

**REPUBLIC OF RWANDA**



**LOCAL ADMINISTRATIVE ENTITIES DEVELOPMENT AGENCY (LODA)**

**VUP PROGRAMME DOCUMENT**

**October, 2022**

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## A Contents

<b>ACRONYMS AND ABBREVIATIONS</b> .....	i
<b>GLOSSARY OF TERMS</b> .....	iii
<b>1. INTRODUCTION</b> .....	5
<b>1.1. Context</b> .....	5
<b>1.2. Update to the VUP Programme Document</b> .....	5
<b>2. CHALLENGES IN THE IMPLEMENTATION OF VUP</b> .....	6
<b>2.1. Findings from the EICV5 Thematic Report on VUP</b> .....	6
<b>2.2. Key challenges in the implementation of VUP</b> .....	8
<b>2.2.1. General Implementation Issues</b> .....	8
<b>2.2.2. Challenges with Classic Public Works</b> .....	9
<b>2.2.3. Challenges with Graduation and Sustainable Livelihoods Enhancement</b> .....	10
<b>2.2.4. Challenges with Financial Services</b> .....	11
<b>2.2.5. Challenges with Public Communications and Sensitisation Component</b> .....	11
<b>3. OVERVIEW OF THE VISION UMURENGE PROGRAMME</b> .....	12
<b>3.1. VUP Strategic framework</b> .....	12
<b>3.1.1. VUP Goal</b> .....	12
<b>3.1.2. VUP Purpose / Outcomes</b> .....	12
<b>3.1.3. VUP Objectives / Intermediate Outcomes</b> .....	12
<b>3.1.4. VUP Objectives / Outputs</b> .....	12
<b>3.2. Role of the VUP</b> .....	13
<b>3.2.1. VUP and Graduation</b> .....	13
<b>3.2.2. A multi-sectoral framework for eradicating poverty and malnutrition</b> .....	13
<b>3.3. Summary of VUP Components and Sub Components</b> .....	15
<b>3.4. Beginning transition to the Lifecycle Approach</b> .....	16
<b>3.5. Targeting of VUP Components</b> .....	17
<b>3.5.1. Current process</b> .....	17
<b>3.5.2. Transition of Targeting to the Social Registry</b> .....	17
<b>3.6. Entitlement Value for the VUP Components</b> .....	19
<b>3.7. Payment delivery mechanism</b> .....	21
<b>3.8. Summary of VUP Costs</b> .....	21

<b>4. THE SAFETY NET COMPONENT .....</b>	<b>23</b>
<b>4.1. Income Support for Vulnerable Individuals.....</b>	<b>24</b>
<b>4.1.1. Principles of the Individual Grants .....</b>	<b>24</b>
<b>4.1.2. Grants for Older Persons Grant (old age grant) .....</b>	<b>24</b>
<b>4.1.3. Grants for disabled persons (disability grant).....</b>	<b>25</b>
<b>4.1.4. Child Grant.....</b>	<b>25</b>
<b>4.2. Cash-for-work employment safety nets (expanded and classic public works     respectively).....</b>	<b>26</b>
<b>4.2.1. Public Works Strategy for Infrastructure Development .....</b>	<b>26</b>
<b>4.2.2. Expanded public works programme.....</b>	<b>26</b>
<b>5. THE GRADUATION COMPONENT .....</b>	<b>28</b>
<b>5.1. The Graduation Interventions.....</b>	<b>28</b>
<b>5.1.1. Safety Nets.....</b>	<b>28</b>
<b>5.1.2. Financial education and access to savings and loan schemes.....</b>	<b>28</b>
<b>5.1.3. Skills Development.....</b>	<b>29</b>
<b>1.1.1. Coaching .....</b>	<b>29</b>
<b>1.1.2. Suitable environment to support livelihood development.....</b>	<b>30</b>
<b>1.1.1. Protection is the event of a shock .....</b>	<b>30</b>
<b>2. SHOCK RESPONSIVE SOCIAL PROTECTION .....</b>	<b>30</b>
<b>2.1.1.....</b>	<b>30</b>
<b>3. THE SENSITISATION AND PUBLIC COMMUNICATIONS COMPONENT .....</b>	<b>31</b>
<b>4. SAFEGUARDING POLICY .....</b>	<b>31</b>
<b>4.1. “Do No Harm” .....</b>	<b>31</b>
<b>5. ACCOUNTABILITY MECHANISMS.....</b>	<b>31</b>
<b>5.1.1. Beneficiaries’ rights.....</b>	<b>32</b>
<b>5.1.2. Beneficiaries’ responsibilities .....</b>	<b>32</b>
<b>5.2. VUP planning and budgeting principles.....</b>	<b>32</b>
<b>6. INSTITUTIONAL ARRANGEMENTS .....</b>	<b>33</b>
<b>6.1. Central Government .....</b>	<b>33</b>
<b>6.2. Local Governments .....</b>	<b>34</b>
<b>6.2.1. Summary of Local Government Roles and Responsibilities .....</b>	<b>34</b>
<b>7. MONITORING &amp; EVALUATION.....</b>	<b>37</b>
<b>7.1. Theory of Change.....</b>	<b>37</b>

7.2. Evaluation criteria .....	39
7.3. Evaluation matrix .....	39
7.4. Key monitoring and evaluation activities for 2018-2024.....	45
8. VUP COVERAGE AND IMPLEMENTATION PLAN .....	45
Annex 1: Modelling beneficiary numbers for the Implementation Plan .....	57
Annex 2: Logical Framework.....	60
Figure 1: Summary of VUP components, sub-components and schemes	15
Figure 2: The VUP Theory of Change / Results Chain	37
Box 1: Understanding resilience and graduation	
.....Error! Bookmark not defined.	
Box 2: Protection, Promotion, Prevention and Transformation within the VUP .....	13
Table 2: Correlation of Ubudehe Category against consumption quintile in EICV5 .....	7
Table 3: Steps in the scale up and targeting process .....	18
Table 4: Summary of VUP Costs including new systems and bapacity building .....	22
Table 5: Types of Expanded Public Works Projects.....	27
Table 6: Roles and responsibilities at local government level.....	34
Table 7: VUP Evaluation Matrix.....	39
Table 8: Revised model of VUP scale up.....	46
Table 9: Costed implementation plan for VUP.....	48

## ACRONYMS AND ABBREVIATIONS

BDA	Business Development Advisor
BDF	Business Development Fund
CDF	Common Development Fund
CFSVA	Comprehensive Food Security & Vulnerability Assessment
cPW	Classic Public Works
CSO	Civil society organisation
DS	Direct Support
ECD	Early Childhood Development
EDPRS	Economic Development & Poverty Reduction Strategy
EICV	Integrated Household Living Conditions Survey (Enquête Intégrale sur les Conditions de Vie des Ménages)
ePW	Expanded Public Works
FAO	Food & Agriculture Organisation
FARG	Genocide Survivors Support and Assistance Fund
IGA	Income Generating Activity
JAPSG	Joint Action Plan for Sustainable Graduation
LFPR	Labour Force Participation Rate
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and evaluation
MINEMA	Ministry of Emergency Management
MIFOS	VUP Financial Services Information System
MINAGRI	Ministry of Agriculture and Livestock Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Economic Planning and Finance
MIS	Management Information System
MEIS	Monitoring, Evaluation & Information System
MTEF	Medium-term Expenditure Framework
NCDA	National Child Development Agency
NGO	Non-Government Organisation
NIDA	National Identification Agency

NISR	National Institute of Statistics of Rwanda
NST	National Strategy for Transformation
NSPS	National Social Protection Strategy
PPD	Project Planning Document
PW	Public Works
RDRC	Rwanda Demobilisation & Reintegration Commission
RLDSF	Rwanda Local Development Support Fund
RF	Responsive Fund
RWF	Rwandan Franc
SACCO	Savings and Credit Cooperative
SBCC	Social and Behaviour Change Communications
SLE	Sustainable Livelihood Enhancement
SP	Social protection
SH-SP	Shock Responsive Social Protection
SDG	Sustainable Development Goal
VUP	Vision Umurenge Programme

