



GOVERNMENT OF RWANDA

&

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

Inclusive Participation in Governance Programme

Brief Description

This project is to serve as a bridging project until the end of the current UNDAF period June 2013. The purpose is to build a strong base and undertake some fundamental activities to allow the next programme to align with EDPRS/UNDAP 2013-2017. The partners and interventions of this project are seen as key to address identified challenges through governance assessments and the Universal Periodic Review. The project will cover three thematic areas: Governance assessments and dialogue; political participation; and media sector strengthening.

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UNDAF Outcomes Area (s)/Indicator(s)¹:

- o UNDAF Result 1: Good Governance enhanced and sustained
1.2 Evidence based policy making & accountability: Effective policy and socio-economic planning and accountable, transparent management of public resources enhanced
Indicator: # of Government entities awarded satisfactory audit ratings
- o 1.3 Decentralization & Participation: An effective decentralized administration with emphasis on democratic participation and representation
Indicators: 1) % of registered voters, 2) % participation in national and local elections

Expected Outcomes (Linkage to UNDAF CP Outcome)

- o A peaceful state where freedoms and human rights are fully protected and respected
- o Effective, accountable and transparent management of public resources and services at national and decentralized levels, People's participation in democratic processes and structures at national and decentralized levels

Expected Output(s)/Annual Targets:

- 1) Governance assessments and dialogues providing recommendations undertaken (4 assessments)
- 2) Accountability structures for NP, NFPO and NEC established or improved (6 structure)
- 3) Media reform secretariat established and operational (reform secretariat established)
- 4) Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partner's staff (75%)

Executing Entity:

United Nations Development Programme (UNDP)

Implementing Entities:

Parliament, National Unity Reconciliation Commission, the National Electoral Commission, Rwanda Governance Advisory Council, National Platform for Political Organizations and Ministry of Cabinet Affairs, Media High Council

Other Responsible Partners:

Ministry of Finance and Economic Planning (MINECOFIN)

Project Period: **Oct 2011- June 2013**
Programme Component: **Democratic Governance**
Project Title: **Inclusive Participation in Governance (IPG) Programme**
Programme ID: **00062637**
Management Arrangement: **NIM**

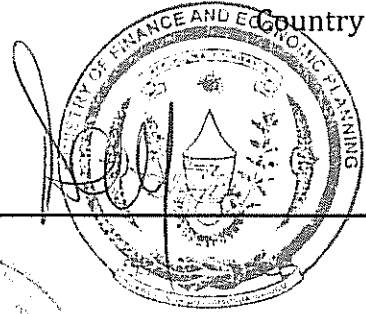
Total Budget:
Allocated resources

- o Government: **In kind contribution**
- o UNDP: **620,787 USD**
- o Belgium: **2,722,109 USD (Euro 1.36)**

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Country: **Rwanda**

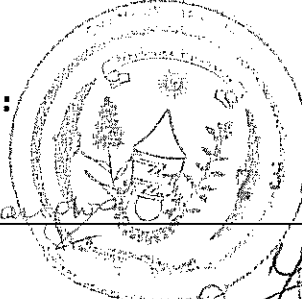
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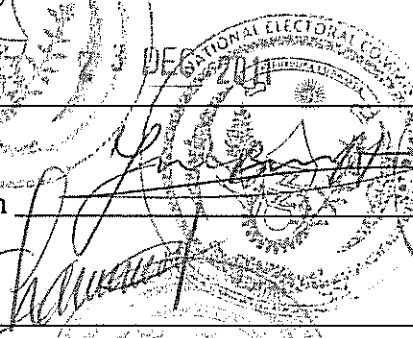
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Agreed by (Implementing agencies):

National Parliament _____

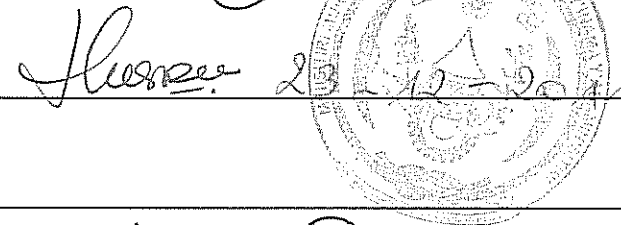


The National Unity and Reconciliation Commission _____



The National Electoral Commission _____

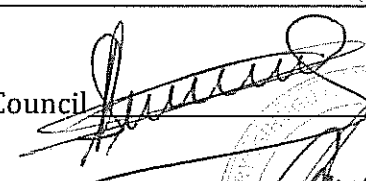
Ministry of Cabinet Affairs _____



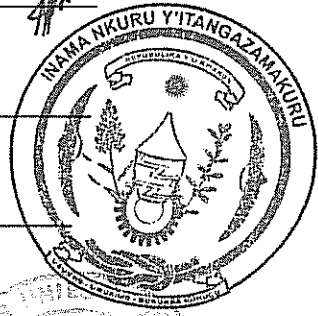
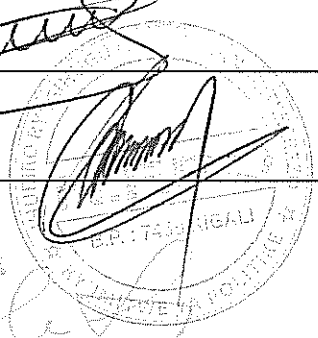
Media High Council _____



Rwanda Governance Advisory Council _____

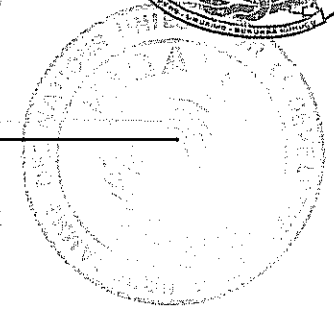


National Forum for Political Organizations _____



Agreed by (UNDP): _____

Aurélien A. Agbénonci
UNDP Resident Representative



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1. EXECUTIVE SUMMARY

This programme, "Inclusive Participation in Governance Programme" (DGP), is a bridging programme between the end of the "Programme for Strengthening Good Governance" (PSGG) and the start of the next programming cycle for the UN and the Government of Rwanda. The next programming period for the EDPRS and the UNDP will start June 2013.


The PSGG has made a number of significant achievements between 2007- 2011 and the lessons learnt from this programme have been documented through a participatory evaluation. This programme to a large extent builds on the good practices of the PSGG as well as has addressed shortcomings that have been documented. Further to this the programme development has been undertaken in an inclusive and participatory manner where the primary stakeholders (implementing partners) have identified key priorities linked to their mandates and strategic plans.

This programme seeks to achieve concrete outputs in three thematic areas and one cross cutting output area.

- 1) Governance assessments and dialogues providing recommendations undertaken
- 2) Accountability structures for NP, NFPO and NEC established or improved
- 3) Media reform secretariat established and operational
- 4) Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partner's staff

The programme structure emphasises national implementation and a programme management structure designed to increase ownership of the project output and improve coherence between implementing partners' activities.

As a bridging process documenting the successes and challenges of the DGP is of critical importance and will be dealt with systematically throughout the project lifecycle.

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2. SITUATION ANALYSIS

2.1 BACKGROUND

The government renewed its commitment to strengthening good governance through the Government Programme 2010- 2017, making it one of four (4) pillars mandate programme: Good Governance, Justice, Economic Development and Social Wellbeing. The goal has been stated as **“promoting good governance consecrating national unity, identity and harmony, catalyzing capabilities to increase rapid production and development”**. This priority is also evident in Rwanda’s Vision 2020 which identifies good governance as one of its six pillars, the first being Nation Building & Good Governance, which **“...seeks to put in place a strong and secure nation, with high standards of political and administrative governance”**. Further to this, since the late 1990s, Rwanda has demonstrated its commitment to the governance agenda by establishing a number of organizations to oversee the implementation and emphasized capacity development of these institutions.

To foster inclusive participation, democracies need effective channels to allow every citizen to cast a vote in free and fair election, to participate in the public sphere, and to promote their interests through political parties, CSOs and volunteerism. Through these numerous channels, people can articulate their demands, pressure public officials and hold elected representatives and governments accountable for their actions.”

– UNDP Guide to Democratic Governance Practice

The UNDAF is directly aligned with the EDPRS and holds good governance as a key result area: **Result1: Good Governance Strengthened and Enhanced**. Under this result area, in the period from 2007-2011, through the Programme for Strengthening Good Governance (PSGG), UNDP, DFID and the Government of Rwanda targeted capacity development of key governance institutions to deliver on their mandate of good governance. Through the PSGG results have been documented on the level of policy,

organizational and individual capacity development and have enabled the PSGG institution to perform their mandates more efficiently.

2011 marks the end of the PSGG, which has required revisiting PSGG programme achievements, as well as the governance sector priorities. The evaluation of the PSGG, coupled with the outcomes of important governance assessments, such as the Joint Governance Assessment (JGA) and the Rwanda Reconciliation Barometer (RRB), have guided the project development. Additionally, the Universal Periodic Review (2011) has also provided guidance to this project development.

While governance assessments and evaluations have provided the evidence base for *“Inclusive Participation in Governance Programme”*, UNDP has also analyzed its comparative advantages within the development partners’ community; within the context of Delivering as One; and the division of labour agreed on between GoR and DPs.

The current UNDAF programme period (2008-2012) has been extended to June 2013 to correspond with the start of the next GoR EDPRS period. This project will serve as a *bridging project* between the end of the “Programme for Strengthening Good Governance

(PSGG 2007-2011)” and the beginning of the next UNDAF and EDPRS period 2013. It is the goal for this bridging project to create a structure and a base for development of a five year programme 2013-2017.

2.2 COUNTRY CONTEXT

Rwanda has shown remarkable achievements in terms of human and economic development since the 1994 genocide. In the governance sector the commitments have been demonstrated through, among other actions, the establishment of strong institutions with clear mandates to oversee the process of democratic governance. Progress has been tracked through periodic governance assessments; however some shortcomings have also been highlighted. These gaps that have been acknowledged by the GoR and/or identified by actors in the international community form the basis and justification of this project. This section gives the empirical base for the areas addressed by this project.

