakeholders			

Evaluation Plan¹²

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	RGB, NEC, MHC & other stakeholders	SP 2	Outcome1	June 2021	RGB, NEC, MHC & other stakeholders	\$30000
End Evaluation	RGB, NEC, MHC & other stakeholders	SP 2	Outcome 1	June 2023	RGB, NEC, MHC & other stakeholders	\$35000

¹² Optional, if needed

V. MULTI-YEAR WORK PLAN ¹³¹⁴

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					TOTAL	RESPONSIBLE PARTY/BENEFICIARIES	PLANNED BUDGET	TRAC Budget Description	To be mobilized
		Y1	Y2	Y3	Y4	Y5					
Output 1. NEC and CSOs have required capacities to increase public participation and engagement in democratic processes.								Funding Source			

AS

¹³ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

¹⁴ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

		1.1 Support to voter and Civic Education and capacity building of volunteers as well strengthen ICT use in elections.[1]	50,000	100,000	300,000	100,000	200,000	750,000	NEC	UNDP	600,000	150,000
		MONITORING	5,000	5,000	5,000	5,000	5,000	25,000		UNDP	15,000	10,000
		Sub-Total for Output 1	155,000	155,000	155,000	155,000	155,000	775,000			615,000	160,000
Output 2. Media institutions have reinforced technical capacity to increase access to information and promote citizen active participation in public processes.	2.1: Capacity building of media practitioners and managers; research and dialogue;		150,000	150,000	150,000	150,000	100,000	700,000	MHC	UNDP	500,000	200,000
	2.2: Support to media outlets including ARJ, ARFEM and other media outlets.		100,000	100,000	100,000	100,000	500,000	RGB/M media Associations	UNDP	UNDP	300,000	200,000
	2.3 Support the implementation of media code of		150,000	150,000	150,000	150,000	750,000		UNDP	UNDP	301,000	449,000

	ethics and operations of the self-regulatory body																		
	MONITORING	5,000	5,000	5,000	5,000	5,000	5,000	25,000		UNDP	15,000	10,000							
	Sub-Total for Output 2	405,000	405,000	405,000	405,000	405,000	355,000	1,975,000			1,116,000	859,000							
Output 3. Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation	3.1. Development and implementation of the local government capacity building strategy and plan (With earmarked support for the 7 poorest districts)	80,000	210,000	210,000	210,000	210,000	210,000	920,000	MINAL OC/dist ricts	UNDP	600,000	320000							
	3.2 Production, advocacy and dissemination of Citizen Report Card (CRC), monitoring service delivery, CRC engagement and Implementation	20,000	120,000	120,000	120,000	120,000	120,000	500,000	RGB	UNDP	300,000	200,000							

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	and monitoring of recommendations																			
	3.3. Governance research and innovation (RGS, RMB)	45,409	40,000	40,000	40,000	40,000	40,000	40,000	40,000	205,409	RGB	UNDP	100,000	105,409						
	3.4. Support the documentation and dissemination of Home Grown Initiatives (Legal framework, data base and coordination mechanisms)	30,000	30,000	30,000	30,000	30,000	30,000	30,000	150,000	RGB	UNDP	50,000	100,000							
	3.5. Support induction of newly members of Parliament	50,000	30,000						80,000	Parliament	UNDP	80,000								
	Monitoring	5,000	5,000	5,000	5,000	5,000	5,000	5,000	25,000			20000	5000							
	Sub-Total Output 3	230,409	435,000	405,000	405,000	405,000	405,000	405,000	1,880,409			1,150,000	730,409							

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Output 4: The National Electoral Commission and Media Council have enhanced capacity to ensure gender accountability through gender mainstreaming in elections processes and in the media sector	Support Media High Council and ARFEM in the development and implementation of the gender mainstreaming implementation plan for the media	50,000	50,000	50,000	50,000	50,000	50,000	50,000	250,000	MHC, ARFEM	UNDP	150,000	100,000
	Political empowerment of women	40,000	40,000	40,000	40,000	40,000	40,000	40,000	200,000	NFPO		120,000	80,000
	Support the development of the strategy of inclusion of special groups in electoral processes (youth, women, people with disabilities) and the implementation plan	30,000	60,000	100,000	30,000	80,000	300,000			NEC, UNDP	UNDP	200,000	100,000
	Subtotal output 4	160,000	150,000	150,000	150,000	140,000	750,000					470,000	280,000