## GLOSSARY OF TERMS

<b>Able to work</b>	An individual aged between 18 and 64 years of age who is not severely disabled or in full-time education.
<b>Akagari</b>	A level of local government between the Village and Sector. Also known as a Cell.
<b>Classical Public Works</b>	A scheme within the VUP's safety net component providing short-term, temporary employment on community infrastructure and environmental projects
<b>Community Based Health Insurance</b>	CBHI is a mechanism which aims to limit the exclusion of the most destitute segments of the population from health services. CBHI should play a key role in building and strengthening the foundations for the concept of equity in access to various packages supplied by the health system
<b>Direct Support</b>	A scheme within the VUP's safety net component providing unconditional monthly cash transfers
<b>Expanded Public Works</b>	A scheme within the VUP's safety net component providing part-time (at least 2 hours per day) multi-year, year-round employment
<b>Extremely poor household</b>	A household whose per adult equivalent per capita consumption is below the official 'extreme poverty line' (RWF 105,000/year in 2013/14 prices).
<b>Food security</b>	The state of having reliable access to a sufficient quantity of affordable, nutritious food
<b>Gini coefficient</b>	The Gini coefficient is a measure of statistical dispersion intended to represent the income distribution of a nation's residents, and is the most commonly used measure of inequality
<b>Girinka</b>	A programme under MINAGRI that distributes cattle and other support to poor households. Also known as the 'one cow per poor family' programme.
<b>Graduation</b>	A situation whereby a previously poor household increase their household productivity and resilience to the extent that their consumption permanently remains over and above the official poverty line (source: National Social Protection Policy, 2020)
<b>Mutuelle de Sante</b>	See CBHI
<b>Nutrition Sensitive Direct Support</b>	A scheme within VUP safety net component which provides regular and reliable income support to extremely poor pregnant women and children between 0 to 24 months of age at risk of malnutrition. It is also intended to incentivize uptake of critical ante-natal and post-natal health services with a view to addressing wider risks related to malnutrition.
<b>Older Person</b>	Older persons will be considered as those persons aged 65 years and above in line with the labour law and specifically the retirement age of 65 years (as defined in the National Older Policy.)
<b>Poor household</b>	A household whose per adult equivalent per capita consumption is below the official 'poverty line' of RWF 159,000/year. Poor households are typically unable to meet their basic food and non-food needs.
<b>Poverty</b>	A condition of deprivation and, although widely recognized to be multidimensional in nature, is usually defined with reference to an officially defined level of income or consumption. This is known as the poverty line.
<b>Protection</b>	Social protection provides essential support to those living in poverty, protecting them from the worst consequences of that poverty;

<b>Prevention</b>	Social protection provides insurance mechanisms and safety nets that can be activated to catch people in danger of falling into poverty;
<b>Promotion</b>	Social protection supports poor people’s investment so that they can pull themselves out of poverty;
<b>Public Works</b>	Publicly funded development programmes providing temporary employment. Public works jobs are usually manual in nature and on community infrastructure development and maintenance projects.
<b>Resilience</b>	An individual or household’s ability to withstand livelihood shocks without suffering unacceptable declines in living standards or being forced to adopt harmful coping strategies such as reducing food consumption, withdrawing children from school or selling productive assets.
<b>Social Protection</b>	All public and private income transfers schemes, Social Care Services, livelihood support and insurance schemes that, together, ensure that all extremely poor and vulnerable people have income security, a dignified standard of living and are protected against life-cycle and livelihood risks with a view to achieving sustainable graduation and self-reliance.
<b>Social Registry Scorecard</b>	The social registry will serve as a gateway for all social programs to objectively identify the poor and vulnerable. The registry will use objectively measurable variables, proven to be strongly correlated with household poverty, that are further validated through requisite cross checks with other databases to assess household-level socio-economic status, and ensuring regular updates.
<b>Theory of Change</b>	A technique commonly employed within programme design, monitoring and evaluation that explains the process of change to be achieved by an intervention by outlining causal linkages in an initiative, i.e., its shorter-term, intermediate, and longer-term outcomes. The identified changes are mapped –as the “outcomes pathway” – showing each outcome in logical relationship to all the others, as well as chronological flow. The links between outcomes are explained by “rationales” or statements of why one outcome is thought to be a prerequisite for another
<b>Transformation</b>	Social protection aims to improve the social status and rights of the most vulnerable.
<b>Ubudehe</b>	A system of household wealth ranking implemented across Rwanda.
<b>Umudugudu</b>	A village; the lowest level of local Government in Rwanda
<b>Umurenge</b>	A level of local government between the District and Cell. Also known as a Sector.
<b>Vulnerability</b>	Describes a person or household’s capacity – or lack thereof – to withstand shocks and cope with risks, with a view to maintaining their standard of living and well-being



## 1. INTRODUCTION

### 1.1. Context

The Vision Umurenge Programme (alias Vision 2020 Umurenge Programme) was elaborated in 2007 and launched in 2008 as a flagship programme within the first Economic Development and Poverty Reduction Strategy (EDPRS), the VUP remains key to the delivery of a range of national targets under the first National Strategy for Transformation (2018-2024). The VUP programme document was revised in 2016 to align it with the prevailing policy context and address a wide range of lessons learnt in the preceding 9 years of VUP implementation.

This latest version of the VUP Programme Document incorporates aspects of the first National Strategy for Transformation (2018-2024) and its associated Social Protection Sector Strategic Plan (SP-SSP), and the Social Protection Policy (2020).

It aims to deliver a Programme Document that articulates:

- i) a robust rationale and strategic framework for the programme grounded in an analysis of the poverty and vulnerability context and wider national policy framework and development orientation; and
- ii) government policy with regards to the programme's delivery modalities, eligibility criteria, institutional arrangements, planning, budgeting and financing.
- iii) a strong behaviour change and community empowerment component aimed at stimulating communities and community members to take ownership of their own situations, with support from the social protection sector when appropriate.

This Programme document is supplemented by detailed implementation guidelines for each of the VUP schemes.

### 1.2. Update to the VUP Programme Document

The stimulus to revise the VUP Programme Document comes from six areas:

- (a) An analysis of findings from recent surveys and reports on the effectiveness of the implementation of VUP. It includes findings from EICV5 (2017), Comprehensive Food Security and Vulnerability Assessment (CFSVA) 2018 and the Demographic and Health Survey (DHS) 2020.
- (b) New policy initiatives which will be implemented through VUP. Specific policy initiatives which have a direct impact on the revision of this Document include
  - Social Protection Policy 2020,
  - National Gender Policy 2021
  - Family Policy 2021
  - Disaster Risk Management Policy 2021 (still draft)

- Older Persons Policy 2021
  - Disability and Inclusion Policy 2021
- (c) Documentation of learning from implementing graduation strategies which require VUP to improve effectiveness of the graduation approach.
- (d) Monitoring and Evaluation and Learning from recent experience in implementing VUP. Initiatives here include how VUP responds to Youth Unemployment and a Child Grant.
- (e) The increasing recognition of the need for a breakthrough in intergenerational poverty traps requires alignment of the VUP with the human capital development
- (f) The need to engage the community to participate in in problem solving through collective action and to link the poor and vulnerable with home-grown initiatives.

## 2. CHALLENGES IN THE IMPLEMENTATION OF VUP

### 2.1. Findings from the EICV5 Thematic Report on VUP

The EICV5 VUP Panel report provides a statistical analysis of data collected about the program in the context of the EICV survey. The results rely on two components of the EICV surveys:

- (a) Cross sectional survey (EICV4 sample with 14,419 households and EICV 5 sample with 14,580 households) and,
- (b) VUP panel survey which interviews, in 2016/17, those who were VUP beneficiaries in 2014 (1,642 households consisting of households that were VUP beneficiaries in 2014, minus attrition and plus split households
- (c) According to EICV5 report, the social protections thematic report on VUP indicated that VUP reached 4.4% of the households in Rwanda. Of this coverage, VUP public works covered 1.9% of the households, Direct support 1.3% and financial services 1.1% (EICV5).

The key findings are summarised below:

- (a) Reduction in poverty levels of VUP beneficiaries: 49.9% of the VUP beneficiaries were poor in 2016/17, as compared to 54.2% as measured by EICV4 (2013/14).
- (b) Volatility of poverty: 15.6% of VUP beneficiaries moved out of poverty while 13% of beneficiaries fell into poverty. Although net poverty reduction between 2013/14 and 2016/17 is only 1.73 percentage points<sup>1</sup>, large movements in and out of poverty have occurred. In sum,
  - one quarter of persons stayed in poverty,
  - another quarter were transient poor (either moved in or out of poverty) and
  - the remaining half were never poor.
- (c) Volatility of coverage: Comparing beneficiaries in EICV4 and EICV5 shows that 56% of Direct Support beneficiaries in 2014 had left the component in 2017 and 76% of Public Works beneficiaries. The number of DS beneficiaries who left the programme is surprising given that

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<sup>1</sup> Statistically insignificant

EICV5 finds that over three quarters of those getting Direct Support in 2017 are in households where the head is 65 or older. The main reason for leaving VUP is that the household has been moved to a non-eligible Ubudehe category.

