



United Nations
RWANDA
Unity in Diversity



JOINT PROGRAMME DOCUMENT

PROMOTING ACCESS TO JUSTICE, HUMAN AND PEACE CONSOLIDATION IN RWANDA 2013-2018

**Government of Rwanda
&
One United Nations - Rwanda**

Programme Title: **PROMOTING ACCESS TO JUSTICE, HUMAN RIGHTS AND PEACE CONSOLIDATION IN RWANDA**

Programme Outcome: **Justice Gender and Human Rights: Human Rights, Justice and Gender Equality promoted and implemented at all levels.**

<p>Programme Duration: 5 years (2013-2018)</p> <p>Anticipated start/end dates: 01 July 2013/ 30 June 2018</p> <p>Fund Management Option(s): Combination funding (Partly pooled, partly parallel)</p> <p>Managing or Administrative Agent: UNDP (Pooled funding) & UNICEF (Parallel funding)</p>	<p>Total estimated budget: 13,116,510 US\$</p> <p>Out of which: 1. Funded Budget: 10,344,795 US\$</p> <p>2. Unfunded budget: 2,771,715 US\$</p> <p>Sources of funding:</p> <ul style="list-style-type: none"> • Government In kind • UNDP 5,202,295 US\$ • UNICEF 712,500 US\$ • UWOMEN 330,000 US\$ • UNHCHR 100,000 US\$ • ONE FUND 4,000,000 US\$ • OTHER SOURCES OF FUND 2,771,715 US\$
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Names and signatures of national counterparts and participating UN organizations

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Table of Contents

ACRONYMS	iv
1 EXECUTIVE SUMMARY	1
2 SITUATION ANALYSIS.....	2
2.1 Access to justice for the most vulnerable groups.....	3
2.2. Promotion of human rights	5
2.3 Crime reduction and prevention	6
2.4 Promoting peace, unity and reconciliation.....	7
3 THE PROPOSED JOINT PROGRAMME	7
3.1 Strategies.....	7
3.2 Lessons Learned from previous programme.....	9
3.3 Sustainability of results.....	10
4 RESULTS FRAMEWORK.....	11
5 MANAGEMENT AND COORDINATION ARRANGEMENTS.....	18
5.1 Programme Board / Steering Committee.....	18
5.2 Technical Committee.....	19
5.3 Fund Management Arrangements	19
5.4 Fund Management Mechanism.....	20
5.5 Transfer of cash to national Implementing Partners.....	20
5.6 Audit	20
5.7 Communication	20
5.8 Asset Management.....	21
6 MONITORING, EVALUATION AND REPORTING	21
6.1 Monitoring.....	21
6.2 Joint Programme Review	21
6.3 Evaluations.....	22
6.4 Reporting	22
7 LEGAL CONTEXT	23
8 WORK PLANS AND BUDGETS.....	24
8.1 Budget summary per output	31
ANNEXE 1: OFFLINE RISK LOG	32

ACRONYMS

AWP	Annual Work Plan
CEDAW	Committee on the Elimination of Discrimination Against Women
CRC	Convention on the Rights of Child
CSO	Civil Society organizations
DRG	Development Result Group
EDPRS	Economic development and Poverty Reduction Strategy
GBV	Gender Based Violence
GoR	Government of Rwanda
ICCPR	International Covenant on Civil and Political Rights
ICTR	International Criminal Tribunal for Rwanda
ILO	International Labor Organization
JGA	Joint Government Assessment
JRLOS	Justice, Rule of Law and Order Sector
LDUs	Local Defense Units
MAJ	Maison d'Accès à la Justice (Access to Justice Bureaus)
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MINECOFIN	Ministry of Finance and Economic Planning
MINALOC	Ministry of Local Government
MINIJUST	Ministry of Justice
NGOs	Non-Government Organizations
NCHR	National Commission for Human Rights
NIDA	National Identification Agency
NIM	National Implementation Modality
NPPA	National Public Prosecution Authority
NURC	National Unity and Reconciliation Commission
OHCHR	Office of the High Commissioner for Human Rights
OO	Office of Ombudsman
RNP	Rwanda National Police
RGS	Rwanda Governance Score Card
RRB	Rwanda Reconciliation Barometer

SGBV	Sexual Gender Based Violence
TA	Technical Assistance
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDAP	United Nations Development Assistance Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review

1 EXECUTIVE SUMMARY

The underlying objective of the Access to Justice, Human Rights and Peace consolidation programme is to deepen accountable governance and continuing stability through the promotion of the rule of law, human rights and peace consolidation in Rwanda. The UN recognizes that rule of law permeates every aspect of society and that strengthening it contributes to durable stability and sustainable human development.

This joint programme will support the Justice, Rule of Law and Order (JRLOS) through strengthening the capacities of key national institutions to promote access to justice, human rights and peace consolidation. The programme is aligned to the programming cycles of the Government of Rwanda and UN through the Economic Development and Poverty Reduction Strategy (EDPRS 2, 2013-2018) and the United Nations Development Assistance Plan (UNDAP 2013-2018) and in particular is intended to efficiently respond to the national priorities as expressed in the Justice, Rule of Law and Order Sector (JRLOS). The programme will specifically contribute to the achievement of Result 2, Outcome 2 of the UNDAP which is **“Human rights, justice, and gender equality promoted and implemented at all levels”**. It focuses on three main components, which are: (1) access to justice with special focus on the most vulnerable groups, including women and children; (2) human rights; and (3) peace consolidation. Capacity building of key institutions both at the central and local levels will be at the center of this support programme with the ultimate aim of improving service delivery in the justice sector and the promotion of human rights principles. The programme will support capacity building of the “Maisons d’Accès à la Justice”¹ (MAJ) and “Abunzi” (community mediators), so as to improve the services rendered to the population within their communities.

The intended outcome of the programme is that citizens and especially the most vulnerable groups will have access to equitable justice and enjoy their basic human rights while contributing to building a more peaceful society that is conducive to sustainable peace and development. The programme will thus contribute to the realization of Rwanda’s vision 2020 that aims at making Rwanda a middle income country by 2020.

The direct beneficiaries of this programme are key national institutions from central and local government as well as civil society that are involved in the implementation of the programme. These include but are not limited to the Ministry of Justice which will also implement activities supporting the Supreme Court and the National Public Prosecution Authority, the National Commission for Human Rights, the National Unity and Reconciliation Commission and the Rwanda National Police. Other beneficiaries include districts, the Kigali Bar Association, National Identification Agency (NIDA) and members of the Civil Society. However, the ultimate beneficiaries of the programme are the citizens of Rwanda, who are the rights holders and end users of service delivery at all levels.

The UN participating agencies include the United Nations Development Programme (UNDP), the United Nations Children Fund (UNICEF), the United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), and the Office of the High Commissioner for Human Rights

¹ Access to Justice Bureaus

(OHCHR). These agencies will contribute their core resources to the programme while the rest of the resources will be mobilized through the One UN mechanism and within the framework of the UNDP. This joint programme will be implemented through a combined fund mechanism, with pooled funding with UNDP as managing agent for support to Ministry of Justice (MINIJUST), National Unity and Reconciliation Commission (NURC), Rwanda National Police (RNP) and National Commission for Human Rights (NHRC) and with parallel funding with UNICEF as managing agent for the support to National Identification Agency (NIDA). A mechanism to manage the fund (Management Agent) will be established as well as a coordination mechanism through the programme steering committee.

As mentioned above, the implementing partners of the programme are the MINIJUST in partnership with the Supreme Court and the National Public Prosecution Authority, which will implement the components related to access to justice and human rights, the NURC for the component related to unity and reconciliation, the NCHR will implement activities on promoting human rights falling under its mandate while the RNP will be responsible for implementing activities on peace and security. The Ministry of Local Government through NIDA will be responsible for implementing activities on civil rights with special focus on birth registration.

2 SITUATION ANALYSIS

The Government of Rwanda (GoR) is committed to maintaining a state that is fully committed to promoting and protecting human rights, unity and wellbeing of its people and ensure the peace and safety of the nation. To ensure a more effective coordination of the justice and rule of law sectors, a coordination mechanism has been established. The Justice, Rule of Law and Order Sector (JRLOS) is a coordination structure which enables institutions in the sector to work together effectively towards common objectives, without compromising their operational, legal or constitutional independence.

The JRLOS has the mission to efficiently provide justice-related services to the people of Rwanda with the aim of transforming Rwanda into a country marked by the rule of law, accountable governance and a culture of peace thus contributing to socio-economic development and poverty reduction. The JRLO Sector is part of the foundational areas of the EDPRS 2.

In pursuance of these objectives, the Government of Rwanda has made substantial achievements in governance, particularly in the areas of peace consolidation, security, unity and reconciliation, the fight against corruption and the rule of law. The 2012 Rwanda Governance scorecard (RGS) showed an overall improvement in the Rule of Law due to improvement in the performance of the courts and the National Public Prosecution Authority. The performance of the courts in the RGS increased from 62.23% (2010) to 74.45% (2012) while the new indicator on the performance of the Prosecution scored 75.10%². Achievements were also registered in the areas of access to justice through different measures including the traditional mechanisms such as Gacaca courts and Abunzi where the disputes are resolved through the traditional Rwandan reconciliation methods.