Governance Assessments and monitoring progress

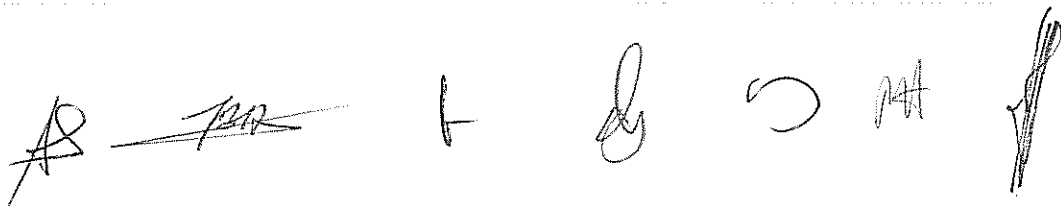
The government of Rwanda remains highly committed to undertaking studies that will improve the evidence base for policy and programming in the area of governance. To support this agenda UNDP assisted the GoR to conduct governance assessments including the Joint Governance Assessment (JGA) and the Rwanda Reconciliation Barometer (RRB). These assessments indicate progress in key governance areas. With regards to gaps, the RRB highlights the need to improving citizen participation in decision making and political process as well as stimulating the civil society to provide a voice from the grassroots level. Whereas the JGA emphasize accountability through support to advocacy roles of civil society organizations (CSOs) and strengthening the accountability of the Media High Council (MHC), especially in the area of investigative journalism. With reference to the assessments themselves, a lack of coordination of the various assessments to ensure that the same data is not unintentionally collected via different surveys.

Other recommendations relate to improvement of indicators with regards to disaggregation by gender, region, age and other vulnerability criteria. There is also a need to use these studies and assessments to facilitate more dialogue, between government and civil society, between national and international actors.

Access to Information and the Media

The media sector in Rwanda has come a long way from the media that spread ethnic hatred and sectarianism and contributed to the 1994 genocide against the Tutsis. The promulgation of the 2002 media law liberalized media and resulted in the increase of private media especially in the broadcasting sector. Today Rwanda boasts of 26 radio stations, 32 newspapers and one television station. These play an important role in information dissemination and providing a platform for debate and public participation in policy making and governance. In spite of the media sector clearly showing improvements in opening up the space to new actors, reports international human rights groups show a high level of negative perceptions about the state of media in Rwanda.

The professional standards and quality of the media sector have been progressing rather slowly. The establishment of institutions such as the Great Lakes Media Centre and the

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strengthening of the School of Journalism and Communication of the National University of Kigali have facilitated this process. The Media High Council (MHC) who has mandated to promote high journalistic standards has also conducted a number of activities among the media organizations to promote high professional standards and advance media development generally in the country.

The IREX Media Sustainability Index scores for 2007-2008 show a marginal increase on the scores for the previous year (up 0.11 to 2.40 on average), which can be considered an important step towards achieving a 3-4 score and establishing Rwanda within the Sustainable Media' category. All but one of the five sub-indices showed improvement, with a decrease of 0.13 recorded for Professional Journalism. Progress in this area, while small, can be attributed to a number of factors including changing mindsets among media professionals and greater support offered to the industry by government and non-government stakeholders. Many challenges remain, however, such as the criminalization of libel through media law and an insufficient number of effective, operational printing presses to meet demand. Furthermore, a new media law enacted in August 2009 contained a number of restrictive provisions, including educational requirements for journalists, a rule compelling journalists to reveal sources when it is deemed necessary for criminal cases, and increased capital requirements for starting new media outlets.

Gender inequalities still present an obstacle to the media sector development. Currently, 71% of journalists are men; there are no female media owners and only 2 female editors. Additionally, journalists and media owners do not sufficiently embrace their role promotion of Gender Equality.

In the 2011 UPR process the GoR accepted the recommendation regarding "re-strengthening" the guarantees of independence of the MHC and to clarify its mandate as to distinguish between media regulation and media freedom responsibilities.

The government's commitment has led to the initiation of the Rwanda Media Reform process. On 30th March the Cabinet took several steps to address the challenges and criticism faced by the media sector. Currently, a wide reaching media reform that aim at strengthening the independence and professionalism of the media in Rwanda is being initiated in Rwanda.

Political governance

The JGA (2010) sites the 2010 Freedom House report where Rwanda scored 6 out of a possible 73 points for political rights and 5 out of 7 for civil liberties, noting strict controls of political life of the political parties. The Mo Ibrahim 2010 index report indicates a 5.6% improvement in freedom of expression and assembly compared to the previous year. It has also been highlighted in the JGA that these external assessments need to be interpreted with caution as the methodology of data collection/analysis differs significantly compared to the JGA Review methodology. The UPR also listed a recommendation on "*lifting the de-jure and de-facto restrictions on political parties to allow for genuine political participation*

and dialogue as well as investigation of allegations of manipulation and abuse concerning the registration of political parties and to ensure that articles 25 and 26 of ICCPR are respected”.

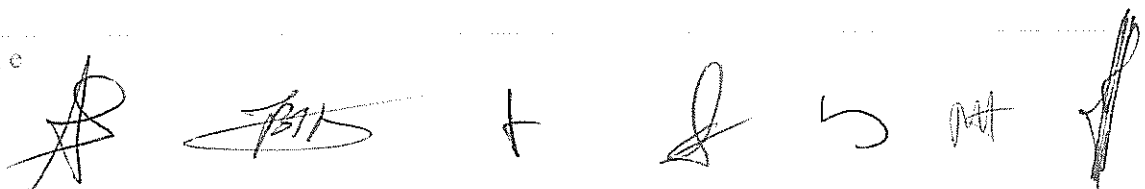
Similarly, the Forum of Political Parties in Rwanda reported that while all political parties submit their financial statements to the Ministry of Local Government and Office of the Ombudsman as legally stipulated, the data is not disaggregated as requested and statements are not published. Consequently, the available data is only a measure of compliance of the various parties and it would be inaccurate to regard this as true progress under the heading of political rights. The JGA notes that advancement on previous recommendations related to political rights has been slow. Other JGA recommendations under the category of political rights have seen more progress: the law establishing the Rwanda Governance Board is ready for publishing, and is intended to allow for more independent oversight of party matters, and a civil society electoral observer mission has been established to maintain progress in improving electoral conduct.

The RRB recognized that trust in public institutions was notably higher than trust in several other non-governmental organizations, including political parties, religious institutions and civil society organizations (CSO's). Comparable to social survey data collected in other countries, only 16.1% of respondents indicated that they had a “great deal” of trust in political parties, and 9.7% had no trust in political parties at all. Still, close to three-quarters of all Rwandans had either “a great deal” or “quite a lot” of trust in religious institutions, or 64.8% in CSOs.

Participation and civil society

Good governance requires the effective involvement of all three actors, i.e., government, civil society and the private sector. Such involvement is critical to promoting national ownership and sustainability. One basic principle that has also emerged from experience is that CSOs should be able to exercise their rights to participate and, at the same time, to fulfil their responsibilities. Civil society organizations can build systematic links between elected representatives and their constituents through public outreach activities including public hearings and citizen-friendly information channels of communication. Furthermore, civil society can provide the necessary policy analysis and perspectives that facilitate parliamentarians to refine their policy positions, and continue to align their interests with those of the electorate.

In 2011 the Civil Society Organization (CSO) mapping exercise was finalized and has provided for the very first time extensive data on the operations of CSOs in Rwanda. Although the mapping was not an exhaustive census it clearly showed a vast presence of CSOs in the various EDPRS sectors. In the data collection process it also came out that from the point of view of the stakeholders, there has not been sufficient dialogue between the CSOs in Rwanda and key stakeholders including the government itself. There is also a general feeling that there is a gap created by lack of sufficient information about the activities of the CSOs in Rwanda and their contribution to the national development agenda laid out the EDPRS and the Vision 2020.

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The Government Programme 2010- 2017 shows that the Government of Rwanda ascribes a function to the civil society as a supporter to the development agenda of the government more than a critical force and agent for participatory debates: “The Government will continue to support the civil society for it to work for the public interest, in transparency with a visible participation in the national development.” Civil society will be encouraged to avail action plans basing upon the governments programmes, encouraged to carry out income generating activities and support to deliver services of public interest through a transparent and accountable process. UNDP takes a broader view of CSOs, of which non-governmental organizations (NGOs) are an important part. In this perspective, civil society constitutes a third sector, existing alongside and interacting with the state and profit-seeking firms. Many CSOs have been at the forefront of advocating principles of social justice and equity, but there are also organizations with agendas and values – such as intolerance and exclusion – that do not correspond to those of the United Nations system. In practice, civil society is an arena of both collaboration and contention whose configurations may vary according to national setting and history.

During the 10th session of the UPR February 2011 several delegations raised the concern related to the obstacles of NGO registration and urged Gore to specifically review the process of NGO registration and hindrances to NGOs and human rights defenders to carry out their activities.

The RRB indicates a very high level of confidence (90% and above) in national public institutions, especially the Cabinet, the Parliament, the judiciary system and the Community policing. A lower level of confidence in political parties, civil society organizations and in private media was also revealed by the RRB. Significant percentages (80% and above) indicate trust in country’s leaders to do what is in the best interest of the citizens and to care about all people equally were suggested by the survey. And although the RRB reported a significant level (70% and above) of permanent participation in community meeting attendance and in voting, it was also found that a significant proportion of citizens (nearly 50 %) never use other political participation modalities such as joining a boycott, a legal protest and signing a petition. The RRB goes on to argue that although political culture in Rwanda might not be optimal yet, it remains in a position to contribute positively to reconciliation process. However, much is still to be done especially in the area of boosting citizen participation in decision making, and confidence in non-government-led frameworks/organizations such as political parties, civil society organizations, religious organization, and private media.

3. STRATEGY

3.1 PROJECT RATIONALE

The challenge that this project addresses is: “How to constructively engage the population in processes of political governance and participation that contributes to increased accountability?” The Government of Rwanda has over the past few years increasingly engaged in dialogue with the international community on human rights and democracy issues and has demonstrated commitment to reform in favour of good governance and of

the democratization agenda. This project seeks to support these processes by strengthening the accountability mechanisms between state and civil society.

The Project goal is to contribute to fostering inclusive participation and strengthening the political processes in Rwanda. Its purpose is to increase informed and pluralistic participation in Rwanda while improving the accountability and transparency of institutions, by enhancing the capacities of civil society, political parties, media and other relevant government bodies to contribute to pro-poor and gender-sensitive development processes.

UNDP Rwanda as a response to the changing aid environment is restructuring its governance programs to better respond to the priorities of the government and to align with the programming period of the Government of Rwanda. As a result, the current UNDAF programme period (2008-2012) has been extended to June 2013 to correspond with the start of the next GoR EDPRS period.

This project will serve as a **bridging project** between the end of the “Programme for Strengthening Good Governance (PSGG 2007-2011)” and the beginning of the next UNDAF and EDPRS period. It is the goal for this bridging project to create a structure and a base for development of a five year programme 2013-2017.