- (d) Coverage: The results from EICV5 cross sectional survey show that 1.3% of households in 2016/17 received direct support, and 1.9% of households received public works. Comparing this to EICV5's finding that there are 38.2% of households below the poverty line and 16% of households below the extreme poverty line shows that coverage is still low.
- (e) Gender: women make up about 64% of those getting VUP Direct Support in 2017 and about 56% of those getting Public Works
- (f) Urban versus Rural: Participation is much stronger in rural areas (5.3%) than in urban areas (0.3%)
- (g) Size of benefit: on average a DS beneficiary received RwF 17,160 in his/her last monthly payment and they received an average 7 months payment a year. In contrast, PW beneficiaries received an average of less than RwF 60,000 a year.
- (h) Timeliness of benefits: EICV5 reported that 58% of DS beneficiaries and 73% of PW beneficiaries payments were more than a month late. However more recent, internally generated data from VUP suggests on-time payments are 99% and 98% for DS and PW respectively.
- (i) Additionally, 5.3% coverage of the case load is in rural areas against 0.3% coverage of households in urban areas.
- (j) The last may imply that poverty or for that matter extreme poverty is more concentrated in rural areas, partly due to using Ubudehe data as a proxy for extreme poverty, however, the issue of urban poverty also needs to be addressed – EICV5 confirms this.

**Table 1** shows the correlation Ubudehe categorisation against consumption quintile for the surveyed households in EICV5. Category 1 households are evenly spread across the first four consumption quintiles creating a risk that non-poor households may be targeted for social protection.

**Table 1: Correlation of Ubudehe Category against consumption quintile in EICV5**

Ubudehe category	Quintile (consumption per adult equivalent)					Total
	Q1	Q2	Q3	Q4	Q5	
Category 1	25.8	22.9	21.2	17.7	12.4	100
Category 2	18.5	20.4	21	21.1	19	100
Category 3	11.4	15.4	18.8	22.6	31.9	100
Category 4	0	0	2.6	2.7	94.7	100
Not found on list	11.3	11.9	15.1	20.8	41	100
<b>Total</b>	<b>16</b>	<b>17.9</b>	<b>19.5</b>	<b>21.1</b>	<b>25.5</b>	<b>100</b>

Source: EICV5 cross-section survey; Sample size: 14,572 HHs

## 2.2. Key challenges in the implementation of VUP

The key challenges identified in the Social Protection Policy 2020 which it sets out to address includes the following:

### 2.2.1. General Implementation Issues

- (i) **Geographical and household coverage:** Despite the significant scale-up of the VUP, coverage remains low compared to needs. By end of 2016/17, only around 50% of households in Ubudehe 1 were covered by Direct Income Support schemes<sup>2</sup> and only around a quarter of older people and People with Disabilities have access to any form of old age or disability pension or other form of Direct Income Support.<sup>3</sup>
- (ii) **Existing social protection programmes do not always reach the poorest and most vulnerable:** Social protection is widely recognized among a wide range of stakeholders as having made a critical contribution to national development over the EDPRS2 period. However, coverage is widely acknowledged to be insufficient: the VUP currently reaches less than half of households in the poorest Ubudehe category 1 and data from the CFSVA (2015) also suggests that only around one third of households with unacceptable food consumption and only 25% of households with a malnourished child receive social assistance (CSFVA, 2015).
- (iii) **Targeting of social protection benefits and other subsidies:** Ubudehe is a home-grown socio-economic categorization mechanism. It remains the most valued tool for participatory planning at household and community level. It has also been used a targeting mechanism for determining eligibility for some key social protection programmes including VUP public works, direct support, community health insurance and certain other social service and complementary services. However, key issues related with Ubudehe being used a targeting tool has at times become a disincentive in program implementation and during different stakeholder consultations and policy dialogue, one of the concerns is that has caused a dependency mind-set among households classified in the lowest category due to multiple benefits provided using Ubudehe classification.
- (iv) **Coverage and effectiveness of social security schemes:** Around 20% of people aged 18-64 are enrolled in a contributory social security scheme. However, the vast majority of these are in the richest quintile (NISR, 2015) and this calls for extending social security to the informal sector.
- (v) **Adequacy of social care services:** Over the past few years, an embryonic Social Care system has begun to emerge and notable progress was registered mainly in the following areas: adoption of a professional social workforce for children, establishment of Isange one-stop centres, the establishment of rehabilitation centres for people with disabilities; the establishment of rehabilitation centres for delinquent youth and an associated family

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<sup>2</sup> The VUP reached 227,477 households out of 467,099 in Ubudehe category 1. This may slightly under-estimate coverage as FARG and RDRC do not record the Ubudehe classification of their Direct Support beneficiaries. However, given the limited scale of FARG and RDRC Direct Support schemes, this under-estimation is expected to be very minor

<sup>3</sup> At end FY2016/17, pensions and Direct Support schemes provided by RSSB, VUP, FARG and RDRC covered approximately 156,000 older people and PwDs.

placement/reintegration system. Nonetheless, the capacity of Social Care system to prevent and respond to an increasingly complex range of social vulnerabilities remains limited.

- (vi) **There is a need for a more robust Social Care response to issues such Sexual and Gender-based Violence (SGBV), inclusion of people with disabilities and delinquency among children and youth.** As Rwandan society changes, old social challenges may be amplified and new forms of deprivation and vulnerability are emerging. Social deprivation, such as exposure to Sexual and Gender-based Violence (SGBV) and delinquency are not only critical to address in their own right but also as important contributing factors to persistent poverty and malnutrition. Rwanda's Social Care system was perceived by stakeholder to be rather fragmented at both a policy and implementation level and not yet fully equipped to deal with the social challenges that the country faces.
- (vii) **Institutional capacity and harmonization:** Public sector restructuring and reforms results in a significant improvement in local government capacity. The introduction of computerized Management Information Systems (MIS) also facilitates the delivery mechanisms and timely monitoring of implementation. However, just as institutional capacity has increased, so have the scale, complexity and demands for performance and accountability within social protection programs. Capacity gaps are particularly apparent at Sector and Cell level. Furthermore, social protection programs are increasingly fragmented (thereby further increasing the burden on local governments) and this calls for strengthened harmonization and coordination of programs to achieve efficiency gains.

### **2.2.2. Challenges with Classic Public Works**

- (a) Households targeted for classic public work tend to be larger than other components (average 4.1 persons per HH (per MEIS in 2017/18)). By definition they are labour endowed. As such they are the primary target group for households to graduate.

However, there are a number of challenges with classic Public Works as it is currently defined. These include:

- i. The working period is unpredictable;
- ii. The duration of work is variable
- iii. The work is "lumpy" – public works clients are not certain of when the project starts, its duration, how long it will last, etc.
- iv. The work does not respect the agricultural seasons or other period when PW workers could get work for themselves; sometimes it clashes with agricultural season which undermines the food security of HHs participating in CPW
- v. The wage rates are not high (a PW HH earns an average of Rwf 85,000 a year compared to Rwf 160,000 for a DS HH)
- vi. Because of the unpredictability of the work and cash flow PW HHs are unable to get credit in the way that DS HHs can

It is therefore proposed that within the next 12 months:

- (a) LODA will review the wage rate structure
- (b) LODA will consider other cash-for-work structures, in particular the Employment Guarantee Scheme under which a HH is guaranteed a number of days work per year (eg 100) and it becomes a responsibility of the local administration to employ people for the guaranteed period. Otherwise they get paid.
- (c) LODA will explore how VUP Public Works can be better used to reduce **risk from shock through the selection of projects such as** construction and maintenance of drainage systems in flood prone regions or restoring forests in highland slope areas vulnerable to landslides etc. Public communication through the VUP could support household risk reduction measures.
- (d) LODA will further explore how VUP can be used to build resilience through better payment systems etc.
- (e) LODA will move forward with the Shock Responsive Social Protection component for **risk absorption**
- (f) LODA will engage with the National Agricultural Insurance Scheme (NAIS) to provide predictable funding and support to households affected by climate shocks.

### 2.2.3. Challenges with Graduation and Sustainable Livelihoods Enhancement

- (a) **Graduation:** With all the resources and investments injected in the social sectors, significant challenges remain in creating an enabling environment for sustainable graduation from extreme poverty. In the first instance poor and vulnerable households are not always adequately reached by the existing livelihood development programs. For graduation to be realized, the multi sectoral interventions need to be strengthened and well-coordinated. For households benefiting from such packages, graduation will be realized by households in a period of the two years, unless there is 'force majeure'. The main critical success factors for graduation to happen in the graduation timeline include proximity advisory services and performance contracts by eligible beneficiaries. Special attention shall be given to households or individuals who have no labour such as disabled persons, elderly, children, and others who fall under this description.
- (b) **Social protection and sustainable graduation out of poverty.** It is widely recognized that social protection alone is insufficient to bring households or individuals out of poverty; however, evidence shows that social protection can create pathways out of poverty and can create household resilience against life cycle shocks. This is so because social protection can be a safety net and can also act as a springboard out of extreme poverty. To achieve this, it is important to ensure that beneficiaries of social protection and other complementary programmes have extensive support and access to social services and other economic opportunities such as productive assets grants or subsidies, skills training and knowledge transfer, access to micro finance, coaching and facilitated access to economic opportunities.

Of course, access to basic services such as health care, water, sanitation, electricity and social care as well as access to markets is critical for maximizing household productivity.