The GoR, under the second EDPRS, is committed to accelerate the progress already achieved and to shape the country's development in the future. Building on those policies from EDPRS 1 which have been effective in accelerating growth, creating employment, reducing poverty and generating

² Rwanda Governance Scorecard, 2012

exports, the government is strengthening policy and strategy approaches to ensure improved service delivery, participation and mobilization, accountability, peace and stability, rule of law as well as unity and reconciliation. Key measures include: strengthening the legal and policy framework; enhancing community participation and awareness of crime prevention; developing institutional capacity to respond to, investigate and prevent crime. Focus has also been placed on reinforcing legal aid mechanisms, improving case management procedures and information systems, awareness raising and application of human rights standards.

The following sub-sections provide more details on the progress achieved so far in each sub-sector and the remaining challenges.

2.1 Access to justice for the most vulnerable groups

As a post-conflict country, Rwanda has made formidable progress in promoting justice, and rebuilding and strengthening national capacity for increased access to justice. The UN was instrumental in supporting justice sector reforms and the creation of the Justice Sector Swap. Support was provided to the transitional justice courts (Gacaca) which processed 1.2 million cases related to the 1994 genocide providing valuable lessons for future transitional justice programmes. The country has implemented a justice sector reform paying attention to post genocide cases and unity and reconciliation. In 2010, over 80% of citizens acknowledged the social cohesion in the country to be a result of the work of Gacaca and Abunzi structures which have not only resolved disputes but also efficiently promoted unity and reconciliation.³

The UN in Rwanda further supported the justice sector institutions to provide legal aid for children, women and inmates as a means of increasing access to justice. In particular, the access to justice bureaus (Maison d'Accès à la Justice/MAJ) have been strengthened as an innovative initiative to coordinate and support legal aid initiatives in the country and as a point of access to legal advice and information on the justice sector for the population, with special emphasis on children's rights and Sexual Gender Based Violence (SGBV) related issues. In 2011 alone, more than 6,000 GBV and Child rights related cases have been received and processed countrywide by MAJ. Access to justice improved through the piloting of MAJ which was scaled up in all 30 districts.

During the last year alone (2012-2013), legal counsel has been provided to more than 300 children in conflict with the law and SGBV victims. During the last five years, Justice Sector institutions addressed the backlog of cases involving children –by carrying out annual legal aid weeks and provision of pro bono legal counsel to vulnerable groups including more than 2000 children and SGBV victims. The legal and policy framework has been reformed with the aim of providing more protection to children and women⁴. A justice for children policy, more focused on alternative justice, is about to be adopted showing the sector's attention to vulnerable groups though women still require a responsive action.

An assessment carried out by the Ministry of Justice in 2011 revealed that children in conflict with the law still spend an average time of 8 months in pre-trial custody⁵.

The UN supported the Abunzi (community mediators) who form another important pillar of the legal aid mechanisms in Rwanda and help to resolve minor disputes. To reduce the backlog of cases,

³Rwanda Reconciliation Barometer of 2010

⁴ Law 54/2011, Law on the rights and Protection of the Child; Law N°59/2008, Law on Punishment and Prevention of GBV; the Integrated Child Rights Policy; the GBV Policy; etc.

⁵ The situation of minors in conflict with the law in Rwanda, Comprehensive Report, August 2011, p.13

additional judges were appointed and facilitated to deliver justice in remote areas of the country and new equipment for systematic archiving of the case files provided.

However, despite these gains, challenges remain in reinforcing the area of the rule of law and access to justice. Among areas that need to be improved is case processing rates by both courts and the public prosecution. The issue of backlog of cases is still a significant challenge: the percentage of backlog of court cases awaiting trial for more than 6 months is 62% for courts while the percentage of backlogs processed is 66.50% for the prosecution⁶. These delays in processing of cases is partly attributable to poor record keeping and case management which constrain case tracking, causing delays and backlog at all levels and consequently lengthy pre-trial detention for vulnerable groups including women.

While the overall rule of law indicator scored 73.37%, access to legal aid as sub-indicator scored only 67.18%. This sub-indicator includes the access to justice bureaus (MAJ) which, despite being operational in all 30 districts, are still not viewed as sufficiently accessible (only 81.50% of the population is satisfied with the services of the MAJ- a significant improvement from 68% in 2010) and 76.05% to Abunzi. The latter sometimes misinterpret their role and mandate as mediators. While the Legal Aid Fund has been authorized by law, it is not functional because of lack of budgetary resources thus impeding effective provision of legal aid by the Government to vulnerable groups.⁷

There is scope for more judicial reforms that will strengthen access to quality justice for all, ensure reduction in backlog cases, and improve the quality of prosecution. Also, one out of three children born in Rwanda is not registered with a civil birth certificate. The rate of birth registration is of 67%⁸, which implies that 33% of Rwandan children are denied one of the basic fundamental rights of existing and counting as citizens, and when they grow old, some of them are victims of abusive premature criminal liability due to the doubt in respect of their real age.

More specifically, the limited number of lawyers has resulted in a high citizen-lawyer ratio of 13,889: 1, which leaves the vast majority with unmet legal representation especially given the reality that 85% of lawyers are based in Kigali leaving 15% to serve the rural areas where the majority of poor and vulnerable people live.⁹ In addition, following the closure of the Gacaca courts in 2012, justice and accountability for a few emerging genocide cases remain a concern.

Access to quality justice, especially for vulnerable groups is inadequate. Many Rwandans especially women, children, suspects of criminal offences and victims and survivors of the 1994 genocide still are unable to access quality and timely justice. Some of the causes for this are: insufficient alternative dispute resolution mechanisms and arbitration systems outside the formal justice system which is already clogged with pending cases. Women and children still require specific measures for their access to quality justice and full enjoyment of basic rights. The implementation of the Justice for Children policy of 2013 will be the key for producing results during the EDPRS 2 cycle. Despite the strong commitment to gender equality, the justice sector still lacks an adequate strategy to tackle women specific issues thus limiting access to justice for them. Across the sector, capacity gaps still exist, especially in view of promoting quality and responsive justice, ensuring compliance to human rights principles and coordinating the JRLOS efforts both at national and local levels.

⁶ Rwanda Governance Scorecard 2012

⁷ Rwanda Governance Scorecard, 2012.

⁸ DHS 2010

⁹ Expanding Access to Justice in Rwanda, 2012 p. 47

Furthermore, the justice sector still lack a capacity development strategy, a plan to retain its professional staff, inadequate vertical and horizontal linkages within the sector and limited information sharing and management. This has resulted in weak communication, cooperation and coordination among the institutions, between their sector wide management structures and stakeholders, high staff turnover, inefficiency, as well as poor service delivery. In addition, there is lack of sufficient knowledge of rights and understanding of legal procedures that remain a bottleneck for the public and also for JRLOS officials especially in the rural areas. As such, there is still much to be done to increase and sustain confidence in the justice sector.

2.2. Promotion of human rights

Significant contribution was made to promote human rights through support to the Government in the ratification of important human rights conventions. Almost 100% of overdue reports on CEDAW, CRC with its optional protocols, ICCPR and on the Economic, Social and Cultural Rights Conventions were prepared and submitted to the respective international treaty bodies. Rwanda's examination under the Universal Periodic Review (UPR) of the UN Human Rights Council in February 2011 was considerably facilitated, thereby reinforcing the process of integrating human rights into the country's development frameworks.

The citizens were educated about their rights and preserved these rights through a continued dialogue between the justice sector, the districts levels and citizens. The National Commission for Human Rights established National Child Rights Observatory at central, district and sector levels. The country targeted and ratified all the eight key human rights instruments and most of their additional protocols. 8 out of 9 UN International Human Rights Conventions (88.89%) were ratified by Rwanda.¹⁰ Ratified treaties and conventions include the Convention on the Prevention and Punishment of the Crime of Genocide, International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women and its optional protocol, the ILO Convention on discrimination in the employment profession, the convention on inter-country adoption and the UNESCO Convention on the Fight Against Discrimination in the Education sector.

In addition, Rwanda has withdrawn all its reservations on International human rights treaties. Rwanda is committed to submit periodic reports on the implementation of key human rights treaties: all overdue reports have been prepared and submitted to Treaty Bodies in 2009 and 2010. However, there are still challenges in submitting in time the required reports to the UN bodies. The 2012 Rwanda Governance Scorecard has revealed that only 75% of reports on human rights are submitted in time to the UN bodies¹¹. In addition, the role of non-state actors in the promotion of human rights needs to be strengthened. The Civil Society organisations (CSOs) scored only 48.00% in holding state and Private Corporation accountable¹².

However, despite notable progress in promoting human rights, challenges still exist. There are still some reports of human rights abuses as well as challenges to complying with human rights reporting obligations. There have been reports of human rights violations arising from sexual and gender based violence and, congestion in prisons. Despite commendable efforts made in improving the law regulating the media as well as the establishment of the self-regulatory body for the media, there is still room to improve freedom of expression in Rwanda. In the socio-economic rights dimension,

¹⁰ Rwanda Governance Scorecard 2012

¹¹ Rwanda Governance Scorecard 2012

¹² Civil Society Development Barometer 2012 & RGS 2012

44.9% of the population who are poor are unable to have an adequate standard of living; 42% of youth are unemployed and do not exercise their right to work and 22% of households are food insecure. Despite these reports, 46% of the public do not think that the Human Rights Commission is capable of discharging its protective mandate.

