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ANNEX

to the Commission Decision on the individual measure in favour of the Republic of Rwanda to be financed from the 11th European Development Fund

Action Document for Technical Cooperation Facility VI

1. Title/basic act/ CRIS number	Technical Cooperation Facility (TCF) VICRIS number: RW/FED/040-875 financed under 11 th European Development Fund			
2. Zone benefiting from the action/location	Rwanda The action shall be carried out at the following location: Republic of Rwanda			
3. Programming document	National Indicative Programme (NIP) 2014-2020 for Rwanda			
4. Sector of concentration/ thematic area	Economic and Development Policy / planning	DEV. Aid: YES ¹		
5. Amounts concerned	Total estimated cost: EUR 5 000 000 Total amount of EDF contribution: EUR 5 000 000			
6. Aid modality and implementation modality	Project Modality Indirect management with Government of Rwanda			
7 a) DAC code	15110			
b) Main delivery channel	N/A			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	✓	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Trade Development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	✓	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input type="checkbox"/>	✓
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	✓
9. Global Public Goods and Challenges (GPGC) thematic flagships	NA			
10.Sustainable Development Goals (SDGs)	1 (and 2, 7, 8)			

SUMMARY

The present Technical Cooperation Facility under the 11th European Development Fund (EDF) is a continuation of a previous programme. As stipulated in the National Indicative Programme (NIP) 2014–2020, this facility will provide support to assist in identifying, preparing, implementing, evaluating, monitoring, and auditing closed/ on-going and planned projects under the EU Programme of development co-operation financed through the EDF (including blending and other operations linked to the EU External Investment Plan). As foreseen, a component of the funding will be for studies/training, organisation of conferences and seminars (including cultural and visibility actions). It will facilitate the implementation of the different EU programmes in sectors such as macroeconomics, sustainable energy, agriculture and food security and accountable governance.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Few years after the 1994 genocide, the Republic of Rwanda identified and prioritised six pillars as main drivers to accelerate development in a so-called Vision 2020 paper, including good governance and efficient state, skilled human capital, vibrant private sector, world-class physical infrastructure, modern agriculture and livestock and regional/international integration. The sole objective of the vision is to transform the country into a middle-income country by 2020 (i.e. USD 1240 as yearly income per capita).

Despite 39.1% of the population still living in poverty (EICV, 2013/14), through three policies' poverty reduction strategies (Poverty Reduction Strategy Paper (PRSP) 2002-07, Economic Development and Poverty Reduction Strategies I and II (EDPRSI 2008-2012 and EDPRSII 2013-18)) that have almost come to the end, good progress in poverty reduction was achieved and the country registers a fast growing economy in the region with an approximate annual average growth of 8% GDP over the last decade.

In line with vision 2020, the Republic of Rwanda is currently drafting/adopting a new strategy, namely National Strategy for Transformation (NST 1, 2017-24), which embraces six specific objectives including; (i) creation of 1.5 million decent and productive jobs, (ii) acceleration of sustainable urbanisation from 17.3% (2013/14) to 35% by 2024,

(iii) establishment of Rwanda as a globally competitive knowledge-based economy, (iv) promotion of industrial development, export promotion and expansion of trade related infrastructure, (v) increase domestic savings and position Rwanda as a hub for financial services to promote investments, and (vi) modernise and increase productivity of agriculture and livestock.

1.1.1 Public Policy Assessment and EU Policy Framework

The strategic objectives of the European Union's relationship with Rwanda are set out in the National Indicative Programme (NIP 2014-2020), in which reducing poverty and accelerating the achievement of global goals are the overall lines for the EU responses to Rwanda. The NIP and both Economic Development and Poverty Reduction Strategies (EDPRS I & II) are aligned and contribute to the vision of the government of becoming middle income country status by 2020.

The efforts of EU's actions are mainly focusing on sustainable energy, sustainable agriculture and food security, and accountable governance. These sectors of development refer to a number of objectives, including: promoting Gender Equality and Women Empowerment, capacity development and technology transfer and strengthening climate change adaptation and mitigation strategies.