- (c) **Availability of complementary services and interventions to support graduation from extreme poverty:** A wide range of complementary services exists to strengthen household livelihoods. These programmes are critical to supporting the eradication of extreme poverty and reducing poverty as they provide support, which enables households that have recently exited extreme poverty to continue a positive development trajectory with a view to becoming more resilient to shocks and more self-reliant. However, budget limitations constrain coverage of Livelihoods enhancement schemes to an adequate number of people
- (d) **Availability of proximity advisory services:** community-based proximity services have contributed greatly to achievement of different sectoral and national targets. These include community health workers, farmer’s promoters, friends for the family and most recently VUP case workers (now para social workers) who were mandated to support households in poverty and connect them to support services. The para social workers play a critical role in supporting social protection safety net and graduation clients along the graduation pathways; it is imperative to invest in their facilitation and empowerment.

#### **2.2.4. Challenges with Financial Services**

- (a) To date financial services has been managed as a revolving loan fund, concentrating on the issue and collection of loans as the Key Performance Indicator. Insufficient attention has been paid to the success or failure of the projects funded. In fact, the most important indicator is whether the project funding leaves behind a sustainable livelihood once the loan is repaid.
- (b) Since the Financial Services component was launched the priority was to make more loans year on year. This resulted in less than rigorous scrutiny of the quality of the project proposals resulting in risky loans.
- (c) It is proposed that going forward the financial services component will be more tightly aligned with the graduation component. It is expected that loans will be available to support households developing a livelihood. This may require some adjustment to the loan application process to fast track “graduation loans.”

#### **2.2.5. Challenges with Public Communications and Sensitisation Component**

- (a) To date VUP has de-prioritised Social and Behaviour Change Communications (SBCC) associated with the components of VUP. In particular the NSDS component design includes important messaging around improved nutrition, ante and post-natal health services and birth control. Without these messages it is possible for, say, NSDS cash transfers to be misunderstood by the communities as encouragement to produce more children.
- (b) Community sensitisation now need to be prioritised and opportunities sought for collaboration:
  - a. In the recent past LODA worked with UNICEF to develop a community sensitisation manual;

- b. MINALOC has recently formed a Community Mobilization & Youth Volunteers Coordination in Community Policing Directorate and LODA will engage with this unit to generate and communicate key messages.

### 3. OVERVIEW OF THE VISION UMURENGE PROGRAMME

#### 3.1. VUP Strategic framework

The following strategic framework reflects the VUP Theory of Change (see section 17.1) and is aligned with the social protection sector-wide monitoring and evaluation framework.

##### 3.1.1. VUP Goal

The goal of Vision Umurenge Programme (VUP) is to contribute to ensure vulnerable and poor groups have access to minimum income security and VUP contributes to graduating sustainably from poverty

##### 3.1.2. VUP Purpose / Outcomes

The purpose of the VUP is to make a critical contribution to the Government efforts to eradicate poverty, malnutrition and promote socio-economic transformation by **accelerating graduation from poverty and strengthening household resilience.**

##### 3.1.3. VUP Objectives / Intermediate Outcomes

The VUP aims to deliver the above-mentioned Outcomes through achievement of the following **intermediate outcomes:**

- 1) Increased social inclusion and positive mindsets;
- 2) Increased consumption of basic needs and essential services;
- 3) Increased livelihood diversification;

##### 3.1.4. VUP Objectives / Outputs

The VUP aims to contribute to the achievement of the above-mentioned intermediate outcomes through delivery of the following **outputs:**

- 1) Increased income and food security among extremely poor households;
- 2) Increased financial and physical assets at HH level of poor and vulnerable beneficiaries;
- 3) Strengthened socio-economic infrastructure satisfying environmental protection norms at community level
- 4) Increased access to capital among extremely poor and vulnerable households, increased access to financial and income generating services and skills building
- 5) Reduced levels of malnutrition
- 6) Increased access to financial and income generating services and skills building



- 7) Strengthened linkages and referral of SP beneficiaries to complementary services and existing opportunities
- 8) Responding to shocks to prevent households from falling into or back into poverty or extreme poverty.

It is important to note that achievement of the VUP's anticipated outputs and outcomes are highly dependent on a range of assumptions holding true. Many of these assumptions (for example, that safety net component payments are regular and reliable) are issues of programme efficiency and effectiveness and lie within the control of the VUP. However, other assumptions relate to the wider social, economic, environmental and public service delivery context. For this reason, a range of Ministries and communities themselves has an important role to play in supporting the achievement of the VUP's intended results.

***Box 1: Protection, Promotion, Prevention and Transformation within the VUP***

The Social Protection Policy, being inclusive and mandated to mainstreaming different vulnerabilities, is anchored on four pillars, namely: Social Security, Social Care Services, Short Term Social Assistance and Livelihoods Enhancement. The four pillars are grounded in the four guiding principles –

- Protection (essential support to those living in poverty, protecting them from the worst consequences of that poverty),
- Promotion, (asset transfers, skills building and insurance mechanisms that supports poor people's investment so that they can pull themselves out of poverty);
- Prevention (insurance mechanisms and safety nets that can be activated to catch people in danger of falling into poverty) and
- Transformation (improving the social status and rights of the most vulnerable.)

### **3.2. Role of the VUP**

#### **3.2.1. VUP and Graduation**

The role of VUP is evolving. Moving forward VUP is building on the safety net component as a foundation to bring about sustainable graduation through a package of livelihood enhancing interventions and linkages to a multi-sectoral intervention which can reinforce graduation. It is by supporting and empowering households to create for themselves a sustainable livelihood that we will make households reduce the drain on the public purse and stimulate local economic development.

#### **3.2.2. A multi-sectoral framework for eradicating poverty and malnutrition**

The VUP has a critical role to play within Rwanda's multi-sectoral strategies for accelerating the eradication of poverty and malnutrition. In particular, the VUP has a stronghold for Social Protection sector and will:

- (a) Ensure that all households nationwide that are eligible for Old Age Grant, Disability Grant and Child Grant are identified and enrolled in a timely manner.

- (b) Scale-up the Expanded Public Works scheme to maximise coverage of moderately labour constrained households and ensure that such households are provided with appropriate, year-round employment. This in turn is expected to serve as a strong basis for livelihood development and graduation from extreme poverty;
- (c) Ensure that VUP classic public works projects are planned and delivered with a view to a) delivering sufficient employment to make a meaningful contribution to households' basic needs and provide funds for investment in livelihood development activities; and b) contribute to efforts aimed at promoting resilience to agro-climatic shocks and support Disaster Risk Reduction.
- (d) Ensure timely delivery of all income support payments through the development of efficient payment systems and the monitoring of local government performance;
- (e) Support local governments to establish and maintain an effective caseworker mechanism implemented by para social workers that strengthens local government capacity to plan, deliver and monitor interventions that respond to the specific needs, priorities and capabilities of the poorest households;
- (f) Supplement productive assets and skills training provided by external agencies;

However, given the limited financial resources available to the VUP, it will not be possible to pursue sustainable graduation through the delivery of VUP services alone. Therefore, in line with the social protection sector's commitment to building and strengthening linkages with complementary programmes, the VUP will deliberately pursue partnerships with key government and non-governmental programmes and build the capacity of local governments to deliver a holistic, multi-sectoral approach to service delivery. Priority areas of coordination include:

- (i) Nutrition and Early Childhood Development:** As is recognised within the '1000 days' framework on child and maternal nutrition, social protection has a critical role to play in supporting delivering the strategic objectives of the National Food and Nutrition Coordination Action Plan and National Early Childhood Development Policy. In order to maximize impact and effectiveness, the VUP's interventions will proactively respond to early childhood development, in a bid to contribute to Human Capital Development, with a Child Grant which will:
  - address services in the areas of health, hygiene and nutrition relevant to Social Protection's mandate including co-responsibilities related to positive parenting in terms of ante- and post-natal health visits, among others, to be implemented in partnership with health service providers.
  - The VUP will also work with ECD policy actors to design and implement a robust behavioural change communication campaign on early childhood development targeting extremely poor households.
  - In addition, VUP will provide support to children up to the age of 18 through the child grant to remove any possible barriers to education. This is an important milestone for VUP being proactive by investing in early to develop the Human Capital for the sake of contributing to breaking the vicious cycle of intergenerational poverty