Furthermore, Rwanda still needs technical and financial support to prepare quality reports and submit them in a timely manner to Treaty Bodies. The responsibility for managing compliance with State party reports and follow up is fragmented and shared by different ministries and agencies. There is no institutionalized framework to provide policy leadership or permanent and capable staff assigned to draft reports each year including the second cycle of the UPR in 2015.

2.3 Crime reduction and prevention

Rwanda has made notable progress in reducing crimes such as armed robberies, serious burglaries, genocide ideology, rape, defilement and gender-based violence related cases through improved policing and enhanced partnerships between the Police and the Community. There has also been significant improvement in crime reporting. The level of confidence of 91.35% in the Rwanda Defence Force and the Rwanda National Police is the highest score of all indicators of the Rwanda Governance Scorecard for 2012¹³. At the same time, there is a need to respond to emerging tensions over land and inequalities in order to consolidate peace and to avert the cycle of violence. The number of crimes cases reported to the Police in Rwanda is still relatively high, and the partnerships between citizens and the police needs to be strengthened further through inter alia community policing mechanisms.

In general, reported crimes reduced from 13,463 to 11,998 (11.88% reduction) for the years 2011 and 2012 respectively (Police Report, 2012). For the same period the reported crimes on Gender-Based Violence (GBV) have reduced only from 3,585 to 3,444 (4% reduction).¹⁴ Thus, Sexual and Gender Based Violence among women and girls remains an area of serious concern. In 2010 at least 56% of women aged 15-49 years had experienced physical or sexual violence. In addition, the available statistics are based on cases reported to the Police and it is still a challenge to know the crime rate in Rwanda. Also, reporting on crimes especially on GBV has increased significantly as a result of ant-GBV campaign which has contributed to the rise in numbers of GBV cases.

Thus, despite the reduction in reported crime to the Police, there is still need to focus more on proactive prevention measures such as community policing mechanisms for sustainable crime prevention and management as well as on building the capacity of the key national institutions in implementing community policing mechanism.

Among the challenges faced, only 19,000 (25.7%) of Community Policing Committee members have been trained (target: 70,000)¹⁵, which appeals for more capacity building for the police force. There is also need for additional equipment and vehicles to improve mobility and response time.

Furthermore, the current Police to population ratio is 1:1100 while it should be 1:450. This challenge might slow down Rwanda's efforts to achieve human security, address repeat offending, prevent and respond to crimes in timely ways. To address this issue, the community policing is being implemented by the Rwanda National Police. However, out of 74,765 Community Policing

¹³ Rwanda Governance Scorecard 2012

¹⁴ RNP Report, 2012

¹⁵ RNP Report, 2012

Committee (CPC) members, only 2,000 training of trainers have been trained to effectively train other members on community policing.

2.4 Promoting peace, unity and reconciliation

In the last 19 years since the 1994 genocide, Rwanda has made commendable progress in fostering peace and reconciliation. Rwanda has enjoyed peace and security, thanks to the commendable work of the Rwanda Defence Forces and the Rwanda National Police. The 2012 Rwanda Governance Score Card has revealed that 98% of the Population of Rwanda has confidence in the Rwanda Defence Force. The establishment of the National Unity and Reconciliation Commission (NURC) has contributed to bringing Rwandans together, fight genocide ideology and pave a way to peace, stability and development.

One of the key achievements in Unity and Reconciliation has been the production of the first Rwanda Reconciliation Barometer (RRB) in 2010. The study emerged from the need for a quantitative monitoring tool that would allow key government institutions to access the most current public opinion on the progress and pitfalls of the country's reconciliation programme. The reconciliation barometer is instrumental in providing data on perceptions on governance and unity and reconciliation related issues, thus contributing to evidence-based policy formulation, better targeted responses to social fault lines and serves as an early warning system to potential sources of societal tensions. However, public opinion around national reconciliation has, thus far, been an under-researched aspect in the search to understand national unity and reconciliation processes in Rwanda. There is still need to conduct deeper research that can influence further policy making processes at all level through the provision of quality data on peace, unity and reconciliation.

Although much has been achieved in terms of reconciliation and social cohesion (the reconciliation, social cohesion and unity sub-indicator of the 2012 Rwanda Governance scorecard scored 83.46%), there is much to be done to improve the level of trust among citizens, which is still low (71.80%)¹⁶. Even though the Rwanda Reconciliation Barometer of 2010 reports that social cohesion has increased, the reconciliation in Rwanda is still challenged by the persistence of the genocide ideology; pending genocide cases, delays in execution of judgments of concluded cases; poverty and other emerging drivers of conflict arising from the rapid economic growth. The capacity gaps in the newly established Special chamber for genocide crimes as a post ICTR mechanism and the supporting prosecutions and legal services for suspects are bottlenecks to combating impunity for grave crimes which can potentially fuel future conflict in the country where 39.9% of Rwandans believe that there are people who would commit genocide again.

3 THE PROPOSED JOINT PROGRAMME

3.1 Strategies

This joint programme is intended to respond to challenges presented above and for addressing them. In line with the accountable governance priorities of the EDPRS 2 and UNDAF as well as the Justice, Reconciliation, Law & Order Sector (JRLS) strategic paper 2013-2018, the UN will support Rwanda in strengthening access to justice, rule of law, human rights, safety and peace. The programme will specifically contribute to the achievement of Result 2, Outcome 2 of the UNDAF which is "Human rights, justice, and gender equality promoted and implemented at all levels". The

¹⁶ Rwanda Governance Scorecard 2012

programme will respond to the EDPRS2 foundational issues which consider the rule of law, Unity and Reconciliation, Security and Stability as key drivers for economic transformation.

To achieve this outcome, five outputs have been formulated: 1) Strengthened Capacity of the Justice Sector (JRLO) to increase access to justice, including for women, children, and the most vulnerable; 2) Enhanced national capacities for the promotion, mainstreaming human rights and implementing treaty body and UPR recommendations; Output 3: Fundamental rights of children promoted through birth registration; Enhanced mechanisms for sustainable peace consolidation, unity and reconciliation; and Output 5: Project management and oversight functions enhanced

The outcome and outputs have indicators and targets by which the achievement of results will be measured.

The programme will strengthen the capacities of national institutions including decentralised institutions and CSOs to deliver quality justice to all with special emphasis on the most vulnerable people. It also intends to promote human rights, peace, unity and reconciliation.

In the area of access to justice, the programme will provide support to the key national institutions and in particular the Ministry of Justice (MINIJUST), the Supreme Court, the National Prosecution Authority, the Supreme Court and the Rwanda National Police, to ensure access and delivery of justice for all, with special focus on the provision of legal aid to the most vulnerable groups including children, women and inmates. Special focus will be placed on supporting the JRLOS to improve the vertical and horizontal coordination of justice segments including monitoring and evaluation both at central and decentralized level. Community justice mechanisms such as Abunzi and the MAJ will be strengthened for better service delivery at local level.

The programme will further support the improvement of case management within the justice sector institutions especially through the establishment of an integrated case management system which will help in tracking the incoming cases and the way they are processed.

Support will also be provided to the implementation of the new Justice for Children Policy and Strategic Plan which will contribute to the enhanced access to justice for children by making the justice system in Rwanda responsive and child-friendly, including giving due weight to the voice of the child.

In order to engender JRLOS reform, the UN will support a gender audit which will serve as a basis for UN support to the gender related interventions in the JLROS.

In the area of human rights promotion, the programme will strengthen the capacity of national institutions namely the MINIJUST, National Commission on Human Rights, and Civil Society Organisations to comply with Rwanda's reporting obligations and implementation of Treaty Body and UPR recommendations. The UN Support will specifically strengthen national capacities (including government and CSOs) to promote and mainstream human rights and implement Treaty Body and UPR recommendations by ensuring timely and quality reporting, including parallel reports by CSOs.

Support will be provided to the National Commission for Human Rights to conduct a capacity assessment exercise that will take stock of past achievements, assess capacity gaps and make recommendations on areas that need capacity development. Special focus will also be on building capacity of the National Commission for Human Rights and other relevant stakeholders to develop and implement human rights related strategies.

The UN will also work with key national institutions to ensure the recognition, promotion and incorporation of international human rights law in all national processes and initiatives.

In the area of crime reduction and prevention, the programme proposes to conduct a crime rate survey that will help the Rwanda National Police to more accurately determine the crime rate in the country and to better analyse the crime statistics. The findings of the survey could be of importance to other researches mainly the Governance Score Card and the Reconciliation Barometer.

Special attention will also be paid to institutional capacity strengthening of the Rwanda National Police force to prevent, investigate and adequately respond to crime, particularly related to Gender Based Violence (GBV), domestic violence and violence against children. The programme will strengthen the capacity of the Community Policing Committees to prevent crimes in their communities.