3.2 STRATEGIES

Applying the capacity development framework this project seeks to strengthen the enabling environment for inclusive participation and political governance. The Strategies that will be applied across the thematic areas are three:

Strategy 1: Availing Evidence

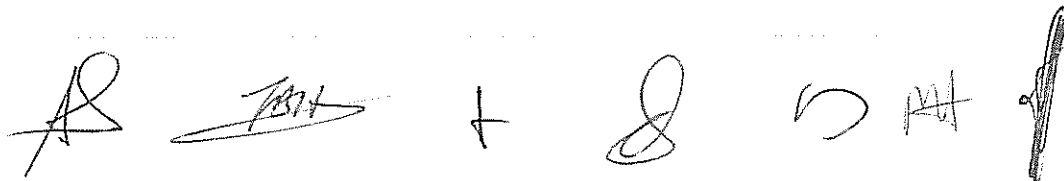
The challenges of evidence-based policy making are significant in the context of developing countries where social and political environments may be charged, capacity is limited and resources are scarcer. By supporting the GoR to collect data on the situation of governance in Rwanda, including unity and reconciliation processes, this project will facilitate evidence based policy making. The availability of high quality data that is rigorously and systematically collected can identify gaps and inform policy making at central and decentralized levels. The data can be either qualitative or quantitative, as long as it seeks to avail good data and thorough analysis.

Strategy 2: Facilitating Dialogue

A second strategy of this project is to broaden participation through facilitating dialogue between different stakeholders; government, civil society, political parties and media. Dialogue as a strategy strengthens the inclusive participation in democratic governance process and hence strengthens the political accountability of the government.

Strategy 3: Establish platforms for participation and accountability

Within the framework of national ownership, UNDP supports programme countries in developing national and local capacities for human development. It is a fundamental strategy of this project to strengthen national mechanisms for inclusive participation and

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democratic governance. And where the mechanisms do not exist to support national government partners and civil society to establish them, in a way that respects democratic principles and human rights.

3.3 THEMATIC AREAS AND OBJECTIVES

The overall objective for this bridging programme is to establish a programme structure that can contribute to consolidating high quality data and channels for inclusive participation leading up to the larger Governance Programme that will be aligned with the UNDP/EDPRS period June 2013 to June 2017.

Mechanisms and opportunities to deepen inclusive participation include focusing on: electoral processes and institutions, mobilization channels such as political parties and CSOs; and communication channels in relation to access to information and independent media². Following this rationale, the project is built around three key components that will ensure critical interventions are undertaken in this bridging period and to seize the momentum of ongoing governance projects. The three thematic areas are:

- Governance Assessment and Dialogue
- Political Participation
- Media Strengthening

² UNDP Guide to Democratic Governance Practice

Governance Assessments and Dialogue

Output 1: Governance assessments and dialogues providing recommendations undertaken

This thematic area has two components that are fundamentally linked: *Assessments* on the one side and *Dialogue* on the other. Through Democratic Governance Assessments and measurements countries can produce disaggregated and non-ranking governance indicators to enable national stakeholders to better monitor performance in democratic governance reforms. By strengthening the capacities of government and civil society to collect, maintain and analyze governance related data, monitoring of democratic governance goals as expressed in national development plans will improve. Assessments will not in itself improve governance and accountability. For this to be achieved, dialogue is needed; including dialogue between civil society and government and dialogue among political parties.

Over the last few years a number of governance assessments have been undertaken in Rwanda; the Joint Governance Assessment, the Governance Score Card, Rwanda Reconciliation Barometer among others. The objective of these assessments is to identify gaps and to stimulate dialogue. Governance assessments are most useful if the content is well understood by the population and disseminated to a wide audience. The analysis and policy dialogue processes are still ongoing, and this programme seeks to assist these processes.

In terms of other dialogue processes Rwanda Governance Advisory Council was created to facilitate these processes and to advise the government on actions that will improve democratic governance in the country. The JGA, undertaken through the RGAC, spurred significant debates in the development partners' community.

ACTIVITIES

- **Rwanda Governance Scorecard (RGAC)**

The Rwanda Governance Scorecard (RGS) is a comprehensive governance assessment tool constructed from data for over 200 questions which are structured around a set of 8 indicators, 37 sub-indicators and 139 sub-sub-indicators. The initiative reflects a commitment to evidence-based policies and objective self-assessment in order to identify areas for improvement and drive policy reforms. 2011 marks the first year for the Rwanda Governance Scorecard (2010), this will be an annual publication from RGAC. It is a comprehensive governance assessment tool that seeks to generate credible and reliable data on governance issues to serve as a practical tool that will drive policy reform.

- **Mobile School of Governance (RGAC)**

The Mobile School of Governance is a demand driven initiative that aims at enhancing governance standards, citizen participation and accountability in



decentralized entities. Through the mobile school of Governance, capacities of local entities are strengthened in the area of collecting governance data through the Local Governance Monitoring System. This data is used as a basis for citizen dialogue and will be a critical instrument to improve access to information for the general population as perceived in the Access to Information law.

- **Civil Society engagement in Policy Dialogue (RGAC)**
In order to strengthen the civil society and its organizations engagement in policy dialogue, RGAC will facilitate policy forums aiming at discussing outcomes of assessments. The sessions will aim at identifying recommendations through a participatory approach.
- **Follow up study on Rwanda Reconciliation Barometer (NURC)**
The RRB was finalized in 2010 with some critical findings that warrant further review through a qualitative lens. A study which methodology uses dialogue and discussions will be conducted by a team of national and international researchers. The research will be used as a base for dialogue at community and national levels.
- **Community dialogues around the RRB (NURC)**
NURC will facilitate community dialogues as a means to disseminate findings from the RRB and follow up study. The community dialogue processes will serve as a forum for identifying strategies to address the issues highlighted in the RRB and the follow up study. Following the community dialogues NURC will develop a document with citizen recommendations, which can be used to support NURCs advocacy work.

Political Participation

Output 2: Accountability structures for NP, NFPO and NEC established or improved

Participation is understood as both an end in itself as well as a means to other political and democratic objectives. Broadening the participation in democratic processes and strengthening the engagement of civil society can both improve the effectiveness of development initiatives as well as improve state capacity through endowing it with credibility. Credibility is built when popular voice is built into policy making by opening ways for groups in civil society to have their say³.

The presence of an effective parliamentary institution is strongly correlated with the existence of a viable democracy and open society, Such institutions are critical to the establishment and consolidation of democracy because they empower ordinary people to participate in the politic that shape their lives. Parliaments are fundamental to establishing the rule of law, protecting human rights, overseeing transparent governance processes and ensuring national compliance with international obligations. The representative

³ World Bank 2005

government system as in Rwanda also requires formal channels of representatives to have the capacity of oversight and engagement with the population. Processes of strengthening the capacity of Parliament to more efficiently execute their mandate was initiated through the PSGG. Evaluation has showed that there are still some gaps when it comes to oversight and accountability. Through this bridging project the Parliamentary Research unit will be supported to improve their capacity in monitoring and evaluation as well as providing research papers to be used for oversight and legislative drafting purposes.

An essential component of political accountability is electoral choice. The last elections in Rwanda have had a large turnout of voters and have been deemed fair by most international observers. In spite of recent peaceful elections and an impressive turnout of voters the National Electoral Commission and some observers have highlighted some areas that require increased attention in order to ensure meaningful participation in the election processes.

This bridging project will feed into the electoral cycle leading up to Parliamentary elections 2013. Activities will focus on capacity building of the institution including ad hoc staff during elections.

ACTIVITIES

- **Research unit (Parliament)**

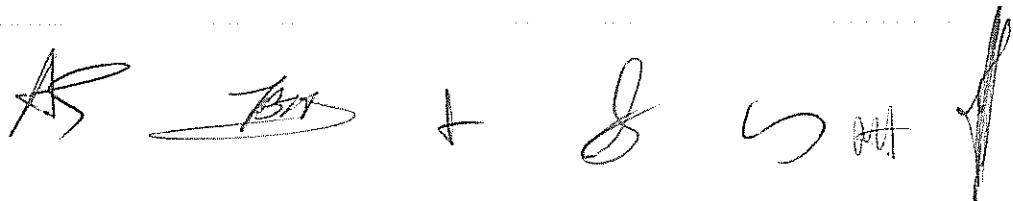
Currently the research unit within the Parliament is in charge of providing analytical support to the Members of Parliament, as well as being tasked with the Monitoring and evaluation of the progress and impact of parliamentary activities. A need to strengthen the capacities of the research unit to deliver on its responsibility has been identified. This programme will support the strengthening of the M&E system of the Parliament as well as developing the skills of the researchers to be able to respond effectively to the needs of the MPs/Parliament.

- **Parliamentary Radio (Parliament)**

The Parliament Radio is a tool for increased transparency as well as improved communication between the elected representation of the population and the population itself. The radio was established through the PSGG, however further emphasize is needed in order to ensure the radio becomes a fully functional and a useful tool for accountability and transparency. Live debates in plenary sessions or in committees meetings will enable the parliament to interact directly with the population as this will be a two way communication channel where citizen's inputs will be taken into consideration in laws debate, and policy analysis. This programme will support the operationalization of the Parliamentary Radio.

- **Induction programme for newly elected Senators (Parliament)**

The eight-year non-renewable mandate of the outgoing senators is ending in 2011, with elections for the new members scheduled for 26th/27th September. For Parliament to operate efficiently and effectively, the newly elected Senators should

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receive the required training to allow them to perform the tasks they are elected to undertake. This project will support an induction course to introduce newly elected Senators to their duties and responsibilities, to familiarize the Senators with parliament as an institution, how it functions and what resources and facilities are available to assist them in performing their functions effectively.

- ***3rd Phase BRIDGE programme (NEC)***

BRIDGE: a first phase was concluded with the support of UNDP. This training exposed gaps that should be addressed by subsequent programmes. These gaps refer primarily to capacity gaps of permanent and ad hoc staff, and the ability to engage the population during and between scheduled elections. This program will support the training of 35 NEC staff by 2 two international facilitators. At the end it is expected that the facilitators will accredit a team of NEC future facilitators. Among the requirements for successful implementation of this program, include requirements such as the accommodation for the trainees and subsistence maintenance requirements for the entire period of training.

- ***Improving the management of Voters Registrar/Electoral lists (NEC)***

A third area refers the need to improve the effective management of voter registrar/electoral lists in order to avoid contestations related to future electoral processes. This area has been identified as a source of conflict in many election processes in Africa and it is a priority for NEC to avoid this in the case of Rwanda

a. Training of Electoral agents: these trainings will be done based on the local structures ranging from sectors and district level. Considering the number of staff, these electoral agents support NEC in all electoral activities and they have to be trained in order to enhance professionalism in election management. As facilitation, these trainees will receive a small amount of money to help them in transport and restoration during trainings.

b. Updating, cleaning and printing of electoral lists and voter cards. This activity is continuous considering the number of changes in the demographics of the population. Consistency will allow NEC to have more recent and updated Electoral files to be used during 2013 parliamentary elections.