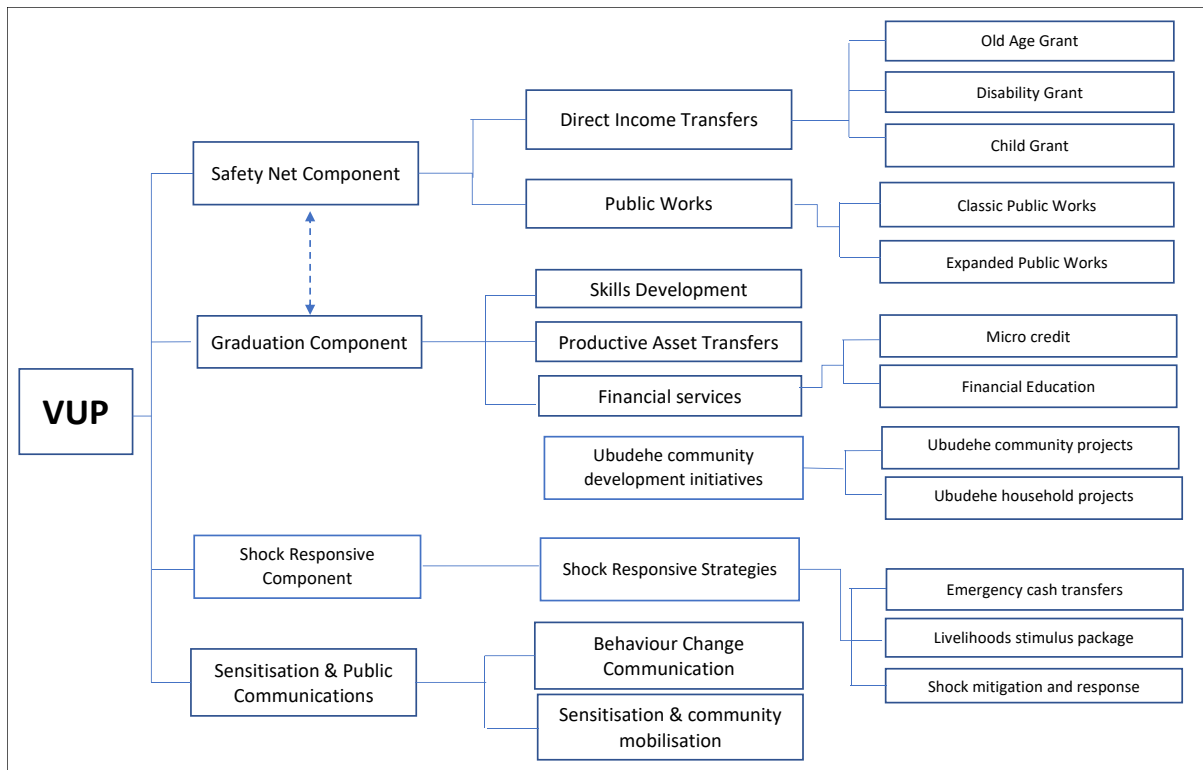
Collectively these will interventions will begin the transition towards a lifecycle approach to social protection to respond to the aspirations of the National Vision 2050 and the National Transformation Strategy 1.

- (ii) Agriculture:** The VUP will link the Social Protection beneficiaries to available services of MINAGRI/Rwanda Agricultural Board, such as agricultural asset transfers schemes and agricultural extension services. VUP will work closely with Agriculture sector to eliminate potential clash between Agriculture and Social Protection in particular the planning and implementation of Classic Public Works.
- (iii) Skills development:** The VUP will work with the Skills Development Agency (WDA) to explore options for ensuring that extremely poor households (women and youth in particular) have increased access to relevant skills training programmes. The VUP will also work with relevant stakeholders to implement a high-quality internship and apprenticeship scheme as part of the Expanded Public Works scheme.
- (iv) Response to disasters and shocks, particularly climate-related shocks:** Responsibility for providing emergency support in times of crisis clearly sits with the Ministry of Emergency Management (MINEMA). However, social protection has a key role to play in improving household and community resilience to shocks and supporting affected people to recover after a shock. The VUP will actively promote the use of VUP Public Works to build household- and community-wide resilience to shocks. This will include (i) reviewing the geographic distribution of Public Works projects, (ii) increasing VUP PW engagement in environment management related activities, (iii) improving PW implementation alignment with the agricultural cycle and (iv) establishing a flexible financing mechanism that allows the VUP to support communities to recover from shocks when they occur.
- (v) Increasing access to financial services including financial education:** The VUP will work with the National Employment Programme (NEP), the Business Development Fund, the Rwanda Cooperative Agency and other relevant stakeholders to promote the financial inclusion of the poor and households. This will help households involved in developing or operating a small business manage it better, to improve cash flow and financial returns.

### 3.3. Summary of VUP Components and Sub Components

VUP is composed of a safety net component, a graduation component, a shock responsive component and a sensitisation and public communications component, as summarised in Figure 1 and elaborated in the sections below.

**Figure 1: Summary of VUP components, sub-components and schemes**



The VUP's intended outputs will be delivered through four main components, (i) the safety net component (ii) livelihoods enhancement and (iii) shock responsive social protection and (iv) Sensitisation and Public Communications.

### 3.4. Beginning transition to the Lifecycle Approach

The National Social Security Policy 2020 identifies<sup>4</sup> the global transition towards a lifecycle approach:

***“... as social protection systems mature, demand to improve effectiveness tends to lead social protection systems to be shaped to address the root causes of poverty by addressing the risks and challenges associated with different stages of the lifecycle. So over time the majority of social protection investment tends to be directed at addressing vulnerability associated with childhood, disability, unemployment, old age and widowhood with only a small proportion set aside as general poor relief to ‘catch’ the relatively small number of households that experience poverty despite the presence of the life-cycle-based system. Life-cycle based systems are preferred as they are relatively simple to administer, have close linkages with concepts such as citizenship and tend to avoid the perverse incentives associated with other approaches to targeting social protection benefits.”***

The introduction of the Old Age Grant and Child Grants set out in sections 4.1 below

<sup>4</sup> Pages 19-20

### 3.5. Targeting of VUP Components

Targeting is a critical process for VUP and for Sustainable Livelihoods Enhancement. There are two main levels to the targeting process, which are:

- (a) Geographic targeting – selecting the sectors where VUP components will be implemented
- (b) Household targeting – selecting the households which will benefit from each component according to socio-economic and demographic criteria.

However, targeting is also affected by other factors which include:

- Transfer values of each component
- Coverage of potentially eligible in each sector<sup>5</sup>
- Number of working days per household on classic public works
- Transfer rates

These affects targeting once budgetary constraints are considered.

#### 3.5.1. Current process

The approach taken to date is as follows:

- (a) Safety Nets and Sustainable Livelihoods Enhancement have been targeted separately
- (b) Over the last 10 years the roll out of Direct Support has been prioritised over public works but the target was to get to national coverage incrementally;
- (c) Budget constraints resulted in the “watering down” of benefit provision so that either some households were left off the list or the cPW HHs received less days’ work. More recently cPW was withdrawn from some sectors in order to maintain the number of working days.

Until the Social Registry comes on stream (see 3.5.2 below) the process to be used for targeting households will use the existing system, as follows:

- The sectors targeted for each component of VUP will be identified
- Provisional targeting lists are produced from MEIS based on the current year caseload for each component and other household potentially eligible for a given component based on Profiling Data in MEIS;
- The provisional targeting lists are validated in village or cell community meetings;
- The community will also be asked to verify whether any community members have a severe disability which would make the household eligible for Direct Support.
- The lists will be approved by the sector council and entered into MEIS
- The sector council will consider appeals from the community
- The final list after appeals will be scrutinized by LODA for reasonableness

#### 3.5.2. Transition of Targeting to the Social Registry

As highlighted in the Social Protection Policy, improving targeting efficiency is one of the key priority areas, considering that Ubudehe categories have not been accurately identifying the poor. It is with this background that the Social Registry for all households in Rwanda is being established to improve

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<sup>5</sup> Typically, this is 100% for direct support but less for classic public works

the targeting efficiency. Moving forward, targeting will be done using a dynamic social registry in line with the policy guidelines that were issued by MINALOC in June 2020, as well as the Ministerial instructions for the operationalization of the dynamic Social Registry that are under development.

Based on the Ministerial instructions, VUP will develop specific targeting guidelines to align with the requirements and principles of the dynamic Social Registry. In principle the guidelines provide for identification of eligible households shall be conducted through the social registry information system, once operationalised, based on the household welfare scores or ranking. Based on the cut off score or threshold, the final eligible list will be communicated to the communities as part of the communication and community validation protocols.

However, by the way of response to COVID\_19 effects and periodical climatic shocks, the operation guidelines will have flexibility to accommodate the following, component by Component:  
During the first half of FY2021/22 LODA will develop a Transition Plan leading to the operationalization of the dynamic Social Registry to guide implementation of VUP in the FY 2022/2023.