In the area of Unity and Reconciliation of Rwandans, this programme will sustain the progress made in restoring relationships and rebuilding trust among Rwandans following the 1994 genocide against the Tutsi. In particular, the UN will support strengthening of the capacities of NURC and community actors to promote dialogue, undertake further research, mediation, unity and reconciliation processes at both central and local level including the strengthening of reconciliation forums.

To ensure availability of quality data on peace, unity and reconciliation, the UN will support further research initiatives including sustaining the reconciliation barometer.

The UN will also contribute to Rwanda's efforts to bring the remaining suspects of the Tutsi genocide in 1994 before the specialized chamber for genocide crimes. In this regard, the UN will provide technical advisory to support research, case investigations and advocacy on genocide justice.

3.2 Lessons learned from previous programme

1. The previous programme on access to justice has shown that better results can be achieved if the different interventions are well coordinated by the different implementing partners. Holding joint steering committees provides a platform for information sharing and networking. Learning from past experience, the new programme will be better coordinated and joint steering committee meetings will be organised to oversee the implementation of the programme.
2. The implementation of a programme requires results based indicators that can be used to measure project performance. Failure to define clear indicators and targets has resulted in poor quality reporting. The new programme outcome and output indicators will be jointly defined to allow project management to measure progress against expected results. The use of Di-Monitoring will help in project monitoring.
3. Capacity building strengthening for the justice sector institutions is required to advance access to justice and human rights. Capacity development has been built into this programme in line with the implementing partners' needs as well as the comparative advantage of the UN.

4. Aligning the Government planning with development partners planning cycles is crucial for increased ownership of development support but also contributes to effective planning and use of resources. The current programme will be aligned with the Government fiscal year to align both the country and the One UN planning cycle.

3.3 Sustainability of results

To achieve sustainable results, the UN will collaborate with various stakeholders from Government, donors, CSOs and other stakeholders involved in promoting access to justice, human rights and peace consolidation. Building the capacities in a sustainable manner of key beneficiaries at decentralized level will ensure the programme results are sustained after the completion of the programme.

The project will focus on developing national capacities by supporting the implementation of several national policies, institutions and actors. It will seek to anchor interventions within government development, legal and institutional frameworks.

Capacity development support and long-term strategic planning are integral parts of the support provided to the Access to Justice, Human Rights and Peace Consolidation implementing by the UN.

Strengthening capacities of national institutions including in result based management will provide implementing partners with adequate systems, skills and tools to sustain results of the programme and increase government ownership during and after the programme implementation phase.

4 RESULTS FRAMEWORK

RESULTS FRAMEWORK						
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions	
UNDAP Focus Area Accountable Governance						
Outcome 1: Justice, Gender Equality and Human Rights: Human rights, justice, and gender equality promoted and implemented at all levels.	(1) % of public confident with the justice system (disaggregated by age and sex) at all levels (3) % of Adult population with confidence in the respect for human rights(political rights and sex); civil liberties- (2012) ;	1)60% public with confident justice system(disaggregated by age and sex); 2)77.1% confident with respect for human rights	1)80% public with confident justice system(disaggregated by age and sex) 2)79% confident with respect for human rights	JGA, RGS , RRB	UNDP, UNW, OHCHR, UNICEF	
Assumptions: GoR commitment to promotion of human rights						
Risks:						
- Weak national capacity to implement policy and strategies on gender equality and human rights - Lack of understanding on human rights and gender equality among citizens						
Output 1: Strengthened Capacity of the Justice sector (JRLO) to increase access to justice, including for Women, Children, And the most vulnerable.	1)Functional integrated case management system 2) % of the population including women and the most vulnerable satisfied with the judiciary (Abunzi, courts) at all levels 3) % of the population including women and the most vulnerable	1) None 2) Fairness in courts=77.9% (RGS) 3)RNP=94%,	1)Integrated case management system operational 2)Fairness in courts = 90% 3)RNP= 98%,	Reports RGS	MINIJUST, SUPREME COURT, NPPA, ONE UN	

RESULTS FRAMEWORK					
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions
	<i>satisfied with the services of the Police and Prosecution</i>	<i>(RGS)</i>	<i>(RGS)</i>		
Assumptions: Citizens, especially women, children and vulnerable people are aware of the existing justice services at their disposal					
Risks: Limited awareness on existing laws and rights					
Mitigating factor: Undertake legal awareness clinics					
Key Action 1.1.1. Support the justice system to improve case management including setting up an automated and well-coordinated system					
Activities:					
<ol style="list-style-type: none"> 1. <i>Establish an integrated automated case management system in the Justice Sector</i> 2. <i>Build the capacities of the Justice Sector personnel using the automated case management system</i> 3. <i>Provide technical assistance and financial support for the maintenance of the established systems</i> 					
Key Action 1.1.2: Provide technical and financial support to strengthen capacities for improved service delivery in the justice sector					
Activities:					
<ol style="list-style-type: none"> 1. <i>Provide technical support to judges in the higher courts in order to improve quality and timely judgments</i> 2. <i>Train Judges of the Special Chamber and prosecutors and the judiciary on International Law (criminal and procedures)</i> 3. <i>Provide technical assistance on Research, Case Investigations and Advocacy on Genocide Justice</i> 4. <i>Strengthen the operation of the Maison d'Accès à la Justice (MAJ) in all districts including training of professional and non-professional bailiffs</i> 5. <i>Strengthen the Abunzi to mediate conflicts and disputes of people living in different cells but within the same sector</i> 					
Key Action 1.1.3: Support the justice sector to improve the vertical and horizontal coordination of justice segments, including monitoring and evaluation					
Activities:					
<ol style="list-style-type: none"> 1. <i>Contract a national technical assistant to the JLROS Secretariat</i> 2. <i>Capacity support for the establishment of the SPIU within MINJUST and programme implementation and oversight (1 year)</i> 3. <i>Provide technical advisory services to the JLROS to efficiently coordinate the justice sector for reform</i> 4. <i>Support the establishment of Justice Sector Committees in the district</i> 					

RESULTS FRAMEWORK					
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions
5. Provide crime investigation capacity building for JRLLOS					
6. Implement Gender Audit Report of 2010 to better engender the JRLLOS Strategy					
Key Action 1.1.4: Provide technical support to improve performance of alternative (including restorative) justice mechanisms					
Activities:					
1. Support Restorative approach-based responsive justice structures and processes at village, cell and sector levels					
2. Support the growing justice for children delivery critical mass (MAJ, Abunzi, social workers,...)					
3. Support effective coordination and human rights-based monitoring of the delivery of justice for children					
Key Action 1.1.5: Facilitate the provision of legal aid to targeted vulnerable groups including women, children and in-mates					
Activities:					
1. Provide support to validate and disseminate the Legal Aid Policy					
2. Support legal assistance to children suspected of major crimes (rape, defilement and homicide)					
3. Research and assess legal aid needs specific to women as determined by women and children					
4. Support NGO legal aid providers by extending appropriate protection support to vulnerable women and girls.					
5. Support CSOs to provide legal aid and representation to inmates					
6. Support implementation of awareness raising programmes to ensure enhanced awareness of women of their rights and capacity to claim them					
7. Train legal aid providers on new laws and on monitoring and evaluation of their assistance to the most vulnerable					
Output 2: Enhanced National Capacities For Promotion , Mainstreaming Human Rights And Implementing Treaty Body And UPR Recommendations	1) Number of CSOs participating in the parallel reporting; (2) % of reports submitted by national actors as required of HR obligations 3) % of UPR accepted recommendations implemented by government	1) 2 CSOs reporting; 2) 67% reports submitted timely by national actors as required of HR obligations 3) 67 recommendations	1) 5 CSOs 90 % reports submitted timely by national actors required of HR obligations 2) 77 (100%)	Reports, publication , as RGS	MINIJUST, NHRC, CSOs, UNDP, HCHR, UNICEF, UNWOMEN

RESULTS FRAMEWORK					
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions
Assumptions: <ul style="list-style-type: none"> ▪ Treaty body task force is fully operational ▪ Human rights considered as a national priority in Rwanda ▪ Capacity building strategies cognizant of human rights 					
Risks: Delays in preparation/ submission of Treaty Body and UPR reports					
Mitigating factor: <ul style="list-style-type: none"> ▪ Technical support to responsible institutions ▪ Continued dialogue on importance of timely reporting 					
Key Action 1.2.1. Support capacity building of CSOs to effectively participate in the preparation of parallel reports on the implementation of international conventions Activities: <ol style="list-style-type: none"> 1. <i>Assess capacity gaps and needs among local CSOs to participate in Treaty reporting and the UPR</i> 2. <i>Train and provide guidance tools to CSOs to produce parallel reports on Treaty Bodies and the UPR Stakeholders report</i> 3. <i>Support CSOs to produce parallel reports to Treaty Bodies and the Stakeholders report for the 2015 UPR through participatory and coordinated ways</i> 4. <i>Provide technical inputs to CSOs' parallel reports on the implementation of international and regional conventions and for the UPR related to children</i> 5. <i>Provide technical inputs to CSOs' parallel reports on implementation of international and regional conventions and UPR related to women rights and gender equality</i> 6. <i>Support CSO awareness campaigns about the UPR, the review and follow up processes</i> 7. <i>Strengthen CSOs knowledge on collaboration with International and regional protection systems</i> 					
Key Action 1.2.2: Provide technical and financial support to strengthen the capacity of the Treaty Body Reporting Task Force for effective and timely reporting (Treaty Body and UPR) and oversight on the implementation of recommendations <ol style="list-style-type: none"> 1. <i>Provide technical assistance to the Ministry of Justice and Task Force to improve coordination and substantive follow up on recommendations</i> 2. <i>Contract a national coordinator for the Treaty Body Task Force for a period of 2 years</i> 3. <i>Strengthen the reporting capacity of institutions in the Task Force responsible for reporting to Treaty Bodies and in the UPR, and implementation of recommendations and prepare national action plan</i> 4. <i>Support to sensitization campaigns of GoR on Reporting and the UPR</i> 					