- ***Development and implement programme for increased citizen engagement in Electoral cycle (NEC)***

The program will focus on women, youth, civil society, people with disabilities, election observers and leaders of political parties. This will help them to understand electoral system, their rights and obligations in preparation and execution of 2013 parliamentary elections.

- ***Youth Political Leadership Academy (NFPO)***

Since 2010 NFPO has undertaken this programme of strengthening the capacity of youth leaders from political parties. The programme selects 4 representatives from

each of the 10 registered political parties for an intensive 3 months training that focuses on bringing in national and international experts and role models within the field of democracy building and political parties strengthening. Four activists under age 35 from each of Rwanda's 10 registered political parties attended three evening classes each week for 10 weeks. Sessions led by international and local political experts and academics covered such topics as: political party organizing and functioning; political communication; training skills; good governance; political career paths; ethical leadership; negotiation and conflict prevention; and using technology for political organizing.

- ***Communication and access to information for Political Parties (NFPO)***

One of the strategic axes of NFPOs strategic plan is to improve the communication and access to information governing the space around political parties. It is a priority to have a well functioning documentation centre. Through these trainings, the Political party's webmasters shall be trained on technical skills in communication and its tools and channels (ICT, E-governance, radio and television, print media). This shall facilitate the posting for the political party websites which shall make them well dynamic, and its timeframe is in June and December 2012.

- ***National Seminars for Political Parties (NFPO)***

In order to enhance the capacity of political parties to participate in the national development discussion NFPO holds national seminars on selected topics. This activity is aiming at promoting political parties and politician's awareness on social and political conflict management and prevention, peace building and democracy.



Media Sector Strengthening

Output 3: Media reform secretariat established and operational

The media serves as the fourth branch of government, by disseminating information and thereby serving as a catalyst for dialogue between the State and citizens. A media sector that is well informed about not only the processes through which decisions are made, but also the policy that the government seeks to advance can provide a platform as well as driver for change through a focus on civic and investigative journalism on issues such as the role of the parliament in executive oversight, civil society advocacy agendas and constituency representation.

The Government of Rwanda has embarked on a process of Media Reform to respond to criticisms from media sector actors and the international community. The reforms entail among other elements to move away from government led regulation mechanisms to a self regulatory committee. Commitment has also been demonstrated to strengthening the capacity of the media sector actors through comprehensive media development forums.

ACTIVITIES

- **Media Reform Secretariat (MINICAAF)**

The Media Reform Secretariat has been based in the Ministry of Cabinet Affairs under the direct supervision of the Minister. The complex reform process requires considerable efforts in terms of coordination and consensus building. This project will establish a single project implementation unit under MINICAAF that will coordinate the work stream processes and facilitate consensus and consultation processes.

- **Human Resources needs assessment (MINICAAF)**

The reform process will entail considerable re-organization of media institutions. In order to ensure that appropriate human Resource Review is undertaken, MINICAAF will recruit a consultant to draft profiles for the staffing of the new institutions.

- **Consultative processes for Media Reform (MINICAAF)**

A sector reform process requires a broad consultative process. Under this project MINICAAF will conduct 2 high level consultative forums with Security organs in the country to build consensus around the processes. Secondly, consultative meetings with media practitioners and other stakeholders at district level will be conducted (1 meeting per province)

- **Establish Rwanda Media Development and Sustainability index (MHC)**

The MDI will act as tool for generating data on the state of media freedom in the country, enable assessment of progress overtime and guide MHC and stakeholders in proposing relevant policy, legislative and regulatory reforms. The mechanism (MDI) will also enable MHC accomplish its media freedom and protection mandate

and accurate data with views of citizens and all stakeholders will guide media development initiatives. The establishment of the MDI is a response to a sentiment of inaccurate and irregular data from third party sources such as IREX.

- ***Support the establishment and functioning of the media self-regulatory body (MINICAAF/MHC)***

Part of the media sector reform is to establish a media self regulatory body to strengthen freedom of expression and freedom of the press. The project will support the ad-hoc committee to establish the media self-regulatory body's constitution, internal rules and regulations and institutional structure and secretariat to run its day to day activities. The establishment should promote South-South learning, reviewing best practices in the region. This project will strengthen the capacity and awareness of the self regulatory committee in the areas of adherence to international standards of human rights.

- ***Feasibility Study for media development funding (MHC)***

Media High Council in partnership with media stakeholders in Rwanda are committed to creating a self-sustaining media financing fund which will play a vital role in ensuring the long term success of Rwanda's media industry. In order to ensure continued funding based on principles of equal distribution and fair competition this project will support the establishment of a Media Sector Basket Fund. The preliminary activity will be to carry out an assessment on the feasibility of establishing the basket fund, and to determine possible mechanisms and criteria.

- ***Implement strategy for gender mainstreaming in Media (MHC)***

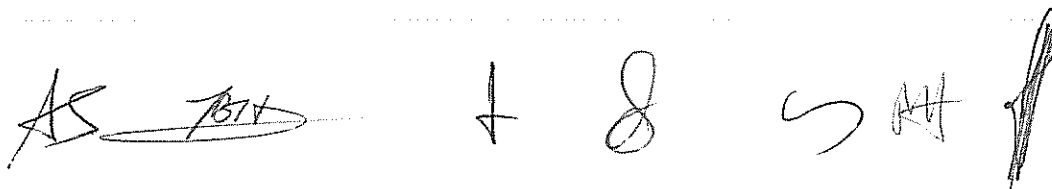
Under the PSGG a gender mainstreaming strategy for Media Sector and MHC was developed. Given the vast gender inequalities in the media sector this programme will support the MHC to implement the gender mainstreaming strategy and key activities to promote women leaders in the media sector.

Programme support

- ***Capacity building for IP project staff***

Aligning with the government guidelines of Single Project Implementation Unit (SPIUs), this project will not have project funded staff at the level of implementing partners. However, the project will support capacity building of Implementing Partner staff through a quarterly training programme focusing on results based programming, monitoring and evaluation. At the start of the programme, a training needs assessment will be undertaken and subsequently a training programme (quarterly) will be developed.

- ***Gender Mainstreaming Capacity***

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Gender Mainstreaming is an important aspect of building a responsive institution. This project will support the implementing partners to strengthen their capacity to develop/implement gender mainstreaming strategies.

- **Programme Management and technical support**

To be able to give timely and high quality support to the implementing partners of this project, the Programme Manager and the Programme Associate will work closely with the IP focal persons. This will ensure that the technical outputs of activities meet high standards and that the reporting is done in an efficient manner.

3.4 PROJECT PARTNERS

The partnership in this project is characterized by voluntary and collaborative commitment between UNDP and the other parties to achieve common objectives in line with the overall development goals. UNDP and its partners agree to respect the values and policies that are central to their respective mandates and maximize the effective use of their resources while assessing risks, responsibilities, competencies, and benefits.

The partnerships are formed according to the UNDP POPP guidelines and based on the guiding principles that are clearly taken into consideration in the programme development and the project management structure.

<ul style="list-style-type: none"> • Integrity • Dedication to agreed outcomes • Realistic expectations • Shared responsibility • A medium to long term perspective • Underlying institutional interests and organizational values 	<ul style="list-style-type: none"> • Positioning at the centre of UNDP's priorities and processes • Non-exclusivity • Non-endorsement • Accountability • Risk management • Partnership benefit ⁴
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National Unity and Reconciliation Commission

The National Unity and Reconciliation Commission (NURC) is a national institution, provided for by the National Constitution adopted by Rwandans in June 2003. Establishing a commission for national unity and reconciliation was first proposed through the Arusha Peace Accord signed in 1993. The main objective was to assist the then anticipated government of national unity, to foster unity and reconciliation among the people of Rwanda who had experienced long periods of bad governance characterized by

⁴ <http://content.undp.org/go/userguide/partnerships/?lang=en#top>

divisions, discriminations, human rights abuse and acts of violence.

After the genocide of 1994, the establishment of the National Unity and Reconciliation Commission became more pertinent than ever. In March 1999, by the law N°03/99 of 12/03/99, the Government of National Unity established the National Unity and Reconciliation Commission with the responsibility of using all available means to mobilize and sensitize Rwandans for this noble task.

National Consultative Forum for Political Organizations

The Consultative Forum of Political Organizations officially recognized in Rwanda is a platform for dialogue and exchange of ideas among political organizations on the country's problems and national policies. It is also a permanent framework for capacity building for member political organizations in the field of political organization and activities, which they use also as a framework for conflict mediation and for the promotion of the code of conduct which should characterize the political leadership in Rwanda.

The idea of promoting permanent consultative mechanisms among political forces is in fact contained in the very spirit of the Arusha Peace Accord, with the objective of founding the power sharing system on the principles of the supremacy of national interests and the rule of law. The other imperative spelt out by the January 9, 1993 Protocol on power sharing was to provide political education to the members of Political Organizations for a common struggle against all forms of violence and political exclusion.

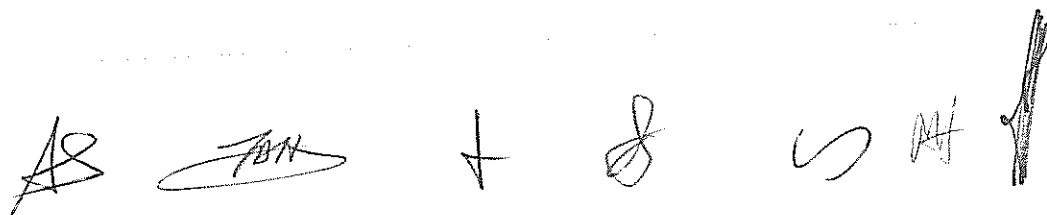
All of these principles, which guided the establishment of the Forum in 1994 after the war and the genocide to serve as a consultative framework among Political Organizations in the composition and management of Transitional Institutions, were confirmed by the Constitutional Referendum of May 26, 2003 which advocated dialogue and consultation as a way of carrying out political action and promoting multiparty democracy in Rwanda.

National Parliament

The Parliament of Rwanda is bicameral, and consists of The Senate (Upper Chamber and the Chamber of Deputies (Lower Chamber). For the Senate the first legislature started in 2003 and will end in 2011. Both chambers are elected by the population and entrusted with acting on behalf of the population.

Main functions and powers of the Senate are:

- Representing the population
- Passing legislation;
- Scrutinizing and overseeing executive action;
- Approving the appointment of State Officials referred to in Article 88 of the Constitution;
- Supervising the application of the principles referred to in Articles 9 and 54 of the Constitution.