Output 5. Effective Programme Management, Monitoring and Evaluation	4.1.1. Management and coordination, monitoring of the programme through project management unit (PMU)																		
Programme coordination at RGB	Support the implementation unit at RGB (Coordinator, Finance specialist & 2 years contract for the governance specialist)	83,000	83,000	70,000	70,000	70,000	376,000	RGB		376,000									
Evaluation (as relevant)	EVALUATION			20,000		25,000	45,000	UNDP	UNDP	45,000									
Programme communication	Produce communication products and knowledge products by UNDP	20,000	20,000	20,000	20,000	20,000	100,000	UNDP		40000									60000
	Donor dialogue meetings facilitated by UNDP	10,000	10,000	10,000	10,000	10,000	50,000	UNDP		50000									
	Implementation support services	80,000	80,000	80,000	80,000	80,000	400,000	UNDP	Direct project	400,000									

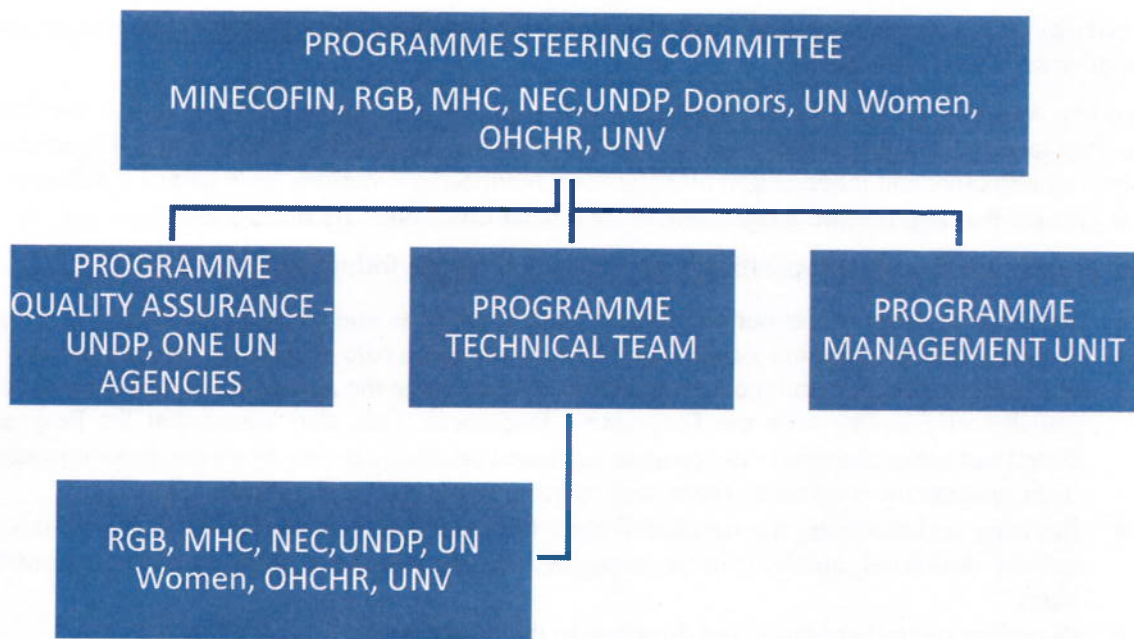
	(ISS) and Direct Project Costing								Costing, ISS		
	General Management Service (GMS)	21,760	21,760	21,760	21,760	21,760	108,800	Others funds	Facilities and Admin.		108,800
	Sub-Total Output 4	214,760	214,760	221,760	201,760	226,760	1,079,800			911,000	168,800
Total TRAC		4,262,000									
Government Contribution		776,136									
To be mobilized		1,422,073									
TOTAL		6,460,209									