RESULTS FRAMEWORK					
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions
<p>Key Action 1.2.3: Support capacity building of the National Commission for Human Rights and relevant stakeholders to develop and implement human rights related policies</p> <p>Activities:</p> <ol style="list-style-type: none"> 1. Support a self-assessment of the NCHR to identify capacity assets and gaps 2. Implement prioritized capacity development strategies identified from the self-assessment of the NCHR 3. Strengthen capacity of Commissioners and staff of NCHR on Human Rights Law and principles 4. Strengthen human rights monitoring capacity of Commissioners and staff of NCHR 5. Strengthen the human rights reporting and policy influencing capacity of NCHR and other oversight institutions 6. Develop human rights modules for legal practice degree of ILPD 7. Training of representatives of the legislature on human rights issues 					
<p>Output 3: Fundamental rights of children promoted through birth registration</p> <p>Assumptions:</p> <ul style="list-style-type: none"> ▪ Citizens, especially parents are aware of the importance of birth registration. ▪ Civil registration considered as a national priority in Rwanda <p>Risks:</p> <ul style="list-style-type: none"> ▪ Weak national commitment to implement policy and strategies on civil registration ▪ Lack of understanding of the importance of civil registration <p>Mitigating factor:</p> <ul style="list-style-type: none"> ▪ Continued dialogue on importance of birth registration and undertake awareness clinics ▪ Technical support to responsible institutions <p>Key Action 1: Build the capacity of key national institutions to promote children rights for civic registration</p> <p>Activities:</p> <ol style="list-style-type: none"> 1. Develop a Strategic plan for modernization of civil registration (birth, marriage, death) 					
		No	Yes	Documents	NIDA UNICEF
		No	Yes		

RESULTS FRAMEWORK					
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions
<p>2. Develop a Business Model for effective civil registration delivery</p> <p>3. Provide technical and financial support for piloting effective Civil registration in 30 districts</p>					
<p>Output 4: Enhanced Mechanisms For Sustainable Peace Consolidation, Unity And Reconciliation</p>	<p>For 1) % of citizens satisfied with reconciliation, social cohesion and unity mechanisms</p> <p>2) No of Reconciliation Barometer conducted every two years</p> <p>3) % of citizens expressing a high level of satisfaction in their personal security</p>	<p>1) 83.57%</p> <p>2) 1 Reconciliation Barometer Report</p> <p>3) 86.2% (RGS)</p>	<p>1) 90%</p> <p>2) 3 Reconciliation Barometer Report produced on time</p> <p>91% (RGS)</p>	<p>Reconciliation barometer, RGS, Reports, field reports</p>	<p>NURC, RNP, UNDP, UNWOMEN, UNICEF</p>
<p>Assumptions:</p> <ul style="list-style-type: none"> Conducive environment for peaceful co-existence sustained 					
<p>Risks:</p> <ul style="list-style-type: none"> Regional instability spill over Divisive ideologies 					
<p>Mitigating factor:</p> <ul style="list-style-type: none"> Supportive political environment, internal and external 					
<p>Key Action 1.3.1: Provide technical and financial support to key national and community actors to promote dialogue, mediation, peace, security, unity and reconciliation processes</p> <p>Activities:</p> <ol style="list-style-type: none"> Training of trainers on facilitating community dialogue for reconciliation conducted Capacities of reconciliation forums (at national and district level) strengthened through 2 day workshops in all districts Support capacity building of the Rwanda National Police to implement community policing mechanism in crime prevention Support the set-up of community service structures in Refugee Camps Train police officers on prevention of SGBV and violence against children 					
<p>Key action 1.3.2: Generate and disseminate knowledge products on peace, dialogue, mediation, unity and reconciliation</p>					

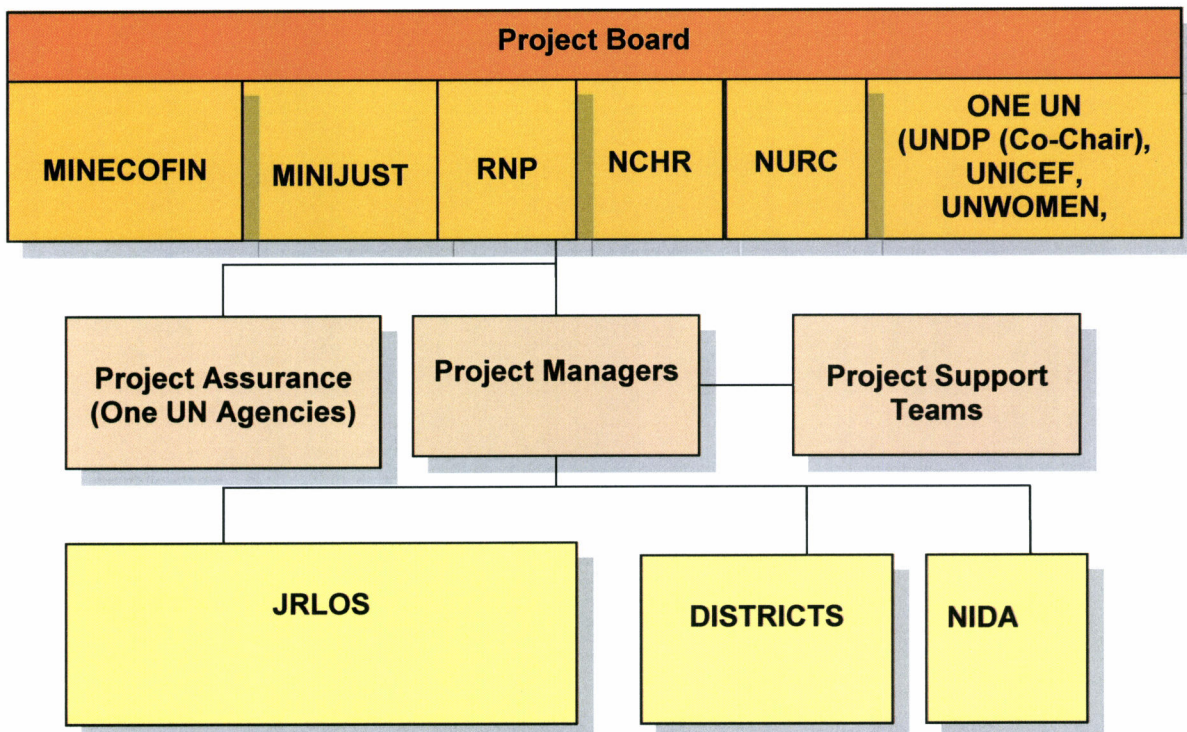
RESULTS FRAMEWORK						
Result hierarchy	Indicator	Baseline	Target	Means of verification	Responsible institutions	
Activities:						
1. Support the NURC to conduct and disseminate the Rwanda Reconciliation Barometer and other knowledge products for improved decision making						
Output 5: Project management and oversight functions enhanced	(1)Number of joint field visits organised (2)Delivery above 80%	0 0	2 /year 80%	Reports Financial reports		
Assumptions:						
<ul style="list-style-type: none"> The project achieve expected results 						
Risks:						
<ul style="list-style-type: none"> Low capacity of absorption by some institutions 						
Mitigating factor:						
<ul style="list-style-type: none"> Regular monitoring of annual work plans Capacity development of implementing partners 						
Key action 1.3.2: Provide effective project management and oversight support to project implementation						
Activities:						
Activity 2.1.4.1. TA- Coordination of Access to Justice Programme						
Activity 2.1.4.2. TA- Capacity building for Implementing partners in project management						
Activity 2.1.4.3. Project oversight including audit, evaluations, communication						

5 MANAGEMENT AND COORDINATION ARRANGEMENTS

UNDP is the lead agency for this joint programme and will provide leadership in terms of overall coordination, including joint monitoring and in reporting. Each agency will contribute to the achievement of the programme results through funding (own resources and funds secured through the One Fund) and through the support of agency technical staff. There is a clear breakdown within the budget of each agency-specific contribution to the joint initiative and this is matched in the logical framework in terms of indicators and targets, to which each agency is responsible for achieving. Since most of the activities are clearly assigned to a specific agency, these will be responsible for providing the data and the qualitative reporting on the implementation progress. However, the consolidation of the inputs for the reports will be done as a team and led by UNDP.

The implementing partners are in all cases the government and UN agencies will ensure the follow up on the implementation and timely reporting on progress. As the joint is a continuation of the previous interventions with same partners, we'll keep same funding mechanisms whereby each agency manages received funds.