**Table 2: Steps in the scale up and targeting process**

Step in the targeting process	Implications
STEP 1: HH that are in need of SP assistance (i.e. extreme poor and poor HHS)	This will be done using the Social Registry once developed and tested. Until then VUP will use provisional targeting lists from MEIS verified by the community
STEP 2: Identify those households with a capacity to graduate and those which do not and where they are located	This data will come from household profiling in MEIS. Characteristics of household able to graduate include labour capacity which is likely to be mainly cPW HHs and some ePW HHs
STEP 3: Target those households which have the capacity to graduate with the full package of interventions which are essential to contribute to graduation	The full package of elements to bring about graduation include:  (a) Sufficient income support to address basic needs (b) Skills training (c) Provision of a productive asset (d) Para social worker support (e) Financial and entrepreneurial coaching (f) Access to financial services loans (g) Community sensitisation and SBCC (h) Livelihoods and nutrition coaching
STEP 4: Target those households which do not have the capacity to graduate with a package to address basic needs including special needs grants where appropriate (old age grant, disability grant, child grant etc)	Direct Support is already operating nationally so potentially the old age grant, disability grant, child grant will be implemented nationally as well and direct support phased out.  ePW should be scaled up to national coverage as soon as possible

STEP 5: Identify sectors with an environment which will sustain and support the development of livelihoods, including remedial plan where necessary	LED will conduct a national survey and will target priority sectors for interventions which will create a supportive environment for potential graduating household to development their enterprise
STEP 6: Identify budget ceilings for VUP and allocate appropriate budget ceilings to those households with potential to graduate and those that don't have the potential.to graduate	The budget allocations will consider the geographic targeting, based on which components are being implemented in which sectors, levels of poverty and the capacity of sectors to support the development of small enterprises.
STEP 7: Target households without the capacity to graduate	Direct support is promoted as an entitlement. The the old age grant, disability grant, child grant should be seen the same way
STEP 8: Target sectors and households for the graduation initiative	<p>The focus here will be to ensure any household identified as having the capacity for graduation which is targeted receives the full package of support.</p> <p>Therefore, the process should be:</p> <ul style="list-style-type: none"> <li>(a) Identify sectors where the environment will sustain graduation initiatives and where support services are adequate</li> <li>(b) Select households in the sectors which will sustain graduation and where cPW and ePW are already being implemented;</li> <li>(c) Allocate budget to these sectors</li> <li>(d) All potentially graduating households in a sector should be targeted before moving on to the next sector</li> </ul> <p>In the event of budget constraints, the number of households that can graduate the targeting process should ensure that each household receives the full package: <b>fewer households receiving the full package is more effective than more households receiving the partial package</b></p>
STEP 9: Targets are agreed with the Districts and incorporated into the imihigo agreements	
STEP 10: Potentially graduating households sign the Graduation Contract	The Graduation Contract will contain commitments on both sides. In particular Government will commit to the interventions

### 3.6. Entitlement Value for the VUP Components

Cash transfers and social protection schemes under the VUP are recognized by the Government of Rwanda (GoR) as important tools to reduce poverty and foster human capital accumulation for sustainable and inclusive growth. The 2020 Human Capital Index (HCI) for Rwanda estimates that a

child born today in Rwanda will be just 38 percent as productive as an adult compared to what he or she could have achieved with good education and health as defined by the HCI. The GoR has clearly recognized the importance of more and better investments in people to close these gaps, and well-designed cash transfers and public works programs are a core element in its multisectoral human capital for inclusive growth reform agenda.

Noteworthy mentioning also is the key role Social protection in mitigating the impact of shocks, including the COVID-19 pandemic, which threatens to widen existing gaps and erode recent human capital gains in Rwanda.

Disruptions in livelihoods, coupled with rising inflation can expose the poor and vulnerable to food security risks, exacerbate existing maternal and child malnutrition challenges, and keep children out of school.

Beyond the pandemic, achieving the VUP's core objective of achieving graduation from poverty and thereby helping reduce/eradicate extreme poverty, inequality and malnutrition is built on sustained efforts to strengthen its social protection schemes. Cash transfers have been shown to raise important human capital outcomes including school enrolment and the use of health services for children.

Increasingly, there is recognition that transfer size plays a role in supporting progress towards intended outcomes of social protection. Higher values of the transfer are linked to increased positive effects on education, nutrition, health and investment, with the latter having particularly strong potential to alleviate monetary poverty in the long run.

However, in principle the basis for setting the transfer values for all VUP components is that **the grant should be appropriate for the purpose for which it is intended**. This principle will be followed in setting the transfer amount for the new components – Old Age Grant, Disability Grant and Child Grant.

A second principle which follows from the above is that **a grant should not be assumed to be used for other purposes than it was intended**. So, for example, a person who receives a Disability Grant which is designed to cover the vulnerability caused by his or her disability should not be expected to also use this money to cover the basic needs of a child living in his or her household.

Therefore, the transfer values will be set to address two factors:

- The cost of managing the vulnerability which it being addresses **PLUS** where appropriate
- Sufficient funds to address basic needs, where the grant recipient needs it.

The vulnerability element will remain fixed on a per capita basis but the basic needs element of the grant may vary depending on how many people there are in the household who need support.

The “rules” below set out to ensure that an individual grant recipient receives:

- Compensation for the additional costs of living with a disability and/or;
- Compensation for the additional costs of old age; and
- Has access to sufficient funds to meet basic needs



It is with this background there has been strong consideration to anchor the transfer value of the VUP Components with priority to those with direct specific human capital outcome. The transfer values for core human capital instruments have been reviewed as follows:

- (a) Child Grant (NSDS element) The transfer value is increased from 7500 Frw per month to 10,000 Frw per month and will continue to be paid in lumpsums of quarterly entitlements.
- (b) Expanded Public Works: The transfer value is increased from 10,000 Frw per month to 15,000 Frw per month and will continue to be paid on monthly basis. This will be applicable to both Labour based and Service based EPW.

With effect from the initial revision, successive revision of the entitlement values will be undertaken once every three years at a minimum to provide for adjustment to inflation, while remaining flexible to undertake further revisions based on more rigorous analysis of the beneficiaries` consumption patterns and needs as well as the Government`s fiscal potential.

**Other VUP components will be treated as follows:**

- (a) As mentioned in section 4.2.1 below classic public works households have labour capacity and are therefore likely to be amongst the households identified as having the potential to graduate. It is one of the essential requirements of a graduation that the household receives sufficient income support to address the basic needs of all household members. Therefore, a classic public works household should receive a minimum cash injection of RWF 150,000 per year

### **3.7. Payment delivery mechanism**

In order to promote financial inclusion, VUP payments will be made through formal financial institutions of their choice (e.g: SACCOs and banks), which will evolve with the National Payment Strategy (MINECOFIN, 2015) implementation progress, which aspires for the VUP advancing with the options of digital solutions- the electronic payment mechanism - which are under way for rolling after successful pilot.

### **3.8. Summary of VUP Costs**

Table 3 shows the estimated cost of delivering VUP, including all the new components contained in this document. The cost estimates also include (i) LED surveys on graduation environments, (ii) new systems development for individual grants and graduation (iii) capacity building at all levels.

Also, it should be noted that the graduation component requires all the graduation components to Graduation Clients, since without this the chances of achieving graduation are significantly reduced.

**Table 3: Summary of VUP Costs including new systems and capacity building**

Component	Sub component	Forecast Rwf					
		FY2022/23	FY2023/24	FY2024/25	FY2025/26	FY2026/27	FY2027/28
<b>Safety Net Component</b>	OAG, DG, CG	19,718,135,916	20,091,656,833	20,216,163,805	20,216,163,805	20,216,163,805	20,216,163,805
	NSDS	3,624,565,000	2,174,739,000	1,304,843,400	782,906,040	469,743,624	281,846,174
	Household grants	32,577,450,000	29,959,650,000	27,539,550,000	25,257,450,000	23,111,100,000	21,100,950,000
<b>Shock Responsive Component</b>		4,234,750,000	4,234,750,000	4,234,750,000	4,234,750,000	4,234,750,000	4,234,750,000
<b>Graduation Component</b>		10,699,219,423	31,487,985,197	18,637,493,529	19,314,693,529	20,080,773,529	20,789,493,529
<b>Sensitisation and Public Communications Component</b>		500,000,000	500,000,000	500,000,000	500,000,000	500,000,000	500,000,000
<b>Planning, Systems Development, Capacity Building, Administration and MEL</b>		998,204,037	422,089,467	418,339,467	424,589,467	425,489,467	426,389,467
<b>Total Costs</b>		72,352,324,376	88,870,870,497	72,851,140,201	70,730,552,841	69,038,020,425	67,549,592,975

#### 4. THE SAFETY NET COMPONENT

The **Safety Net component** aims to **protect** households from the most severe forms of poverty and **prevent** vulnerable households from falling into poverty or further into poverty in the event of life-cycle, economic or environmental shocks.