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Main functions and powers of the CoD:

- Representing the population;
- Passing legislation;
- Scrutinizing and overseeing executive action.

National Electoral Commission

The National Electoral Commission is mandated by the constitution to prepare and run local elections, referendums, legislative elections and presidential elections. By law it is also mandated to prepare and run other elections (i.e. Gacaca jurisdictions, Conciliators "Abunzi", Youth and Women Council)

The National Electoral Commission has two structured components:
A College of Seven Commissioners including the chairperson and the Vice-chairperson that are elected by the Senate and represent different Political Parties and Civil Society. They are elected for a renewable three years term.

A Permanent Executive secretariat made up of the Executive Secretary and four departments headed by Directors. The members of the Executive Secretariat are technicians who manage day to day affairs of the NEC and technically the running of the electoral process.

Media High Council

The Media High Council (MHC) formerly known as the High Council of the Press (HCP) was first established by the Press law n° 18/2002 of 11/05/2002 (article 73) as an autonomous body as far as press is concerned. The Presidential Decree n° 99/01 of 12/11/2002 which followed also determined its structure, organization and functioning.

The Constitution of the Republic of Rwanda which was promulgated in June 2003, (article 34) also provided for this institution but also added that its structure and functioning shall be determined by a law. It is in that context that the above decree was amended and a new law promulgated in 2009 giving the HCP a new name and wider mandate of a broadcasting and print media regulator. The new name is the Media High Council (MHC).

The mandate of the Media High Council is likely to change as part of the ongoing media sector reform. However at present its mission, as provided for under article 34 of the Constitution of the Republic of Rwanda of 2003 as amended to date and its functions detailed in the law No 30/2009 of 16/09/2009 the Media High Council has the following mission: "*Promoting freedom, responsibility and professionalism of the media.*" This mission was adopted in 2008 when the MHC first wrote its five year strategic plan. The MHC is constituted by two organs; the Board of Directors and the Executive Secretariat.

The Board of Directors: The highest decision making organ of the Media High Council is composed of 7 members in total constituted in the following order

- representatives of the private media,

- 1 representative of the public media,
- 1 representative of the civil society,
- 1 representative of the private sector and
- representatives of the central government

Executive Secretariat: The organ in charge of running and managing the daily activities of the MHC.

Rwanda Governance Advisory Council

The creation of RGAC was motivated by the need for high quality research to drive governance policies and the need to disseminate evidence-based and accurate information regarding governance in Rwanda. The RGAC is expected to create awareness among the citizens and stakeholders for the advocacy and promotion of good governance, with the ultimate aim of achieving sustainable development. As indicated in the previous section, in order to ensure sustainability and consistency of the JGA Review on an annual basis and to ensure the enhanced capacity of RGAC in general, it is recommended that a JGA Secretariat be established.

The mission of the RGAC is derived from the legislative framework that established the council, is to promote the principles of good governance and monitor the practices of good governance in public institutions and conduct research in civic, political and corporate domains, for achieving institutions accountability, sustainable development and prosperity.

The vision of RGAC, inspired by the Rwanda Vision 2020 and the recently promulgated Government of Rwanda (GoR) 2010-2017 development programme, is to have Rwanda's institutions exemplary in fostering good governance for rapid national development.

Ministry of Cabinet Affairs

The Ministry of Cabinet Affairs (MINICAAF) was established by the Cabinet decision of 28 January 2008 and its mandate is set out in Presidential Order No 03/01 of 02/04/2008 determining the functioning of Cabinet, its membership and procedures for decision making. There are three specialist departments within the Ministry (Social, Legal and Governance and Economic Departments), which consist of one analyst and one researcher respectively. The role of the specialist departments is to ensure that papers going to Cabinet are well prepared according to the guidelines on Format and Drafting Requirements for Cabinet Papers and that papers have been submitted according to the appropriate procedures. In addition, the three specialist departments play a key role in the tracking of implementation of Cabinet decisions. As set out in the Presidential Order of April 2008, the Cabinet Secretariat works closely with the Coordination Unit in the Office of the Prime Minister to monitor and track implementation of Cabinet decisions.

The Economic Department is in charge of matters from Ministries with economic related activities in their mandate which include: Trade, Investment promotion, Planning, Finance, and rural development, Environment, Labour, Information and Communication Technology, Infrastructure

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The Social Affairs Department is in charge of matters from Ministries with social related activities in their mandate which include: Health, Education, Sport, Social security, Youth, Culture, Gender

The Governance and Legal Affairs Department is in charge of matters from Ministries with governance and legal related activities in their mandate which include: Governance, Justice, Foreign affairs and cooperation, Public service, Civil Society, Security

3.5 LESSONS LEARNT FROM PREVIOUS PROGRAMMES

The lessons learnt from the PSGG periodic evaluations are considered as important building blocks for this bridging project. As part of the end of programme evaluation, a session on lesson learning was conducted by external consultants to guide the project development process of upcoming projects, including *Fostering Inclusive Participation and Political Governance*.

The following lessons were learnt and are taken into consideration for this project:

Ownership

The aspect of institutional ownership of the various IPs of the PSGG is critical to the success of a project. The programme management structure must foster ownership of the project activities and ensure that the project activities are reported against the implementing partners own strategic plan. This programme seeks to support increased ownership from the institution as a whole, including technical and administrative staff of the institution in the project team, thus ensuring that the capacity building benefits the institution on the long term.

Capacity development

Capacity development activities have been pivotal to the success of the programme. It is important to consider all the levels of capacity development; from individual through organizational and the enabling environment. This project is still based within the capacity development framework, emphasizing that capacity development should go beyond trainings and encompass the enabling environment and the institutions capacity development need.

Synergies between partners

Harmonizing procedures between all implementing partners has been useful and assisted the implementation, reporting and knowledge transfer. It is useful to see the project/programme with all its implementing partners as one project that contributes to a common outcome linked to EDPRS. The implementing partners of the PSGG has expressed an added value of having a joint project board/steering committee, in terms of improved communication and increased synergies between activities the respective implementing partners. All of these lessons learnt have been built into the current project.

Clarity of roles and responsibilities

The roles and responsibilities of the parties and position involved in the programme/project needs to be clearly spelled out in the project document and in memorandum of understanding. If more than one donor is involved in the project this is highly important to clarify, from the beginning, how the internal reporting regulations are to be taken into consideration.

Monitoring and Evaluation

A strong and mainstreamed Monitoring and Evaluation Framework has been pivotal to the success of the PSGG. This should be extended to the IPs own programme and to future project development processes. During the period of the bridging project a comprehensive M&E framework will be developed. Additionally, a strong focus on establishing baselines and tracking progress has been incorporated as a separate output of this project.

Communication

Timely and open communication between all partners is critical to the success of a project. Information sharing at scheduled review meetings as well as *ad hoc* information sharing on critical issues should be encouraged. In order to ensure regular communication, quarterly meetings for both the technical committee (project team) and the steering committee is planned for. It is the responsibility of the programme manager to ensure that the information flows between the two committees, and the responsibility of the committee members to communicate identified issues in a timely manner.

Gender Mainstreaming

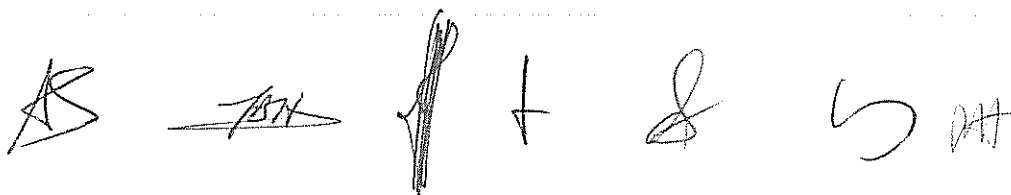
Gender mainstreaming was highly successful through the PSGG. This should be sustained in upcoming projects/programme. Gender mainstreaming should be embedded in the project cycle and it is the responsibility of the programme manager to ensure that this is taken into consideration.

4. MANAGEMENT ARRANGEMENTS

4.1 NATIONAL IMPLEMENTATION MODALITY (NIM)

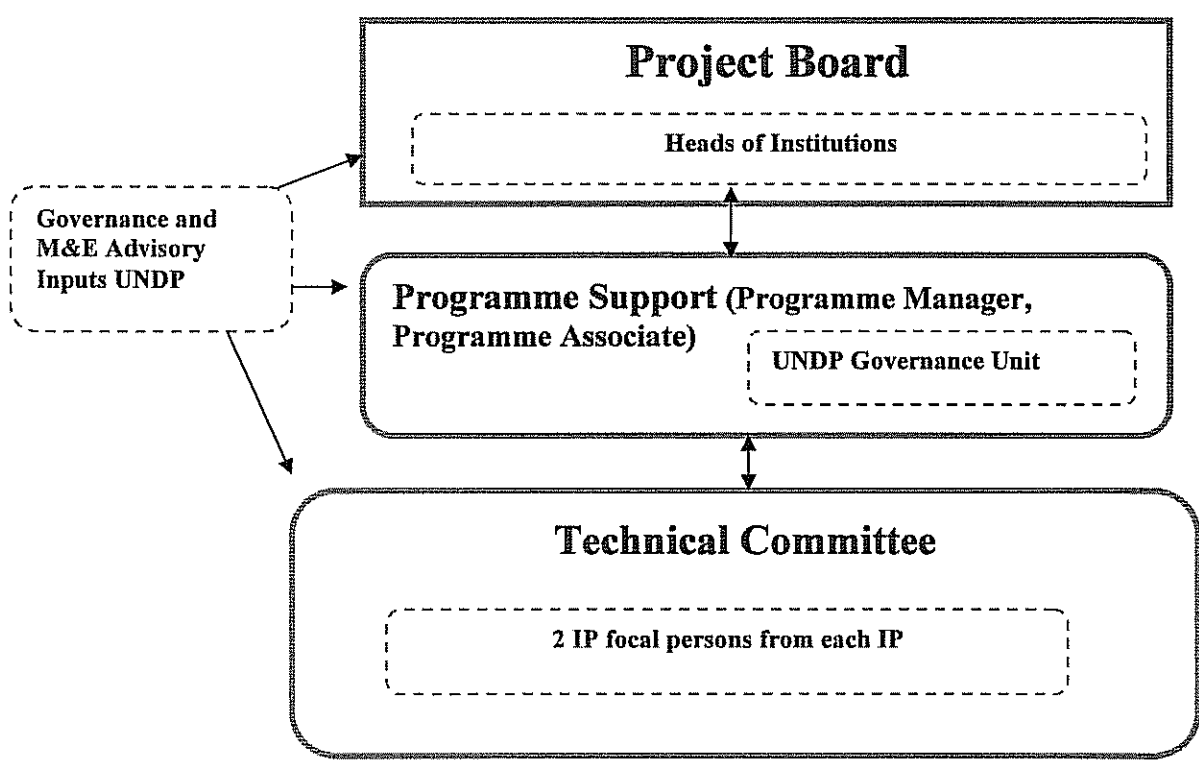
In order to provide the best opportunity for national priorities to be taken on board and to ensure national ownership, National implementation Modality (NIM) will be the key modality for this programme. This modality entails that the national institutions that are partners of the programme will bear the primary responsibility for reporting on results and ensuring utilization and reporting of funds is undertaken in accordance with rules and regulations. Working under the umbrella of the NIM modality, implementing partners and specialized service providers will support the delivery of the various programme activities.