The programme management structure proposed for this programme is as follows:



5.1 Programme Board / Steering Committee

- Chair: MINIJUST and UNDP (Co-chair)
- Bi-annual meetings between senior management (head of agencies or their representatives with heads of Implementing partners) to assess progress and give guidance to the technical committee.

5.2 Technical Committee

- Ministry of Justice (Chair) and UNDP (Co-chair)
- Technical staff from different agencies involved (UNICEF, UNDP, UN Women and OHCHR) and relevant technical staff from the implementing partners
- Quarterly meetings to assess progress on project implementation, discuss bottlenecks and propose way forward, followed by the steering committee meeting
- Daily financial and technical support to the Implementing partners for implementation of activities will be given by participating agencies to ensure compliance with the UN financial rules and regulations.

5.3 Fund Management Arrangements

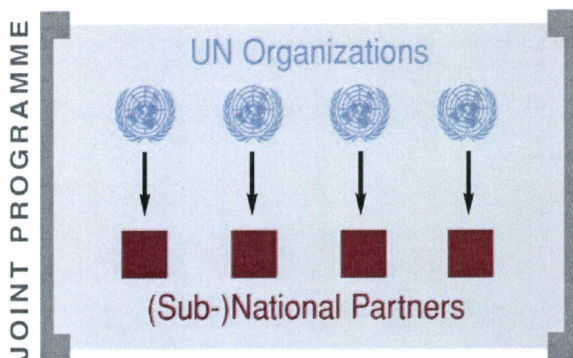
To ensure efficient implementation of the programme, a combined funding modality (partly pooled, partly parallel) will be used and participating agencies will be responsible for implementing activities as provided in the project logical framework. Where participating agencies are working with a same Implementing Partner, the pooled funding will be used. Under the pooling part of the programme, the executing agency will receive funds from both the One Fund and core funds from participating agencies and will be responsible for consolidated reporting as agreed upon by the JP Steering Committee. For the pooling modality, UNDP as lead agency of the flagship programme will act as Managing Agent.

Under the parallel funding modality, the Executing agency will manage the funds and implements its activities in parallel with other participating organizations. This modality is effective and efficient when the interventions of participating UN organizations are aimed at common results, but with different national, sub-national and/or international partners. Under this option, each organization manages its own activities within the common work plan and the related budget, whether from Regular (core) or Other Resources.

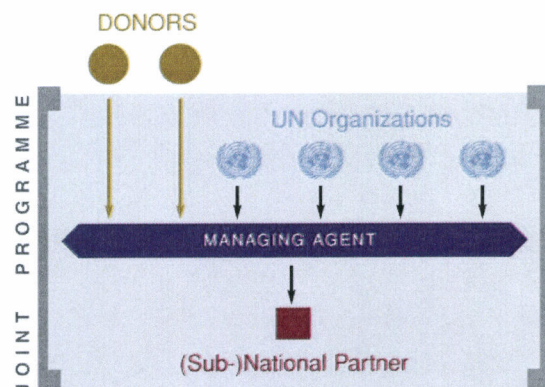
The programme Steering Committee will decide which participating UN organization will prepare the consolidated report.

The Resource Flow and Management will be as follows under both fund management modalities.

Graphic illustration of fund management for a Joint Programme with Parallel Funding



Graphic illustration of fund management for a Joint Programme with Pooled Funding



5.4 Fund Management Mechanism

UNDP, UNWOMEN, UNICEF, and OHCHR will sign a Memorandum of Understanding on fund management. UNDP will be accountable for supporting the national implementing partners in managing the joint programme. The UNDP will also be accountable for timely disbursement of funds and supplies where UNDP is the Managing Agent, and for coordinating technical inputs by all participating UN organizations. It will also follow up with the national partners on implementation, and is accountable for narrative and financial reporting to the joint programme coordination mechanism. For the parallel funding, the UN Agency managing the funding will be accountable for timely disbursement of funds to implementing partners as well as for the timely reporting.

5.5 Transfer of cash to national Implementing Partners

The implementing partners will prepare annual and quarterly work plans which will be approved by Steering Committee. Funds will be disbursed to implementing partners every quarter using a NIM modality and in line with Harmonized Approach to Cash Transfers (HACT). Upon expenditure and reporting by the national implementing partners, which shall be expected every 15th day of the month after the quarter, UNDP will account for the income received to fund the joint programme in accordance with its financial regulations and rules.

UNDP will however recover indirect costs in accordance with its financial regulations and rules. This will be documented in the Memorandum of Understanding 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.

5.6 Audit

Independent audits will be commissioned by the UN system (through UNDP) and undertaken by private audit services in line with the UN guidelines and standards for auditing. Government implementing partners will cooperate with the UN agencies in monitoring and reporting on all activities supported by the direct implementation modality and cash transfers. 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.

5.7 Communication

Upon consultation with the participating UN organizations, the UN shall take appropriate measures to publicize the Joint Programme. Information given to the press, to the beneficiaries of the Joint Programme, all related publicity material, official notices, reports and publications, shall acknowledge the role of the implementing partners and the One UN and all participating UN organizations, and the other contributors to the joint programme account. The UN participating Agencies will also be free to use their communication channels in addition the One UN channel to publicize the programme. As per corporate communication policy, 1% of budget will be earmarked to support communications efforts in support to the implementation of this programme. A budget line for communication will therefore be included in the programme budget as part of the management of the project.

5.8 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.

6 MONITORING, EVALUATION AND REPORTING

6.1 Monitoring

Annual Work Plans (AWP) will be developed by the implementing partners in consultation with the UN agencies. A monitoring plan with clear milestones will be part of the AWP. Consolidated Annual Work plans (CAPs) will be prepared annually by agencies and will be monitored throughout the year. The DevInfo (di Monitoring), a web-based data management platform will facilitate regular and real time results based monitoring of the progress towards the results. It will support informed decision making, promote transparency, accountability and the data for advocacy. All signatories to the joint programme document will participate in monitoring and evaluation and contribute to the Annual Review. Every year, a monitoring plan with a calendar will be prepared jointly with the IPs. The calendar will focus on key results and indicators which will be tracked throughout the implementation of the programme. Clear milestones will be agreed upon which will be the basis for monitoring.

Monitoring will take different forms: structured field visits jointly organised with participating UN agencies will be undertaken at least once per quarter by the Programme team from the ONE UN and with each of the implementing partners. Monitoring visits will be guided by a field visit objective plan, which will examine progress in the various indicators outlined in the logical framework. All monitoring visits will include the involvement of the relevant Government counterparts, either at the central, district or local level.

It will also take the form of formal and informal meetings with the various implementing partners to discuss specific implementation challenges. It will also involve attending implementing partners' activities and interacting with beneficiaries. All Structured monitoring visits will have clear objectives and a report will be prepared thereafter and kept in the profile file and fed into the DI Monitor so that achievement of results can be continuously tracked and where there is disconnect, remedial measures undertaken immediately.

In terms of risk management, the risks will be reviewed every quarter based on reports from the implementing partners, from the field visits reports and during the technical and steering committee meetings. Annual programme review will also inform the risk management and mitigation measures.

6.2 Joint Programme Review

The Access to Justice, human rights and Peace Consolidation joint programme review will be conducted under the coordination of the UNDP as the lead agency and the government counterpart. The annual review will provide the opportunity for the UN System, and the implementing partners and donors to measure the progress and contribution towards the achievement of the Joint programme results. The Annual Reviews will report progress on the joint programme results (outputs and outcomes), annual targets based on M&E matrix ensuring that targets are relevant and updated. The review will take stock of lessons and good practices, highlight key results achieved and challenges.

The Reviews will provide the opportunity to assess and make recommendations related to the planning assumptions, risks and emerging opportunities; and any revisions to the Annual Work Plans, including the related strategies, partnerships and resource allocations. The feedback from the annual reviews will inform the annual report on progress on the result areas based on the targets as well as the progress on the cross cutting issues. The feedback will also inform the annual planning processes and commitments for the preceding year including any strategic and operational adjustments required for the UNDAP.

6.3 Evaluations

A mid-term and final evaluation of the programme will be conducted by an external evaluator. Terms of reference for the midterm and end term evaluation will be agreed upon by all partners in the programme. The mid-term evaluation will inform and strengthen the on-going implementation of the programme. It will assess the progress against the outcome and output targets and will guide the implementation of the remaining part of the programme.

The final evaluation will assess the programme achievements vis-à-vis the expected results and will be used to guide the next programming cycle. It will in addition identify the challenges faced, draw lessons learned and provide recommendations. All national implementing partners, stakeholders UN agencies and stakeholders will be involved in the evaluation.

6.4 Reporting

To build on inputs from M&E tools and strategies, the implementing partners will document achievements, opportunities, challenges and impacts in access to justice, human rights and peace consolidation programming that other organizations can benefit from and take further from there.

The UNDP standard progress report will be used for reporting. Preparations for implementation, progress reports and other updates will be shared and discussed during the quarterly programme steering committee meetings and every two months during the coordination and technical meetings of the Development Result Group (DRG). The DRG will be responsible for reporting at Outcome, Output and Key Actions levels. Agencies will report on activity level.