The safety net component continues to evolve reflecting the current trends in national policy orientation, regional and international context and as such shall comprise of direct support for old persons (old age grant), direct support for persons living with disability (disability grant), direct support for child headed Households (child grant) and other labour constrained households with no other source of income (traditional direct support); the nutrition sensitive direct support targeting pregnant women and children to avert the risk of malnutrition and the flexible cash for work employment safety-net which is expanded in favour of child care and gender equity.,

The component provides:

- (a) Income support for individuals in vulnerable groups – older persons and persons with disability
- (b) A child grant, targeting (i) mothers and children from the date of conception to age of 2 (the **Nutrition Sensitive Direct Support**) and (ii) children between the age of 2 and 5 with Early Childhood Development and (iii) To build human capital and address intergenerational poverty, supporting children through primary and secondary school; (from age 6 to age 18).
- (c) Year-round, multi-year, Public Works employment for moderately labour-constrained, poor and vulnerable households (known as **Expanded Public Works**) with caring responsibilities;
- (d) Short-term employment on labour-intensive Public Works (PW) for labour-endowed households (known as **classic Public Works**); Emergency cash transfers in response to shocks

The Safety Net component also aims to stabilize household assets and income and thereby lay the ground for household participation in the Graduation **Component**.

It is anticipated that these income transfers will;

- (a) Enable poor households to smooth their basic needs consumption, save and invest in asset accumulation and productive activities, stimulating consumption and market activity.
- (b) Contributing to establishing a guaranteed minimum income at various life cycle stages in particular at the childhood and old age stages where there is proneness to vulnerability.
- (c) Directly tackle extreme poverty, by providing income transfers to households and individuals with limited labour capacity (disability, children, chronically ill, old age) while also supporting the economic empowerment of poor households so that they can graduate out of poverty and become more self-sufficient;
- (d) Provide support to vulnerable household members with an additional cost burden from disability, chronic illness or old age.

## 4.1. Income Support for Vulnerable Individuals

### 4.1.1. Principles of the Individual Grants

The National Older Persons Policy and the Inclusion & Disability Policy imply targeting **individuals** whereas most of the VUP Components target the **Household**.

Individuals may live alone or with other people in the household. The longer-term objective is for the old age grant and the disability grant to be **an entitlement** and **universal**. However, the proposal here recognises the limited funds available (especially in the current COVID-19 pandemic) and therefore it is necessary to target the provision of grants in the short term.

Grants will be provided to the poorest individuals<sup>6</sup> identified by the social registry;

Under this scheme the individual grant recipient receives the grant under the following conditions:

- (a) The Grant Recipient receives:
  - 1. An individual grant which is sufficient to compensate for (i) the nature of their specific condition (vulnerability and additional cost brought on by old age and compensation for the additional costs of coping with a disability) and (ii) sufficient funds to address basic needs (consistent with the principles of VUP.)
  - 2. Free Community Based Health Insurance.
- (b) However, grant will recognise that when the individual grant recipient lives with one or more other people there are economies that arise in the cost of meeting basic needs, so the funding for basic needs may not increase in a linear fashion.
- (c) The disability grant will be sent on a sliding scale based on the severity of the disability – the more severe the disability the greater will be the financial burden on the individual. Someone with a light disability who can still work may not receive a cash transfer, instead they will receive priority for engagement in ePW;
- (d) The old age grant will be a fixed sum per individual;
- (e) An older person who is also suffering from a disability will be entitled to receive BOTH the older persons grant AND the disability grant. However, the Older Persons Grant will be reduced by 30% in recognition of the fact that the recipient is also getting the Disability Grant.

### 4.1.2. Grants for Older Persons Grant (old age grant)

Grant for old persons (**old age grant**)<sup>7</sup> will be established and implemented to ensure that persons over-64, with no other sources of income, have access to income support in old age. The transfer level will be determined based on the current transfer levels for a single member Household for Direct Support Component. The Grant for old persons (Old Age Grant) will enable the government to fulfil

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<sup>6</sup> Whether living alone or in a household in poverty

<sup>7</sup> Other names such as senior citizens grant??? or another name customized to fit the narrative and reduce stigma.

Article 51 of the Constitution – which mandates the State to take special measures for the welfare of the elderly – as well as an opportunity to mainstream the Elderly Policy (2021).

#### 4.1.3. Grants for disabled persons (disability grant)

People living with disabilities experience higher poverty levels above the national average and are either poor or vulnerable to living in poverty, especially when they have no other sources of income. People who are both elderly and disabled experience double vulnerability. Those who are chronically ill are also very vulnerable to living in poverty.

#### 4.1.4. Child Grant

The Child Grant will provide social protection to children from conception to the age of 18 – since this is the age defined in the UN Convention on the Rights of the Child and consistent with Rwanda’s age of majority. It is the first step in moving social protection in Rwanda only a lifecycle basis

The nature of the support will change during the lifecycle programme. It begins with a regular and reliable income support to extremely poor pregnant women and children between 0-24 months at risk of malnutrition. This element includes key behaviour change messaging to the communities around the importance of birth control, vaccinations, ANC and PNC visits etc.

In summary the Child Grant will follow the evolution set out in the table below:

<i>Element</i>	<i>Purpose</i>	<i>Age range</i>	<i>Who is eligible</i>	<i>Who claims it</i>
Nutrition Sensitive Direct Support	To provide support for the nutrition of the mother and child to ensure cognitive development of the child, improve parenting skills and reduce stunting and wasting	From conception to 24 months	One child at a time up to a maximum of two children	Mother
Support for Early Childhood	To address the child’s basic needs and support participation in ECD programmes	From 2 years to 5 years	All eligible children in the HH	Primary carer
Support during Primary Education	To address the child’s basic needs and to provide support for the child to attend primary school (all fees, transport, clothing, books and stationery etc)	From 5 years to 11 years	All eligible children in the HH	Primary carer
Support during Secondary Education	To address the child’s basic needs and to provide support for the child to attend secondary school (all fees, transport, clothing, books and stationery etc)	From 12 years to 18 years	All eligible children in the HH	Primary carer

In summary this Child Grant component provides interventions which include:

- Provide access to affordable health services for children
- Provide equality for both male and female children, especially for education/schools
- Facilitate early diagnosis of disability leading to access to a disability grant if required
- Provide equal opportunities for birth registration
- Address human capital development and the intergenerational nature of poverty by funding for expenses for education and school feeding, provide adequate nutrition in the home.

Detailed implementation guidelines for the Child Grant will be developed to guide national and local government stakeholders in the implementation of this scheme.

#### **4.2. Cash-for-work employment safety nets (expanded and classic public works respectively)**

##### **4.2.1. Public Works Strategy for Infrastructure Development**

Considering that, Government, through sector ministries and Local Governments, supports diverse infrastructure development in terms of establishment and maintenance; a Public Works Strategy will be designed to commit further the actors to engage eligible community members in their respective labour-based works. In particular, LODA finances Local Governments in a wide range of infrastructure, which calls for the need for linking Social Protection and Local Economic Development for wider benefit of employment creation.

Similarly, the Public Works Strategy will recognize the important the role of private sector in civil Society organizations considering their active participation in labour-based works.

##### **4.2.2. Expanded public works programme.**

The expanded PW shall continue to provide year-round, flexible guaranteed employment to poor households with year-round employment. The expanded PW acts as a safety net for poor households with limited labour and having caring responsibilities. It is further sub divided into two sub-components, one where the beneficiary is expected to do physical work and secondly where the beneficiary renders services of public interest.

Expanded Public Works involving physical work will target the poor and vulnerable with limited labour and having caring responsibilities with the following types of work:

- (i) caring for children over 24 months and up to 12-year-basic-education school-going children
- (ii) persons with moderate disability who are able to work
- (iii) Households where the working member is ageing but not qualifying for any form of Grant - between 55 years and 63 years.
- (iv) All households with a single person responsible for the family not qualifying for any form of Grant, with positive discrimination in favour of female headed households

- (v) All single mothers still in their parent’s dwellings as long as they are not capable of resuming school

**Table 4: Types of Expanded Public Works Projects**

Works Projects	Service Projects
<ul style="list-style-type: none"> <li>(i) Flexible road maintenance, including access roads within villages and roads connecting villages to other villages, cell offices, schools and health centres or to other feeder roads. Roads formerly established by VUP classic Public works are also included</li> <li>(ii) greening and beautification within villages and at Public Service Centres such as offices, schools and health centres</li> <li>(iii) Cleaning and other sanitation services in public spaces and within Villages</li> <li>(iv) Maintenance of terraces established by VUP and other actors</li> <li>(v) Maintenance of forests and woodlots in public spaces</li> <li>(vi) Establishment of tree nurseries and out planting in public spaces as well as maintenance of the established woodlots</li> <li>(vii) Fruit tree nursery establishment and supervision of maintenance of out planted fruit trees at household level.</li> </ul> <p>Agricultural labour supply to the vulnerable with agricultural land but having no agricultural labour within the household</p>	<p>Home based child care</p> <p>Proximity advisory services (Para social workers)</p> <p>Data collection (including weather data to predict slow onset climatic shocks) and HH Profiling data updates to ensure a dynamic Social Registry</p>

The Homebased primary beneficiaries providing Child Care Services will be drawn from the poor and vulnerable with special attention to the National Child Development Agency (NCDA) standards and taking accounting of safeguarding considerations (see Section 9 in this manual.)