1.1.2 Stakeholder analysis

The primordial stakeholder in this programme is the Republic of Rwanda, then civil society groups and other development partners.

Across several ministries, there are Sector Working Groups (SWGs) already established; subdivided into a number of thematic/technical working forums which vary greatly from sector to sector. Through these groups, the Government and stakeholders meet to discuss sector, cross-sector planning and prioritisation according to strategic plans and development programs. SWGs are co-chaired by the Permanent Secretary of the relevant line ministry and a representative from the lead donor authority.

These SWGs meet regularly at least twice per year for Joint Sector Reviews (JSR), in which forward and backward looking sector development are reviewed and discussed. The European Union is co-chair of two SWGs, namely Agriculture and Public Finance Management, and is very active for the Energy SWG.

In addition to Government and donors, there are other important actors in SWGs including civil society organisations, the private sectors, the academic community, and local governments.

Deep and clear analysis of stakeholders for this programme will be appropriately addressed in each and every different action that will be financed by the present programme.

1.1.3 Priority areas for support/problem analysis

The proposed TCF programme will support the implementation of the National Indicative Programme (NIP) by providing funds for the provision of consultancies (external and/or local) to assist the identification, preparation, and implementation of projects, together with evaluation, monitoring and auditing closed/on-going and planned projects under the EU Programme of development co-operation financed through the EDF.

The programme will also address the challenges of capacity development mainly in the sectors of development including sustainable energy, agriculture and food security and accountable governance.

1.2 Other areas of assessment

N/A.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Capacity building support versus challenge of fluctuation and migration/resignation of trained staff.	Medium	This risk is assumed to be mitigated by involving all stakeholders, at both institutional and at individual levels by developing staff retention approach in the projects and by providing durable capacity building elements.
Activities foreseen under present decision would not fully satisfy Government's priorities.	Low	The EU Delegation will continue to ensure a close mutual dialogue with National Authorising Officer's department as well as executing agencies across the project life cycle.
Assumptions		
<ul style="list-style-type: none">It is assumed that the current political, economic and social climate will continue.Working environment between EU Delegation with different ministries /agencies and private sector will continue to improve.		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The programme builds on the lessons learnt from previous and on-going 11th EDF Technical Cooperation Facilities, as well as training projects in Rwanda. The recurrent challenge is to have in place, both in quantity and in quality, trained human personnel in different ministries/agencies of the public sector.

To sustainably improve the effectiveness of the Rwandan Government to deliver particularly on the 11th EDF programme's implementation, capacity building is recommended and shall include but not be limited to studies, assistance in preparation of evaluation, monitoring, and auditing projects.

3.2 Complementary action

The TCF VI is the next in line with the five previous TCFs and will also continue to complement other EU development interventions and might benefit other donors' activities targeting sectors in which the EU is also engaged in particularly sustainable energy, agriculture and food security and accountable governance.

This Technical Cooperation Facility is based on the projects and programmes being implemented under the 11th EDF. Technical assistances and trainings are anticipated to assist the EU Delegation in each critical phase, such as preliminary sector studies, identification, implementation and formulation of EU cooperation programmes and projects in Rwanda.

3.3 Cross-cutting issues

With reference to the NIP, and as marked in the first table above, cross cutting issues such as good governance, environment and climate change, gender equality and other issues related to human rights are the significant and main objectives of this programme. To ensure adequate results, in the identification and preparation, said cross-cutting issues will be mainstreamed in projects that will be financed under this programme and the Republic of Rwanda, as main stakeholder, will be consulted as well as civil society, private sector, donors, etc, via seminars, workshops, and consultations.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the United National 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 1, but also promotes progress towards Goals 2, 7 and 8. This does not imply a commitment by Rwanda benefiting from this programme.

The overall objective of this proposed programme is to contribute primarily to the successful implementation of the 11th EDF and to assist the government attain its objectives. In addition, the programme will support joint programmes between the EU Delegation and its Member States and it will support any other activity deemed necessary to accompany Rwanda-EU development cooperation relations.