UNDP will be responsible for consolidating quarterly and annual reports. However, Agencies in the programme will be expected to give their input in the reports before they are finalized. Their inputs may be in form of lessons learnt, challenges or even best practices. Where a UN Agency is directly implementing activities with implementing partners, the agency will provide a report to UNDP for consolidation of the Joint programme report.

The quarterly and annual progress reports will provide a basis for managing outputs vs. expenditure. A mid-term project review will be undertaken to assess the progress achieved towards achieving objective of the project. A final programme review report will be prepared upon programme completion, summarizing and evaluating project achievements in detail.

7 LEGAL CONTEXT

The programme relates to article 1 of the basic agreement concluded between UNDP and the Government of Rwanda and signed on the 2nd February 1977.

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 the UNDP, signed by both parties. The host country implementing agencies shall, for the purpose of the Standard Basic Agreement, refer to the government cooperating agency described in that Agreement.

The following types of revision may be made to this Programme document, only with the signature of the UNDP Resident Representative, provided that he/she 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 agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the present 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/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document”.

8 WORK PLANS AND BUDGETS

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe				
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
UNDAP Focus Area: Justice, Gender Equality and Human Rights										
Expected Outcome: Human rights, justice and gender equality promoted and implemented at all levels										
Output 1 : Capacity of the justice sector strengthened to increase access to justice, including for women, children and other the most vulnerable groups										
Key Action 1.1 Support the justice system to improve case management										
Activity 1.1.1: Establish an integrated automated case management system in the Justice Sector	MINIJUST	UNDP	770,000	370,000	400,000	231,000	308,000	231,000	-	-
Activity 1.1.2: Build the capacities of the Justice Sector ¹⁷ personnel to use the integrated automated case management system	MINIJUST	UNDP	589,165	289,165	300,000	35,281	302,154	251,730	-	-
Activity 1.1.3: Provide technical assistance and financial support for the maintenance of the established systems	MINJUST	UNDP	435,660	235,660	200,000	102,330	102,330	77,000	77,000	77,000
Key Action 1.2: Provide technical and financial support to strengthen capacities for improved service delivery in the justice sector										
Activity 1.2.1. Provide technical support to judges in the higher courts in order to improve quality and timely judgments	MINJUST/SUPREME COURT	UNDP	100,000	0	100,000	35,000	35,000	30,000	-	-
Activity 1.2.2. Assess the judicial system's capacity to manage and respond to genocide and international crimes	MINIJUST/NPPA	UNDP	150,000	50,000	100,000	150,000	-	-	-	-

¹⁷ MINIJUST, SUPREME COURT, NPPA, RNP, COURTS

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe				
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
Activity 1.2.3. Provide capacity building for national investigation, prosecution and trial of genocide and international crimes	MINIJUST/ NPPA	UNDP	43,500	-	43,500	13,050	17,400	13,050	-	-
Activity 1.2.4. Provide technical assistance to NPPA on Research, Case Investigations and Advocacy on Genocide Justice	MINIJUST/ NPPA	UNDP	96,250	96,250	0	96,250	-	-	-	-
Activity 1.2.5. Strengthen the operation of the <i>Maison d'Accès a la Justice</i> (MAJ) in all districts including training of professional and non-professional bailiffs	MINIJUST	UNDP	392,436	142,436	250,000	130,554	130,554	65,664	65,664	-
Activity 1.2.6. Strengthen the <i>Abunzi</i> to mediate conflicts and disputes	MINIJUST	UNDP	88,673	-	88,673	20,498	20,498	20,498	20,498	6,681
Key Action 1.3: Support the justice sector to improve the vertical and horizontal coordination of justice segments including monitoring and evaluation										
Activity 1.3.1. Contract a national technical assistant to the JLROS Secretariat for 3 years	MINIJUST	UNDP	90,000	40,000	50,000	18,000	36,000	36,000	-	-
Activity 1.3.2. Support the establishment of Justice Sector Committees at the district level	MINIJUST, DISTRICTS	UNDP	115,505	65,505	50,000	23,101	23,101	23,101	23,101	23,101
Activity 1.3.3. Carry out and follow up on a Gender Audit to better engender the JLROS reforms	MINIJUST	UNWOMEN	138,240	58,240	80,000	50,640	59,880	27,720	-	-
Activity 1.3.4. Strengthen inter CSO coordination, policy analysis, analysis and advocacy skills	MINIJUST, CSOs	UNDP, OHCHR	109,544	59,544	50,000	54,772	-	54,772	-	-
Key Action 1.4: Provide technical support for implementation of the Justice for Children Policy and to improve performance of alternative (including restorative) justice mechanisms										
Activity 1.4.1. Support restorative approach-based responsive justice structures and processes at village, cell and sector levels for children	MINIJUST	UNICEF	300,000	240,000	60,000	-	75,000	75,000	75,000	75,000

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe				
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
Activity 1.4.2. Support capacities of mechanisms including MAJ, Abunzi, social workers to deliver justice for children	MINIJUST	UNICEF	418,496	334,796	83,700	-	104,624	104,624	104,624	104,624
Activity 1.4.3. Support effective coordination and human rights-based monitoring of the delivery of justice for children	MINIJUST	UNICEF	28,000	21,000	7,000	28,000	-	-	-	-
Activity 1.4.4. Develop communication tools on the new Justice for Children Policy	MINIJUST	UNICEF	194,000	155,200	38,800	-	77,000	63,000	54,000	-
Activity 1.4.5. Capacity development of MAJ officials and KBA to monitor justice for children	MINIJUST	UNICEF	1,205,408	964,408	241,000	-	947,804	192,804	64,800	-
Key Action 1.5: Facilitate the provision of legal aid to targeted vulnerable groups including women, children and in-mates										
Activity 1.5.1. Train legal aid providers on new laws and on monitoring and evaluation of their assistance to the most vulnerable	MINIJUST	UNICEF, UNDP, UNWOMEN	130,720	80,720	50,000	32,680	32,680	32,680	32,680	-
Activity 1.5.2. Support legal assistance to children suspected of major crimes (rape, defilement and homicide)	MINIJUST	UNICEF	175,000	140,000	35,000	35,000	35,000	35,000	35,000	35,000
Activity 1.5.3. Research and assess legal aid needs specific to women as determined by women and children	MINIJUST	UNICEF, UNWOMEN	42,000	32,000	10,000	-	42,000	-	-	-
Activity 1.5.4. Support CSOs/NGO legal aid providers by extending appropriate protection support to vulnerable women and girls.	MINIJUST	UNICEF, UNWOMEN	175,000	140,000	35,000	35,000	35,000	35,000	35,000	35,000
Activity 1.5.5. Support CSOs/NGOs to provide legal aid and representation to inmates	MINIJUST, CSOs	UNDP, UNWOMEN	175,000	140,000	35,000	35,000	35,000	35,000	35,000	35,000
Output 2: National Capacities strengthened to promote and mainstream human rights and implement Treaty Body and UPR recommendations										

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD		Timeframe					
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
Key Action 2.1. Support capacity building of CSOs to effectively participate in the preparation of parallel reports on the implementation of international conventions										
Activity 2.1.1. Assess capacity gaps and needs among local CSOs to participate in Treaty reporting and the UPR	MINIJUST, CSOs	OHCHR, UNDP; UNWOMEN	63,000	23,000	40,000	63,000	-	-	-	-
Activity 2.1.2. Support CSO awareness campaigns about the UPR, the review and follow up processes	MINIJUST, CSOs	OHCHR, UNDP; UNWOMEN	66,592	26,592	40,000	44,574	-	22,018	-	-
Activity 2.1.3. Train and provide guidance tools to CSOs to produce parallel reports on Treaty Bodies and the UPR Stakeholders report including on children, women rights and gender equality	MINIJUST, CSOs	OHCHR, UNDP; UNWOMEN	40,512	20,512	20,000	20,256	20,256	20,256	-	-
Activity 2.1.4. Support CSOs to produce parallel reports to Treaty Bodies through participatory and coordination ways	MINIJUST, CSOs	UNDP, OHCHR;	32,240	-	32,240	16,120	16,120	-	-	-
Activity 2.1.5. Support CSO awareness campaigns about the UPR, the review and follow up processes	MINIJUST, CSOs	UNDP	32,240	-	32,240	16,120	16,120	-	-	-
Activity 2.1.6. Support to CSO to produce the parallel report for the 2015 UPR through participatory and coordinated ways	MINIJUST, CSOs	UNDP	69,180	39,180	30,000	23,290	45,890	-	-	-
Key Action 2.2: Provide technical and financial support to build the capacity of the Treaty Body Reporting Task Force for effective and timely reporting (Treaty Body and UPR) and oversight on the implementation of recommendations										
Activity 2.2.1. Contract a national coordinator for the Treaty Body Task Force for a period of 2 years	MINIJUST	UNDP	90,000	40,000	50,000	27,000	31,500	31,500	-	-