Each component will be implemented by an implementing agency normally the beneficiary institution. The implementing partner will be responsible for work planning, component implementation, financial management, accounting for advances, clearance of completed activities, preparation and/or clearance and submission of progress reports, and representation in steering committee meetings.

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On its part, UNDP will provide technical assistance and will be responsible for releasing funds, effecting direct payments, and managing selected components like strategic studies, as well as key administrative matters, e.g. programme staff budgets, procurement, contracting, and international travel.

A prerequisite for NIM is the Harmonized Approach to Cash Transfer- HACT Assessment, to assess the partner’s accountability systems in order to minimize risks. For implementing partners who have not successfully completed the HACT assessment Direct Payments will be used in the transition phase, as opposed to Advances to the IPs. This entails that UNDP as the managing agent will release funds directly to supplier upon request from the implementing partner.



4.2 PROJECT MANAGER

The project will be anchored in the Governance and Peace Consolidation Unit of UNDP that would have a dedicated Programme Manager who will be responsible for the day-to-day management of the project. He/She would ensure proper project documentation and prepare and submit Quarterly Progress Reports to the Steering Committee. He/She would produce Annual Work Plans and implementation strategies and work closely with the implementing partners. The Programme Manager will also give technical support to the programme implementation at the level of implementing partners. A TOR will provide details of responsibilities (Annex 2).

4.3 PROGRAMME ASSOCIATE

The project will recruit a programme associate who will support the implementation of the programme. The Programme associate will support the Programme manager and the implementing partners in producing timely reports of high quality that responds to the requirements of UNDP. He/She will have the day-to-day contact with the financial staff from implementing partners. A TOR will provide details of the responsibilities (Annex 3).

4.4 ADVISORY INPUTS (GOVERNANCE AND M&E)

UNDP advisors and programme management will support implementing partners to ensure high quality technical outputs of the planned activities. UNDP will provide technical inputs relating to the conceptualization of activities, design, implementation and monitoring of activities.

4.5 STEERING COMMITTEE (PROJECT BOARD)

Each stakeholder (both donor partners and implementing partners) will be represented to at the Project Steering Committee. The role of the Steering Committee is to provide overall oversight for the implementation of the project. The Steering Committee will meet quarterly (preferably the 15th of the month following the quarter) or as deemed necessary to review progress made, ensure that programme implementation resonates with required procedures and work plans and will make recommendations for strengthening implementation. The Committee would be chaired by a Government Representative elected among the steering committee members. A TOR will spell out details of responsibilities.

In the Steering Committee Executive the heads of implementing partner institutions will represent both the executive and the lead user; whereas UNDP Country Director will represent the lead supplier.

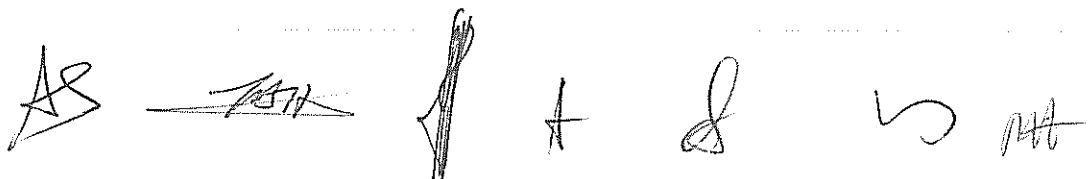
4.6 TECHNICAL COMMITTEE

The technical committee will consist of Programme Manager, Programme Associate and 2 focal persons from each of the implementing partners; one focal person in charge of planning, and one focal person in charge of finance. The technical committee with its focal person will be the primary link between UNDP Programme Management team and the implementing partners. The technical committee will meet quarterly, prior to the steering committee meeting, to review progress from previous quarter and provide a plan for the upcoming quarter.

The quarterly meetings of the technical committee will follow a learning plan to promote capacity building of the focal persons. UNDP will be in charge of facilitating the quarterly learning sessions, based on needs assessments of the implementing partner institutions and focal points. See Annex 1 for meeting and training schedule.

4.7 ANNUAL PLANNING RETREAT

To ensure coordinated and result oriented planning there will be an annual planning retreat bringing all partners together to develop the plan for the following year. This planning session will be done annually prior to 15th November.



4.8 GOVERNMENT COORDINATION STRUCTURE

In Rwanda, the governance cluster has four sectors with each its relevant dialogue platforms and coordination mechanisms: 1) Public Finance Management, 2) Decentralization, citizen participation, empowerment, transparency and accountability (DCPETA), 3) Justice, Reconciliation, Law and Order (JRLO) and 4) Capacity Building and Employment Promotion (CBEP).

Based on the division of labour agreed upon by Development Partners and the Government of Rwanda, UNDP are active in two sectors that are relevant to Good Governance 1) DCPETA and 2) JRLO, this programme focuses on the DCPETA. This programme will be linked to the DCPETA and the Programme Manager will participate in the DCPETA cluster working group and relevant sub-groups on behalf of UNDP.

4.9 FUNDING

Funding should seek to align behind the strategic plans of partner organizations where these are realistic, robust and of a good standard. Assistance be given to things that feature in the strategic plan but which both remain unfunded but appear to be central to the entity's work, and a clear priority for them; it is clear that all potential partners in this area have significant shortfalls in financing.

The budget has been prepared in US dollars and current UN exchange rates will be used. The budget for the project will be for the project period date of signature 2010- June 2013. Annual budgets will be prepared based on annual work plans. Under NIM modality the implementing partners will request funding from UNDP on a quarterly basis.

A resource mobilization plan will accompany this project document, for the bridging project. The platform that this bridging project represents will also be used to mobilize donors and funds for the next governance programme 2013-2017 aligned with the EDPRS process.

4.10 CONTRACTING AND PROCURING

If the implementing partner has passed the HACT assessment, contracting and procurement that is in line with work plans approved by the Steering Committee should be done by the implementing partners, using government rules and regulations. Direct payments should be used only on exceptional cases and when requesting TA through UNDP system. In the cases when UNDP procurement system is used it is the regulations of UNDP procurement that shall be followed.

5. MONITORING & EVALUATION

5.1 QUARTERLY MEETING OF TECHNICAL COMMITTEE

Quarterly meetings of the Technical Committee will be a tool for monitoring progress and exchanging information on challenges and mitigating measures. The Programme Manager with the support of the Technical Committee will prepare briefs and submit both narrative and financial reports to the Steering Committee on a quarterly basis. The reports will detail

financial expenditures, progress towards outputs and outcomes, challenges, risks and mitigation, and lessons learned. The financial reports will be submitted on an agreed upon format and will detail expenditure against agreed budget lines and future needs. An annual progress report will be submitted reflecting on the progress towards the outcomes for the year and will form the basis of the preparation of the work plan for the preceding year.

5.2 QUARTERLY MEETING OF STEERING COMMITTEE (PROJECT BOARD)

The Steering committee will meet on a quarterly basis to review the progress reports including issues and risks in order to redirect the programme in a timely manner.

5.3 FIELD MONITORING MISSIONS

There will be quarterly field missions, and reports submitted based on an agreed upon format within 10 days after the field monitoring mission. To the extent possible the field mission should be conducted in a joint manner, involving several implementing partners as well as donors/development partners. During the field monitoring missions the monitoring team will: conduct meetings with the key stakeholders including local government officials and have focus group discussions and interviews with them and other stakeholders. This will strengthen engagement at the decentralized levels whilst building capacities in both the coordination and M&E.

5.4 ASSET MANAGEMENT

The asset management mechanism will ensure proper management and effective and efficient utilization of resources. The monitoring system will look at the accountability mechanism put in place to ensure that project inputs are managed following accepted standards.

5.5 AUDIT

Audits will be undertaken using UNDPs system for NIM audits. This entails that implementing partners will be selected for audit based on UNDP criteria related to risk factors, amount of funds received and the stage of the project cycle. The audit findings are not public but will be the property of the institution audited and UNDP.

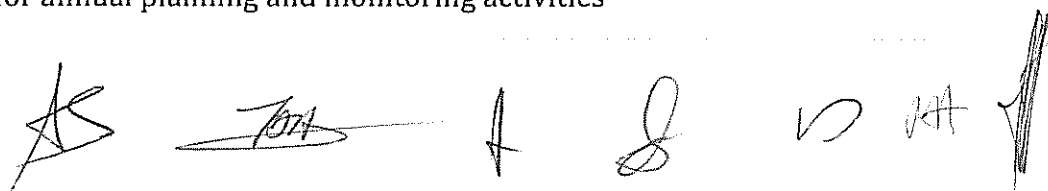
5.6 EVALUATION

An evaluation will be conducted using external consultants at the end of the bridging project; this should guide the development of the following governance programme 2013-2017. The results of the evaluation will be shared with all partners of the project in the form of workshop and reports.

5.7 ANNUAL PLANNING SESSION

The annual planning session of October/November will include a reflection and lessons learning session in order for partners to collectively take stock of achievements and challenges related to the implementation of the programme. This retreat will formulate recommendations for the partners to consider for the following annual programme planning, and is to be regarded as part of the monitoring and evaluation mechanism.

See Annex 1 for annual planning and monitoring activities

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6. LEGAL CONTEXT

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

This Project 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 Project document, only with the signature of the UNDP Resident Representative, provided that he/she is assured that the other signatories of the Project document have no objections to the proposed changes:

- Revisions or in addition of any of the annexes of the Project Document.
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a project, 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 Project inputs, or increase expert or other costs due to inflation, or take into account expenditure flexibility

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project 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 Project Document”.

Revision which do not involve significant changes in terms of immediate objectives, outputs or activities of the programme, but are the result of the means to be put in place through a common agreement or because of an increase of costs following an inflation; and

Annual legal revisions that have an impact on the means for the implementation of the approved programme or that reflect expertise costs or other costs caused by inflation and which take into consideration the disbursement flexibility.