The specific objective of the programme is to provide technical assistance to programmes, support the identification, formulation, implementation, audit and evaluation of actions under the NIP and EDF funds.

4.2 Main activities

Main activities are as follow:

Technical Assistance Facility (TAF):

Expertise will be provided on short- and medium-term basis and will be associated to activities for the indicative themes presented below:

- Successful identification, formulation, preparation, implementation and audit and evaluation of programmes supported under the 11th EDF and post 11th EDF.
- Specific expertise in support of awareness actions of EU-Rwanda Development cooperation through seizing opportunities for communication and visibility.
- Specific expertise and assistance related to the EU's current support to sustainable energy, sustainable agriculture and food security, accountable governance and civil society.
- Specific expertise and assistance related to other fields of common interest between Rwanda and the EU (e.g. jobs and economic growth, private sector development, investment, blending and other operations linked to the EU External Investment Plan, etc, (non-exhaustive list)).
- Specific expertise and assistance to support cross-cutting issues mainstreaming across programming cycle of the sector mentioned above, including gender and women's empowerment, environment, climate change adaptation and mitigation strategies.

Training Support for Project and Programmes (TSPP)

- Strengthening the capacities of concerned line ministries/authorities and non-governmental actors to ensure timely and cost-effective preparation/implementation of EU funded development actions.
- Support training activities and educational actions and consultation processes.

Conferences and Seminars (CS)

- Support the organisation of workshops, conferences and seminars for Rwandan/ACP officials on priorities of EDF/ACP matters.
- Support the participation of Rwandan/ACP officials and non-State actors (NSAs) in regional and international meetings and seminars on development and other related topics organised by the EU and other international organisations.
- Support to cultural and artistic activities and events which can facilitate the EU cooperation implementation and the EU image in the country.

4.3 Intervention logic

The TCF VI will be used to facilitate the mobilisation of short and medium expertise as technical assistance as detailed in sub section 4.2, that will enhance institutional development. The same programme will facilitate awareness and support visibility of the EU-Rwanda cooperation through training, conferences and seminars. The latter will also embrace logistical support for the participation in these trainings, conferences and seminars.

Although this programme is not directly linked to any one initiative or policy, it will provide support to a broad range of government policies and especially (but not only) to those relevant to the three concentration sectors (sustainable energy, sustainable agriculture and food security and accountable governance) of the NIP 2014-2020.

The actions carried out by this Technical Cooperation Facility will complement the Republic of Rwanda's own activities in these priority sectors, as outlined in the seven-year Government programme named the National Strategy for Transformation (NST 1: 2017-2024).

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation of the budget support component

N/A.

5.4 Implementation modalities for an action under project modality

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation.

5.4.1 Indirect management with the partner country

This action may be implemented in indirect management with the Republic of Rwanda according to the following modalities.

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower, based on a risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the contracting procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for ordinary operating

costs, direct labour and contracts below EUR 300 000 for procurement and up to EUR 300 000 for grants.

The financial contribution covers, for an amount of EUR 300 000, the ordinary operating costs incurred under the programme estimates.

The partner country shall apply the Commission's rules on procurement and grants. These rules will be laid down in the financing agreement concluded with the partner country.

5.5 Scope geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

Module	Amount in EUR
5.4.1. – Indirect management with the Republic of Rwanda	4 600 000
5.9 – Evaluation, 5.10 – Audit	200 000
Contingencies	200 000
Total	5 000 000

5.7 Organisational set-up and responsibilities

The National Authorising Officer (NAO) for the EDF in Rwanda is the Minister of Finance, whose ministry (MINECOFIN) holds the overall responsibility for the implementation of this programme. In particular, this concerns the preparation and management of various procurements under indirect management.

The line ministries (MINECOFIN, MININFRA, MINAGRI and others) and other stakeholders, such as public authorities, agencies or companies, will ensure operational managements of the various contracts.