Risk and Mitigation Matrix

Risk	Type and Impact	Probability	Mitigation
1. Withdrawal of Government's Political support to Governance	Political; High: The project is built on an agenda shared by GoR and UNDP. It is difficult to see how the project can succeed without support of GoR.	Low: 'Nation Building and Accountable primary pillar of the EDPRS II.	Need for continued dialogue to ensure that this commitment remains central to the agenda.
2. Country becomes politically unstable through external/regional shocks	Political ; Low Depends on magnitude, but even if there is regional conflict there is a high chance that internally it will be 'business as usual'.	Low: Region more stable now than it has been for some time (c.f. DRC, Burundi)	Review and assess regional developments systematically
3. Funding will not reach intended recipients or will be used for purposes other than intended due to corruption.	Economic; Medium/High: The effectiveness of the project could potentially be significantly reduced if corruption proved a problem.	Low: There is zero-tolerance to corruption on the part of GoR, and it is not a common phenomenon.	Disbursement subject to UNDP audit processes, and progress/impact assessment part of M&E process
4. Impact of project impeded by high staff turn-over (particularly amongst key personnel) in supported organizations	Organizational; Medium: The impact of this could be significant, particularly in the case of key personnel operating at a strategic level, and personnel operating at the grass-roots level with long institutional memory	Medium: A fact of life in all aspects of the public service in Rwanda, particularly in the wake of private sector growth	Profile of organizations of good governance will rise through project, incentivizing working with them.
5. Changes in internal political environment or governance practices impact donor relations and UNDP's ability to secure partnerships	Financial; Medium The credibility of the programme could be impacted with spin-off impacts on UNDP's ability to secure partnerships and mobilise funds.	Low: Rwanda continues to make good progress on regional and international indices of good governance.	UNDP will continue to monitor the domestic political situation, coordinating closely with the RC office and consulting with HQ if and when needed.

VI. GOVERNANCE AND MANAGEMENT ARRANGEMENTS



ROLES AND RESPONSIBILITIES

The DDAG Programme will be directed by a **Programme Board**, which will be co-chaired by the UNDP RR and RGB Chief Executive Officer, who will serve as the Program Executive. The Programme Board will meet on a quarterly basis and whenever necessary to review the strategic direction of the Programme, ensuring accountability and proper oversight. The board meetings will also provide a forum for rigorous quality control, review of progress and management of resources. This will entail setting and revising deliverables and achievement of benchmarks, alongside opportunities for fine-tuning and adjustments, including any prioritization of activities if the Programme is not fully funded. To ensure UNDP's ultimate accountability, Programme Board decisions should be made in accordance with corporate UNDP standards that shall ensure best value for money, fairness, integrity, transparency and effective accountability.

The Programme board will comprise of the following:

The Executive: the role of the Executive will be held by the UNDP RR and the CEO of RGB. The Executive is ultimately responsible for the programme, assisted by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The Executive should ensure that the programme gives value for money, ensuring a cost-conscious approach to the programme, balancing the demands of beneficiary and supplier.

The Senior Beneficiary: Representatives of the Rwanda Governance Board (RGB), Media High Council (MHC) and the National Electoral Commission (NEC) will hold the role of Senior Beneficiary. The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the lifecycle of the programme. The role represents the interests of all those who will benefit from the programme. The Senior Beneficiary role monitors progress against targets and quality criteria.

Senior Supplier: Donor and representatives of UN agencies will hold the role of Senior Supplier. The Senior Supplier represents the interests of the parties which provide funding and/or technical expertise to the programme (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical

feasibility of the programme. The Senior Supplier role must have the authority to commit or acquire supplier resources as required.

Quality Assurance: The Quality Assurance role supports the Executive Board and is assumed by the Programme Analyst, UNDP, and by the Head of the UNDP Governance Unit. Together, they carry out objective and independent oversight and monitoring functions on behalf of the Board. This role ensures that appropriate programme management milestones are managed and completed.