7. PART V RISKS

Risk and mitigation matrix

Risk	Impact	Probability	Mitigation
<p>1. Withdrawal of Government's Political support to Governance</p>	<p>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.</p>	<p>Low: 'Nation Building and Good Governance' a primary pillar of the EDPRS (PRSP). The government renewed its commitment in the Government programme 2010-2017</p>	<p>Need for continued dialogue to ensure that this commitment remains central to the agenda, and is delivered upon.</p>
<p>3. Financial commitment of Rwanda to commissions, organisations and institutions of good governance dwindles</p>	<p>High/Medium: Our support to all institutions, regardless of the modality used, is predicated on being a partner to GoR, and augmenting GoR support (both political and financial) to facilitate operations. If this is withdrawn, or even lessened, then the impact on the project is potentially significant,</p>	<p>Medium: The main pressure affecting this will be the colossal challenge funding the EDPRS. Support from development partners may diminish for economic or than political reasons. There is also the possibility that GoR, seeing the donor support to these organisations rise, will cut its own contributions. This is unlikely given current partnership arrangements</p>	<p>The partnership that underpins this project (including the shared vision) needs to be part of ongoing dialogue.</p>
<p>4. Country becomes politically unstable through internal shocks</p>	<p>High: Instability internally would have a lasting impact on project, particularly if conflict results</p>	<p>Low: Country currently stable, even although there might be undercurrents and underlying fragility.</p>	
<p>5. Country becomes politically unstable through external/regional shocks</p>	<p>Low: Depends on magnitude, but even if there is regional conflict there is a high chance that internally it will be 'business as usual'.</p>	<p>Low: Region more stable now than it has been for some time (c.f. DRC, Burundi)</p>	<p>Review and assess regional developments systematically</p>
<p>7. Funding will not reach intended</p>	<p>Medium/High:</p>	<p>Low:</p>	<p>Disbursement subject to UNDP audit</p>

Risk	Impact	Probability	Mitigation
recipients or will be used for purposes other than intended due to corruption.	The effectiveness of the project could potentially be significantly reduced if corruption proved a problem.	There is zero-tolerance to petty corruption on the part of GoR, and it is not a common phenomenon.	processes, and progress/impact assessment part of M&E process
8. Impact of project impeded by high staff turn-over (particularly amongst key personnel) in supported organisations	Medium; The impact of this could be significant, particularly in the case of key personnel operating at a strategic level, and personnel operating at a 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.
10. UNDP unable to meet obligations around management of the project,	High; This will compromise the project significantly, impacting on everything from day-to-day operations through to M&E	Medium; UNDP has faced obstacles in the past, but the restructuring of the organization is meant to address this	All project partners need to dialogue to make sure that the expectations around project are shared.

8. RESULTS, MONITORING AND EVALUATION FRAMEWORKS

Result Framework		Result	Indicators	Targets
National Priority		Good Governance promoted for equitable efficient and effective services delivery to all citizens		
UNDAF Result 1:		Good Governance Strengthened and Enhanced		
UNDAF Outcome 1.2:		Evidence based policy making & accountability: Effective policy and socio-economic planning and accountable, transparent management of public resources enhanced		
UNDAF Outcome 1.3:		Decentralization & Participation An effective decentralized administration with emphasis on democratic participation and representation		
Project Outcome		Mechanisms for civil society participation in governance processes established and/or enhanced	Number of mechanisms with documented improved participation	Baseline:0 Target 2013: 6
Output 1:		Governance assessments and dialogues providing recommendations undertaken	Number of studies and assessments validated	Baseline 2011: 0 Target 2012: 3 Target 2013: 4
Output 2:		Accountability structures for NP, NFPO and NEC established or improved	Number of structures established or improved (per category)	Baseline: 0 Target: 6
Output 3:		Media reform secretariat established and operational	1) Self regulatory committee operational 2) Reform secretariat operational	1) Baseline 2011: No 1) Target 2012: Yes 2) Baseline 2011: No 2) Target 2012: Yes
Output 4:		Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partners staff	% of participants that score above 50% on end of training assessments	Baseline: TBD (2011) Target 2012: 65% Target 2013: 75%

Outcome	Activities	Implementing Partner	2011				2012				2013		Budget				
			Q4	Q	Q	Q	Q	Q	Q	Q	Q	Q	Fund	Total (US\$)			
				1	2	3	4	1	2								
Output 1:	Mechanisms for civil society participation in governance processes established and/or enhanced																
Output 1:	Governance assessments and dialogues with focus on recommendations undertaken																
1.1	Expand Mobile School of Governance to 18 district	RGAC															130,000
1.2	Conduct the Rwanda Governance Scorecard 2011	RGAC															160,000
1.3	Establish and maintain at least four credible policy dialogue forums	RGAC															130,000
1.4	Undertake a qualitative follow up study on Rwanda Reconciliation Barometer	NURC															180,000
1.5	Undertake community dialogues around the RRB findings with focus on recommendations	NURC															100,000
Total Output 1																	700,000
Output 2:	Accountability structures for NP, NFPO and NEC established or improved																
2.1	Conduct training and develop tools for the research unit to monitor and evaluate achievements of the Parliament	Parliament															136,000
2.2	Conduct trainings and support the functioning of the Parliamentary Radio	Parliament															20,000
2.3	Conduct Induction Training for newly elected Senators	Parliament															25,000
2.4	Support the Parliament SPU establishment (including FRP coordinator 6 months)	Parliament															47,000

2.5	Undertake 3rd Phase of BRIDGE programme	NEC																		100,000
2.6	Revise the procedures of the management of Voters Register/ Electoral lists	NEC																		100,000
2.7	Develop and implement programme for increased citizen engagement in electoral cycle	NEC																		200,000
2.8	Conduct Youth Political Leadership Academy	NFPO																		150,000
2.9	Conduct National Seminars for Political Parties	NFPO																		75,000
2.1	Provide training in communication skills (including IT) for political parties	NFPO																		30,000
Total Output 2																				
883,000																				
Output 3: Media reform secretariat established and operational																				
3.1	Establish and support the functioning of a media reform secretariat (SPIU)	MINICAAF (reform secretariat)																		162,236
3.2	Conduct High level conferences (3) on media reform and the security forces and judiciary	MINICAAF (reform secretariat)																		145,000
3.3	Conduct district consultations with key stakeholders for media reform (7)	MINICAAF (reform secretariat)																		56,000
3.4	Conduct HR needs assessment for new media structures	MINICAAF (reform secretariat)																		48,000
3.5	Provide technical assistance to the establishment and functioning of the media self-regulatory body	MINICAAF (reform secretariat)																		137,524
3.6	Undertake survey to be baseline for the Media Reform (Media Development and Sustainability index)	MINICAAF (reform secretariat)																		127,942

3.7	Carry out an assessment of the viability and feasibility of the creation of a basket fund for media development	MHC											125,000
3.8	Support implementation of MHC gender mainstreaming strategy	MHC											150,000
Total Output 3													951,702
Output 4: Capacity development of implementing partners staff improved in the area of results based planning, monitoring and reporting													
4.1	Undertake training needs assessment, draft training plan for IP focal persons	UNDP											6,000
4.2	Undertake gender audits for new IPs and assist the implementation of gender mainstreaming strategies	UNDP											50,000
4.3	Facilitate quarterly training sessions for IP project focal points	UNDP											42,000
4.4	Programme Management costs (salary of PM, PA)	UNDP											310,500
4.5	Provision of technical assistance to IP programmes (Governance Advisor)	UNDP											106,000
4.7	Programme planning retreat, Audit, Evaluation, project monitoring costs	UNDP											75,000
Total Output 4													589,500
TOTAL													3,124,202
7% IC													218,694
Grand Total													3,342,896

Project Budget


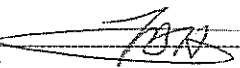





	2011	2012	2013	Total
RGAC	-	355,000	65,000	420,000
NURC	90,000	190,000		280,000
Parliament	38,643	137,071	52,285.71	228,000
NEC		360,000	40,000	400,000
NFPO	50,000	117,500	87,500	255,000
MINICAAF	195,241	392,169	89,293	676,702
MHC		225,000	50,000	275,000
Capacity development and programme management	69,714	349,524	170,262	589,500
TOTAL				3,124,202
7% IC				218,694
Grand Total				3,342,896

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MONITORING AND EVALUATION FRAMEWORK

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities
Outcome	Political Participation and accountability strengthened			
Output 1	Governance assessments and dialogues providing recommendations undertaken	1) Assessments 2) Minutes of validation meetings	Quarterly reports submitted to UNDP Annual reports submitted to UNDP	NURC, RCAG
Output 2	Accountability structures for NP, NFPO and NEC established or improved	1) Quarterly reports from Ips 2) Evaluation Report	Quarterly reports submitted to UNDP Annual reports submitted to UNDP End of project evaluation commissioned by UNDP	Parliament, NEC, NFPO, UNDP
Output 3	Mechanisms for media capacity building, funding and sustainability established through on-going media reform processes	1) Quarterly reports 2) Media Reform Implementation updates (meeting minutes)	Quarterly reports submitted to UNDP Annual reports submitted to UNDP	MINICAAF, MHC

Output 4	Trainings undertaken in the areas of results based planning, monitoring and reporting for implementing partners staff	fully made up and administered by practicing journalists	Pre-test and post-test reports	Conduct pre-test and post-test for participating IP focal point at beginning and end of programme	UNDP
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ANNEX 1 PROGRAMME MANAGEMENT PLAN

	January	February	March	April	May	June	July	August	Sept	October	Nov	Dec
1												
2												
3												
4												
5											Annual planning retreat	
6											Annual planning retreat	
7				Submission of Draft report Q1			Submission of Draft report Q1			Submission of Draft report Q1		
8				TC Q1 review			TC: Q2 review			TC Q3 review		
9	TC meeting final AWP			TC: learning session			TC: learning session			TC: learning session		
10	TC: learning session											
11												
12							SC			SC		
13	SC AWP approval			SC								
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28	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix	Review of Risk matrix
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30												
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ANNEX 2 : TOR PROGRAMME MANAGER

Terms of Reference

Programme Manager

Inclusive Participation in Governance Programme

Location:	Kigali, Rwanda
Application Deadline:	TBD
Type of Contract:	FTA International
Post Level:	ALD-3
Languages Required:	English/French
Duration of Initial Contract:	One year

Background

The project named "Inclusive Participation in Governance Programme" (DGP) has been initiated to serve as a bridging project between the end of a 5 year governance programme, PSGG, and the upcoming EDPRS and UNDP cycle. Building on gaps highlighted in recent governance assessments (JGA, RRB, UPR) and the experiences from the programme implementation of PSGG the programme targets a few but strategic activities that will be implemented by key governance institutions in Rwanda.