The technical assistance will be identified, following the needs identified by the Government in particular through existing coordination platform like Technical Working groups and Sector Working groups, where a number of stakeholders (including EU) participate and contribute. The contractual management of technical assistance and other contracts will follow the standard procedure of indirect management while the monitoring of the activities under these envelopes will be ensured by the same coordination platforms mentioned above and through regular reporting and restitution workshops aiming at sharing finding and generate consensus on the ways forward.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its

results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components. It will be carried out for accountability and learning purposes at various levels (including for policy revision). The evaluation budget line may be used to carry out thematic evaluations on other EU-funded projects and activities in Rwanda.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, one or two contracts for evaluation services specifically for this action shall be concluded under a framework contract for mid-term review and/or towards the end of the implementation period. Having regard to the nature of the action, other contracts for evaluation services to other actions shall be launched all long of the implementation period.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Having regard to the nature of the action, the audit budget line will be used, if needed to carry out an audit on this specific action in addition to specific audits on other EU-funded projects and activities in Rwanda.

Indicatively, one contract for audit services specifically for this action shall be concluded under a framework contract a framework contract in towards the end of the implementation period. Having regard to the nature of the action, other contracts for audit services to other actions shall be launched all long of the implementation period.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. The communication and visibility measures will be covered by budget allocated in existing and future programmes, which shall be based on a specific Communication and Visibility Plans.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations. The budget "Communication and visibility" shall cover all communication and visibility obligations and needs of a variety of EU instruments, policies and actions in Rwanda, possibly in an innovative, inclusive and creative way.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) ²

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Contribute primarily to the successful implementation of the 11 th EDF and to assist the Government attain its objectives. In addition, the programme will support joint programmes between EU Delegation and its Member States, and it will also support any other activity deemed necessary to accompany Rwanda-EU development cooperation relations.	Percentage of commitment of National Indicative Programmes (11 th EDF and successor)	11 th EDF: 97% (2018) Post 11 th EDF: 0% (2018)	11 th EDF: 97% (2020) Post 11 th EDF: 0% (2023)	Progress reports (inc. monitoring reports) and annual assessments.	1) Political and social stability of Rwanda Government will remain stable. 2) Working environment between EU Delegation with different ministries /agencies and private sector will smoothly continue to improve. 3) No major natural and man-made disasters occur

² Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

Specific objective(s): Outcome(s)	The specific objective of the programme is to provide technical assistance to programmes, support the identification, formulation, implementation, audit and evaluation of actions under the NIP and EDF funds.	Number of programmes identified, formulated, implemented for the NIP 2017-2020 and successor	11 th EDF: 6 projects Post 11 th EDF: 0 project	11 th EDF: 7 projects Post 11 th EDF: tbd during programming	Progress reports (inc. monitoring reports) and annual assessments	The projects and/or programmes pre-identified in the EU financial instruments are technically, financially and economically viable.
Outputs	<p>1) Technical Assistance Facility (TAF)</p> <p>2) Training Support for Project and Programme (TSPP)</p> <p>3) Conference and Seminars (Cs)</p>	<p>1) Number of studies contributing to identifying, formulating, implementing the NIP 2017-2020 and successor</p> <p>2) Number of trainings financed by the TCF instrument to build capacity with stakeholders</p> <p>3) Number of conferences and seminars organised by TCF instrument.</p>	<p>11th EDF: 35 studies</p> <p>Post 11th EDF: 0 study</p> <p>11th EDF: 1 training</p> <p>Post 11th EDF: 0 trainings</p> <p>11th EDF: 4 events</p> <p>Post 11th EDF: 0 event</p>	<p>11th EDF: 45 studies</p> <p>Post 11th EDF: 30 studies</p> <p>11th EDF: 3 trainings</p> <p>Post 11th EDF: 3 trainings</p> <p>11th EDF: 6 events</p> <p>Post 11th EDF: 4 events</p>	<p>1) EAMR (Every year)</p> <p>2) EAMR (Every year)</p> <p>3) EAMR (Every year)</p>	<p>The projects and/or programmes pre-identified in the EU financial instruments are technically, financially and economically viable.</p>