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe				
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
Activity 2.2.2. Strengthen the capacity of Task Force members and line institutions on how to report to Treaty Bodies and in the UPR, and implementation of recommendations	MINIJUST	UNDP, OHCHR	174,260	94,260	80,000	34,852	34,852	34,852	34,852	34,852
Activity 2.2.3. Support Government to produce national reports to Treaty Bodies and UPR through participatory and coordination ways	MINIJUST	UNDP	370,715	170,715	200,000	74,143	74,143	74,143	74,143	74,143
Activity 2.2.4. Survey on the capacity of national institutions to collaborate with international and regional protection systems (report, implement and monitor recommendations)	MINIJUST	OHCHR UNDP/	100,000	50,000	50,000	100,000	-	-	-	-
Activity 2.2.5. Support to sensitization campaigns of GoR on Reporting and the UPR	MINIJUST	UNDP, OHCHR	157,600	77,600	80,000	31,520	31,520	31,520	31,520	31,520
Key Action 2.3: Support capacity building of the National Commission for Human Rights and relevant stakeholders to develop and implement human rights related policies										
Activity 2.3.1. Support a self-assessment of the NCHR to identify capacity assets and gaps	NCHR	UNDP, OHCHR	70,312	-	70,312	70,312	-	-	-	-
Activity 2.3.2 Survey on the impact of NCHR's and other oversight institutions recommendations on national policies	NCHR	UNDP, OHCHR	100,000	50,000	50,000	100,000	-	-	-	-
Activity 2.3.3. Implement prioritized capacity development strategies identified from the self-assessment of the NCHR	NCHR	UNDP, OHCHR	145,000	75,000	70,000	29,000	29,000	29,000	29,000	29,000
Activity 2.3.4. Strengthen capacity of regional representatives of NCHR to monitor human rights situations	NCHR	UNDP, OHCHR	17,040	-	17,040	8,520	8,520	-	-	-

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe					
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5	
Activity 2.3.5. Strengthen the capacity of NCHR and the Ombudsman to compile Annual and thematic human rights reports and advocacy	NHRC, OO	UNDP, HCHR	17,040	-	17,040	8,520	8,520	-	-	-	-
Output 3: Fundamental rights of children promoted through birth registration											
Key Action 3.1: Build the capacity of key national institutions to promote children rights for civic registration											
Activity 3.1.1. Develop a Strategic plan for modernization of civil registration (birth, marriage, death)	NIDA	UNICEF	136,330	106,330	30,000	23,165	52,865	29,700	30,600		
Activity 3.1.2. Develop a Business Model for effective civil registration delivery	NIDA	UNICEF	94,760	74,760	20,000	47,380	47,380	-	-		
Activity 3.1.3. Provide technical and financial support for piloting effective Civil registration in 30 districts	NIDA	UNICEF	510,041	408,041	102,000	60,000	177,510	117,510	77,510		77,511
Output 4: Mechanisms for sustainable peace consolidation, unity and reconciliation strengthened/deepened											
Key Action 4.1.: Provide technical and financial support to key national and community actors to promote dialogue, mediation, peace, unity and reconciliation processes											
Activity 4.1.1. Train of trainers on facilitating community dialogue for reconciliation	NURC	UNDP	302,480	102,480	200,000	60,496	60,496	60,496	60,496		60,496
Activity 4.1.2. Capacities of reconciliation forums (at national and district level) strengthened	NURC	UNDP	469,200	219,200	250,000	93,840	93,840	93,840	93,840		93,840
Activity 4.1.3. Support capacity building of the Rwanda National Police to implement community policing mechanism in crime prevention	RNP	UNDP	2,262,560	762,560	1,500,000	613,312	412,312	412,312	412,312		412,312

Result hierarchy	Key implementing partners	Responsible Agency	Planned Budget in USD			Timeframe				
			Total Budget	Requested to One Fund	Agency contribution	Y1	Y2	Y3	Y4	Y5
Activity 4.1.4. Support the set up community service structures in Refugee Camps	RNP	UNDP	264,650	114,650	150,000	52,930	52,930	52,930	52,930	52,930
Activity 4.1.5. Train female police officers on SGBV and violence against girl child , including troops to go on peace support operations	RNP,RPA	UNDP, UNWOMEN	455,355	205,355	250,000	91,071	91,071	91,071	91,071	91,071
Key Action 4.2: Generate and disseminate knowledge on peace, dialogue, mediation, unity and reconciliation										
Activity 4.2.1. Support the NURC to conduct and disseminate the Rwanda Reconciliation Barometer for improved decision making	NURC	UNDP	572,806	322,806	250,000	171,842	-	200,482	-	200,482
Output 5: Project management and oversight strengthened										
Activity 5.1. TA- Coordination of Access to Justice Programme	UNDP	UNDP	150,000	-	150,000	30,000	30,000	30,000	30,000	30,000
Activity 5.2. TA- Capacity building for Implementing partners in project management	UNDP	UNDP	150,000	100,000	50,000	30,000	30,000	30,000	30,000	30,000
Activity 5.3. Project oversight including audit, evaluations, communication	UNDP	UNDP	240,000	140,000	100,000	40,000	40,000	60,000	40,000	60,000
Sub-total UNDP			8,956,056	3,753,761	5,202,295	2,579,653	2,065,800	1,948,890	1,110,356	1,251,357
Sub-total OHCHR			207,104	107,104	100,000	94,574	20,256	42,274	50,000	-
Sub-total UNICEF			3,409,755	2,697,255	712,500	261,225	1,626,863	685,318	509,214	327,135
Sub-total UN Women			593,595	263,595	330,000	141,711.00	150,951	118,791	91,071	91,071
Total Project			13,166,510	6,821,715	6,344,795	3,077,163	3,863,870	2,795,273	1,760,641	1,669,563

8.1 Budget summary per output

Outputs	Year 1	Year 2	Year 3	Year 4	Year 5	Total per output
Output 1. Capacity of the justice sector (JRLO) strengthened to increase access to justice, including for women, children, and the most vulnerable.	1,116,156	2,459,029	1,373,643	622,367	391,406	6,012,597
Output 2. National capacities strengthened to promote and mainstream human rights and implement Treaty Body and UPR recommendations	596,971	316,441	243,289	219,515	169,515	1,545,731
Output 3: Fundamental rights of children promoted through birth registration	130,545	277,755	147,210	108,110	77,511	741,131
Output 4. Mechanisms for sustainable peace consolidation, unity and reconciliation strengthened/deepened	1,083,491	710,649	911,131	710,649	911,131	4,327,051
Output 5: Project management and oversight improved	100,000	100,000	120,000	100,000	120,000	540,000
TOTAL PROGRAMME BUDGET	3,027,163	3,863,874	2,795,273	1,760,641	1,669,563	13,166,510

ANNEXE 1: OFFLINE RISK LOG

Project Title: Promoting Access to Justice, Human Rights and Peace Consolidation in Rwanda					Award ID:	Date:
Risk Description	Type	Impact & Probability Scale 1 (low) to 5 (high)	Countermeasures/ Management Response	Owner	Last Update	Status of risk
1 Delay in the start-up and implementation of the project because of the need to build relationships and consensus with some institutions on activities.	Political	There would be subsequent delays in the implementation of project activities and challenges in resource mobilization. Probability: 4 Impact: 4	<ul style="list-style-type: none"> ▪ Ensure flexibility in programme design to accommodate possible delays; ▪ Regular contacts with key stakeholders ▪ Regularly monitor and address developments related to implementation in close consultation with implementing partners 	UNICEF, UNDP, UWOMEN, UNHCHR, RNP, MNIJUST; NCHR;		Probability low as progress in programme development process and high level of political support.
2 Limited consensus on joint programming among UN country team	Political/ Strategic	Complementarity with other human rights, access to justice and peace consolidation response initiatives will not be achieved and serious negative impact on programming and interface with government on topical issues. Probability: 4 Impact: 4	<ul style="list-style-type: none"> ▪ Bilateral meeting with other UN Agencies providing support to GoR and Civil Society; ▪ Operationalize and monitor the DaO principles and objectives ▪ Develop joint programmes early 	UNDP ; UNICEF, UN Women ; OHCHR		
3 Insufficient initial funding due to unreliable funding sources and below anticipated resource mobilization	Strategic/ Financial	Insufficient funding will entail the prioritization of project activities resulting into scale down and slow down implementation of key activities, derailing the impact of the project.	<ul style="list-style-type: none"> ▪ Support the RC to mobilise resources for the One Fund ▪ Identify other sources of funding ▪ Access DGTTF, Global human rights and access to justice programme financing 	UNDP ; UNICEF, UN Women ; OHCHR		

4	Inadequate human resources	Strategic/ Financial	Probability: 3 Impact: 4	The UN would not be able to engage in available policy and practice development spaces minimizing its ability to influence and shape the human rights, access to justice and peace consolidation agenda in Rwanda. Probability: 4 Impact: 4	<ul style="list-style-type: none"> ▪ Recruit technical assistance to strengthen the Governance team ▪ Provide technical assistance where needed at the IP level 	UNDP ; UNICEF, UN Women ; OHCHR			
5	A weak civil society	Strategic/ economic	Probability: 2 Impact: 4	A weak coupled with limited working relationship with UN in the past has an impact on smooth implementation of this Programme	Equip the CSOs with the tools and skills efficiently respond to the project needs	UNDP ; UNICEF, UN Women ; OHCHR			