In the bridging period the project seeks to establish a strong base of including partnership structure and M&E framework to allow the next 5 year project cycle to align with the emerging priorities in the area of good governance in general and participation/political governance in particular.

A programme manager will be recruited to assume the overall management responsibilities of the project. The programme manager will be the responsible for the day-to-day management of the project including financial oversight and technical support to the implementation of the project.

Duties and Responsibilities

The Programme Manager for the DGP will work under the direct supervision of the Head of UNDP's Governance and Peace Consolidation Unit. Specifically, the Programme Manager will:

1. Project management

- Provide overall advice, guidance and supervise the project services team;
- Facilitate broader consultations whenever advisory services are needed;

- Provide technical support throughout the project cycle;
- Ensure the preparation of work plans for targeted activities with measurable performances;
- Provide the oversight of the budget management;
- Provide day to day mentoring of project staff to perform their functions;
- Provide assistance to the project team to ensure that efficient and effective project administration, supervision and use of project funds is carried out as required;

2. Capacity building

- Provide specific training to the project team to enhance their key capacities to ensure that the procedures, guidelines, procurement standards are fully respected during the implementation of the project;
- Facilitate capacity building initiatives of project team that is in line with capacity building needs of the institutions
- Coordinate and support national trainings and workshops.

3. Monitoring and evaluation

- Assist national counterparts to evaluate and monitor implementation of project activities
- Establish benchmarks and indicators to measure progress made
- Closely monitor the overall project progress, impact and risks and inform the steering committee members of any changes within the project environment which would affect foreseen and agreed upon expected outcomes.
- Liaise with national and international partners responsible for monitoring and evaluation in the area of governance.

4. Reporting

- Assist the implementing agents in their reporting responsibilities
- Ensure that quality project progress and financial reports are prepared and submitted as may be required under cost sharing agreements with donors supporting the project;
- Provide assistance to elaborate the project quarterly activity/work plans, draft technical terms of reference, and recruit international and national experts as required;
- Report periodically to UNDP-Rwanda and the Project board on progress and status of implementation activities;
- Report on project/programme results and progress towards outcomes;
- Ensure that the project steering committee meetings are convened, at least twice a year, to report on project progress and approve subsequent activity/work plans;
- Ensure that project Technical Sub Committee meetings are convened prior to Project Board meetings or as necessary;

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Competencies

Corporate Competencies:

- Demonstrates integrity by modelling the UN's values and ethical standards
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Treats all people fairly without favouritism

Development and Operational Effectiveness/Leadership

- Demonstrated knowledge of the political environment and challenges facing democratic consolidation in developing countries
- Fully proficient computer skills and use of software and applications customized for project management such as Microsoft Project, ATLAS (ATLAS is UNDP's project and financial management enterprise resource planning application), or others;
- Knowledge of UNDP/UN procedures, rules, policies, regulations and practices may be an asset;
- Good drafting skills
- Proven track record of analytical and problem-solving skills;
- Strong leadership and co-ordination skills with sound team management;
- Ability to work under pressure on multiple activities concurrently through tight deadlines
- Ability to participate effectively in a team based, information sharing environment

Required Skills and Experience

Education:

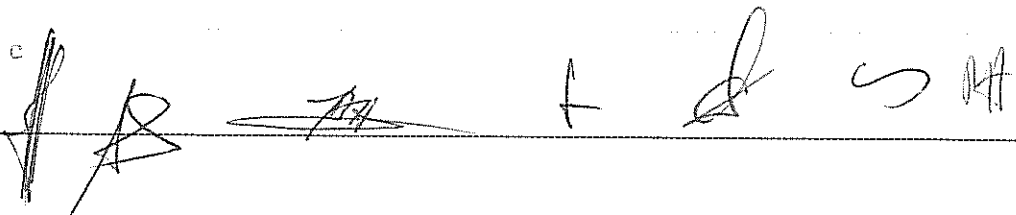
- Master's degree in management or relevant disciplines such International Relations, Public Policy or Administration, Political Economy, Governance or other related areas;
- Specialized professional training in project management/ development/ implementation such as Prince2, Project Management Institute (PMI) certifications, or other internationally recognized project management certifications may be an asset

Experience:

- At least five years experience of project/programme management and administration of donor funded projects, preferably with UNDP/UN System or any other bilateral or multilateral donors;

Language Requirements:

- Fluent in either English or French and working knowledge of the other.

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ANNEX 3: TOR FOR PROGRAMME ASSOCIATE

Programme Associate

Inclusive Participation in Governance Programme

Location:	Kigali, Rwanda
Application Deadline:	TBD
Type of Contract:	Service Contract
Post Level:	
Languages Required:	English/French
Duration of Initial Contract:	One year

Background

Under the direct supervision of the Programme Manager, the Programme Associate provides leadership in the execution of services in the Democratic Governance Unit related to the programme of "*Inclusive Participation in Governance Programme*" (DGP). S/he supports the design, planning and management of the programme by managing data and facilitating programme implementation. The Programme Associate promotes a client-oriented approach consistent with UNDP rules and regulations.

The Programme Associate works in close collaboration with the operations and programme teams in the CO and UNDP HQ staff for resolving complex program-related issues and information delivery.

Duties and Responsibilities

Summary of Key Functions:

- 1) Support to formulation of Governance programme strategies and implementation of the Country Programme Action Plan.
- 2) Support the management of the DGP programme.
- 3) Administrative support to the Programme Team.
- 4) Support to resource mobilization.
- 5) Facilitation of knowledge building and knowledge sharing in the area of Governance

Responsibilities:

1. Supports formulation of programme strategies and implementation of the Governance programme focusing on achievement of the following results:
 - a. Collection and presentation of Governance background information for preparation of CCA, UNDAF, CPD, CPAP, effective application of RBM tools and establishment of Governance management targets (BSC).
 - b. Presentation of background information for formulation of Governance programme, draft project documents, work plans, budgets, proposals on implementation arrangements.

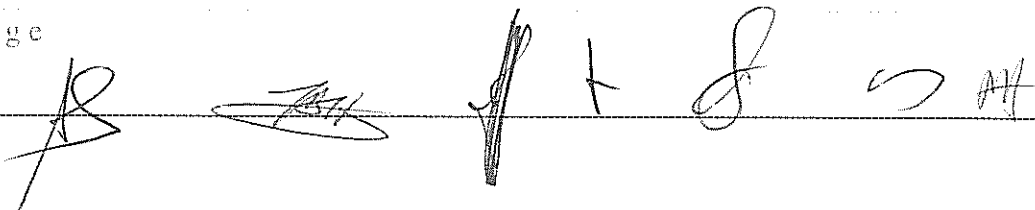
2. Provides effective support to management of the Governance programme focusing on the achievement of the following results:
 - a. Creation of a project in Atlas, preparation of required budget revisions, revision of project award and project status, determination of unutilized funds, operational and financial close of a project.
 - b. Provision of guidance to the executing agencies on routine implementation of projects.
 - c. Presentation of information for audit of NIM projects supports implementation of audit recommendations.
3. Provides administrative support to the Programme Unit focusing on achievement of the following results:
 - a. Review of NIM projects Financial Reports
 - b. Maintenance of the internal expenditures control system which ensures that vouchers processed are matched and completed; transactions are correctly recorded and posted in Atlas.
 - c. Timely corrective actions on unposted vouchers, including the vouchers with budget check errors, match exceptions, unapproved vouchers.
 - d. Creation of requisitions in Atlas for development projects registers of goods receipt in Atlas.
 - e. Making budget check for requisitions, purchase orders, and vouchers.
4. Supports resource mobilization focusing on achievement of the following results:
 - a. Analyze information on Governance donors.
 - b. Prepare donor's profile.
 - c. Track and reporting on mobilized resources.
 - d. Review contributions agreements.
 - e. Manage contributions in Atlas.
5. Ensures facilitation of knowledge building and knowledge sharing in the Governance area focusing on achievement of the following results:
 - a. Support the organization of Governance trainings for the all staff.
 - b. Support the synthesis of lessons learned and best practices in programme.
 - c. Sound contributions to knowledge networks and communities of practice.

Impact of Results:

The key results have an impact on the overall performance of the Governance Team and success in implementation of Governance programme strategies. Accurate analysis, data entry and presentation of information ensure proper programme implementation.

Competencies

Corporate Competencies:

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- Demonstrates commitment to UNDP's mission, vision and values.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Functional Competencies:

Knowledge Management and Learning:

- Shares knowledge and experience
- Actively works towards continuing personal learning, acts on learning plan and applies newly acquired skills.

Development and Operational Effectiveness:

- Ability to perform a variety of specialized tasks related to Results Management, including support to design, planning and implementation of programme, managing data, reporting
- Ability to provide input to business processes re-engineering, implementation of new system, including new IT based systems
- Good knowledge of Results Management Guide and Toolkit.

Leadership and Self-Management:

- Focuses on result for the client and responds positively to feedback
- Consistently approaches work with energy and a positive, constructive attitude
- Remains calm, in control and good humoured even under pressure
- Demonstrates openness to change and ability to manage complexities.

Required Skills and Experience

Education:

- Post Secondary Education, preferably with specialized certification in Accounting and Finance.
- University Degree in Business or Public Administration, Economics, Political Sciences and Social Sciences would be desirable
- Prince2 training and certification, RMG.

Experience:

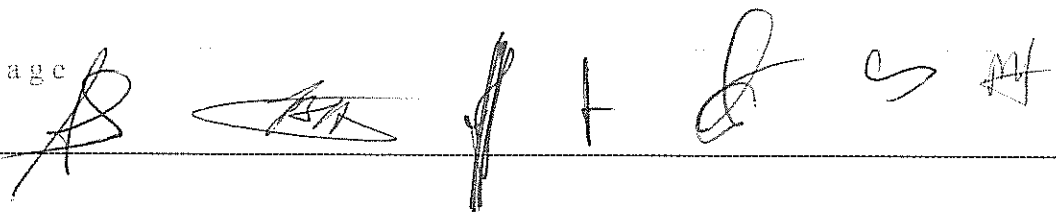
- 6 years of progressively responsible administrative or programme experience is required at the national or international level
- Experience in the usage of computers and office software packages (MS Word, Excel, etc) and advance knowledge of spreadsheet and database packages, experience in handling of web based management systems.

Language Requirements:

Fluency in written and spoken English and French

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

ANNEX 4: LEARNING PLAN FOR PROJECT TEAM

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