The Programme Board will specifically be responsible for the following:

- Meeting regularly to deliberate on the Project's progress and revising the Quarterly Progress Reports. The Programme Board has a decision-making role within the Programme and thus will deliver direction and recommendations to ensure that the agreed deliverables are produced satisfactorily in line with the Programme Document. This also means that the Programme Board can make changes to the programme based on the progress reports and recommendations from programme Technical Team such as programme staff and partners alike;
- Revising and assessing the detailed Project Plan and AWP, including Atlas reports covering activity definition, quality criteria, issue log, risk log and the monitoring and communication plan;
- Providing overall guidance and direction to the programme;
- Addressing any project-related issues as raised by the Project Manager;
- Providing guidance and agreeing on possible countermeasures/management actions to address specific risks;
- Agreeing on the Project Manager's milestones in the Annual Work Plan and quarterly plans when required;
- Reviewing Combined Delivery Reports (CDR) prior to certification by the Implementing Partner(s);
- Reviewing each of the Annual Work Plan upon completion, and approving continuation to the next AWP;
- Appraising the Project Annual Progress Report, and making recommendations for the next AWP;
- Providing ad-hoc direction and advice for exceptional situations when tolerances of parties are exceeded;
- Providing strategic orientation and recommendations to the project manager and implementers;
- Ensuring full implementation of the project and assuring that all Project deliverables have been produced satisfactorily by the end of the project;
- Reviewing and approving the final project report, including lessons learnt;
- Commissioning a project evaluation (based on a consensus by the PB).

The programme Technical Team role is to ensure programme planning, assess the programme implementation status, progress and lessons and challenges and inform the programme Board decisions with documented evidences. In addition, the Technical Team ensures that all requirements for the programme board meetings are prepared and shared prior to programme Board meetings with Board members including execution of recommendations from the Programme Board. The programme Technical Team report to the Programme Board all issues that may be captured through the implementation. The programme Technical Team meet on a quarterly basis. The Technical Team is comprised by projects managers from implementing partners and the UNDP governance team..The Rwanda Governance Board (RGB and UNDP appoint the Technical Team Chair and co-chair).

While the programme day to day implementation functions are delivered by the Implementing partners project managers, the UNDP governance will hold a Technical Advisor position in order to ensure the overall management and coordination of the programme implementation through advisory services and programme management approach. Under the guidance of the governance head of programme unit, the programme Associate will also support the financial management of the

programme at UNDP. Other support units such as communication, MSU and operations will support the programme operations and knowledge generation.

As per UNDP guidelines of Direct Project Costing (DPC), the programme staff contribution to the implementation of the programme will be directly charged by the UNDP, guided by the annual CO Workload Study Survey.

The Implementation Support Services will also directly be charged on the programme budget as per UNDP Financial rules and regulations. For funds from sources other than UNDP Core resources, an 8% general management services (GMS) will be charge on all such funds expenditures.

VII. LEGAL CONTEXT AND RISK MANAGEMENT

LEGAL CONTEXT

This programme document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Rwanda and UNDP, signed on 02/02/1977. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This programme will be implemented by the agency Rwanda Governance Board, National Electoral Commission, Media High Council in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

RISK MANAGEMENT

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP’s property in the Implementing Partner’s custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
 - a) put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the programme is being carried out;
 - b) assume all risks and liabilities related to the Implementing Partner’s security, and the full implementation of the security plan.
2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner’s obligations under this Programme Document.
3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder 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/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Programme Document.
4. Consistent with UNDP’s Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and

Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).

5. The Implementing Partners shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other programme stakeholders are informed of and have access to the Accountability Mechanism.
6. All signatories to the Programme Document shall cooperate in good faith with any exercise to evaluate any programme or programme -related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to programme sites, relevant personnel, information, and documentation.

VIII. ANNEXES

1. Programme Quality Assurance Report

2. **Social and Environmental Screening Template** [[English](#)][[French](#)][[Spanish](#)], including additional Social and Environmental Assessments or Management Plans as relevant. *(NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities).*
3. **Risk Analysis.** Use the standard [Risk Log template](#). Please refer to the [Deliverable Description of the Risk Log](#) for instructions
4. **Capacity Assessment:** Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)
5. **Project Board Terms of Reference and TORs of key management positions**