The secondary beneficiaries will comprise of all children in the village who do not have access to classic day care centres and pre-primary school facilities in place.

## 5. THE GRADUATION COMPONENT

Graduation was formally defined for the first time in policy terms in the 2020 National Social Protection Policy for Rwanda, as follows:

**‘Graduation: A situation whereby a previously poor household increase their household productivity and resilience to the extent that their consumption permanently remains over and above the official poverty line’<sup>8</sup>**

### 5.1. The Graduation Interventions

The graduation component aims to promote the development of more productive and self-sufficient resilient livelihoods through the planned and sequenced provision of support described in the sub sections below Typically the graduation programme will run over two years and a new cohort will be targeted in each year.

In order to delivery all of these interventions cohesively and in their entirety the Graduation Component requires widespread cooperation and collective planning of a number of key ministries as well as MINALOC, LODA and Local Government. These ministries include MINAGRI, MINSANTE, MINEDUC, MINEMA and MIGEPROF. Interventions will be coordinated through a process defined as the Joint Action Plan for Sustainable Graduation (JAPSG).

The interventions in the list above are described briefly in the sub-sections below. More details are provided in the Graduation Component Implementation Guidelines (to be updated).

#### 5.1.1. Safety Nets

Safety nets can smooth provides cash transfer for basic consumption, might increase potential for saving potential and asset accumulation to some extent.

In addition, Government will make a one-off payment of RwF 800,000 plus financial literacy and coaching or advisory services to each household which is identified as having the capacity to graduate. This payment, which will be made in year 1 of the two year graduation programme, will take the household towards the above the poverty line to give them a firm basis for establishing their livelihood.

#### 5.1.2. Financial education and access to savings and loan schemes

It is important that graduation clients are competent in the management of the funds at their disposal. Training will be provided in this area: the training will be designed to (i) highlight the importance of saving as a buffer against shocks (ii) help graduation clients manage their household’s funds and livelihoods funds (iii) to link graduation clients to village savings and loans schemes, Ejo Herza and other schemes.

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<sup>8</sup> MINALOC (2020) p iv



Graduation Clients whose livelihoods require further investment will be facilitated to apply according to the rules of the Financial Services component, as follows:

- (a) Local Government and Communities shall manage and administer the financial services component of VUP in order to increase ownership and accountability.
- (b) Loan recipients for VUP FS credit scheme shall access the loan at a flat interest rate of 2%.
- (c) Eligible beneficiaries of VUP FS credit scheme are exempted from providing physical collaterals security as a requirement for loan eligibility.
- (d) Districts shall reinforce the implementation of economically feasible projects, utilization of the revolving fund, and increase loan recovery rate.
- (e) Consideration to be made for partnerships with Financial Institutions

### **Productive Asset Transfers**

Graduation Clients will be provided with a productive asset which will be used as the basis for developing a livelihood. The assets provided will be appropriate to the needs and capacities of each Graduation Client and also take account of the environment (rural or urban.) Typical asset grants shall include:

- (b) Small livestock (chickens, rabbits, goats, sheep and pigs)
- (c) Agricultural inputs (seeds, seedlings, fertilizer etc)
- (d) Small-scale agricultural processing equipment (milling machines etc)
- (e) Small equipment for off-farm micro-enterprise development (carpentry tools, sewing machines, hair salons, restaurants and kiosks, etc)

It is expected that the assets and skills development will be distributed in year 2 of the two-year graduation programme but if a household is making faster progress than expected then they should be allowed to request both the asset and skills training in year 1.

#### **5.1.3. Skills Development**

Lack of knowledge and skills undermine returns from productive assets and constrain the development of coping mechanisms and productivity. Skills development can increase the production potential of Graduation clients and therefore they will be targeted for skills training.

Graduation Clients also need to be supported in the management of their livelihood to ensure it remains operationally stable and financially viable. Training might be provided in the following areas: (i) project/livelihood planning and budgeting (ii) livelihood organisation (iii) product pricing (iv) marketing and selling (v) cash management

Para social workers will assess their suitability for training in either agricultural, livestock or small business. **Entrepreneurship training**

#### **1.1.1. Coaching**

Graduation Clients will need support and coaching to support them throughout their graduation journey. Such coaching may be lifestyle coaching (health, nutrition, resolution of household

challenges) or may be related to their livelihood (technical support in agricultural extension, veterinary needs or in other skills areas).

Para social workers will work with the Graduation Clients to identify their needs in this area. The para social workers will then work with local government officials to ensure that the needs are addressed in a timely way by a suitably skilled expert. Coaching may also be facilitated by NGOs and CSOs with expertise.

### **1.1.2. Suitable environment to support livelihood development**

This will be achieved through the Local Economic Development programme which will (i) carry out a national survey of all sectors in the country and (ii) develop a multi-year targeted programme of infrastructure improvements to enable sectors to sustain graduation initiatives.

Graduation Clients will be encouraged to link with the Ubudehe programme, to benefit from community-level support.

Para social workers will assist in creating the linkages where Graduation Clients can contribute to and benefit from community level initiatives.

### **1.1.1. Protection is the event of a shock**

## **2. SHOCK RESPONSIVE SOCIAL PROTECTION**

The Social Sector Priority number three (3) in NST1 reiterates a commitment “to strengthen support for households and communities affected by disasters and shocks.”

In its Social Transformation Pillar, Priority area number five (5) – Moving towards a modern Rwandan Household – NST1 further asserts the urge to “Continue to mainstream Disaster Risk Reduction and Management into all development sectors, Social Protection Sector inclusive. It is with this background that VUP is committed to be adaptive to shocks.

### **2.1.1.**

Shock affect around 40% of households ever year. One buffer against shocks is savings, another is insurance. However, Graduation Clients need to be protected against covariate and climate related shocks to protect the investment in building a sustainable livelihood. The shock responsive component will support Graduation Clients up to the resilience line and provide support if a household is adversely affected and falls below the resilience line. The intention is to prevent such households from falling below the poverty line.

The Graduation Component will therefore explore how to provide Graduation Clients with insurance against accident or illness, crop insurance etc to protect the household and the livelihood.

### 3. THE SENSITISATION AND PUBLIC COMMUNICATIONS COMPONENT

The fourth component of VUP, **Sensitisation and Public Communications**, will be delivered through a **caseworker mechanism** implemented by para social workers, which provides cross-cutting support to the achievement of programme objectives through the delivery of beneficiary sensitisation and informal mentoring on a range of priority issues such as:

- (a) Agricultural livelihoods, health and hygiene, rights and roles and responsibilities.
- (b) Smart spending and the role of Saving for investment in livelihoods development
- (c) Access to financial services including financial literacy,
- (d) Mind-set and behaviour change, addressing resistance to change
- (e) Communicating eligibility criteria, rights and the grievance process
- (f) Basically, all matters impacting on community and household welfare

### 4. SAFEGUARDING POLICY

#### 4.1. “Do No Harm”

“Do no harm” is to avoid exposing people to unintended additional risks through actions intended to promote their welfare. It means taking a step back from an intervention to look at the broader context and mitigate potential negative effects on the social fabric, the economy and the environment.

Social protection programmes could put staff, beneficiaries and communities at risk of actual or potential harm during public works projects implementation, beneficiaries targeting, service delivery and recruitment of staff.

The main social forms of harm include

- Physical, emotional and sexual abuse,
- Sexual exploitation, harassment and abuse
- Neglect or negligent treatment
- Involuntary resettlement and environmental harm including any impact on the environment as a result of human activity that degrades the environment (whether temporarily or permanently).
- Loss of Asset or part of the Asset as a result of implementing projects

### 5. ACCOUNTABILITY MECHANISMS

The VUP shall reflect the Government of Rwanda’s commitment to good governance, justice, equity and human rights, which could be tested on service delivery to a unique segment of the population – the poor and vulnerable. The VUP has therefore to establish and strengthen:

- (a) A VUP Charter of Client Rights and Responsibilities
- (b) A formal complaints mechanism to address cases of error, mal administration and poor service delivery.
- (c) An appeals mechanism to address cases of unfair exclusion and other forms

#### **5.1.1. Beneficiaries' rights**

- (a) To have access to information of the program
- (b) To be treated with respect and free from discrimination, bullying and harassment
- (c) To ensure full and timely payment of entitlements
- (d) To appeal if unfairly treated and excluded or incorrectly categorised
- (e) To complain if any of these rights are breached and to be free from repercussions
- (f) To receive a timely and fair response

#### **5.1.2. Beneficiaries' responsibilities**

- (a) To use VUP benefits for the improvement of family welfare
- (b) To provide accurate and complete information
- (c) To complete works to an acceptable standard (households participating in PW only)
- (d) Not to send a child under 18 years to work on PW and elsewhere
- (e) To attend programme training and community sensitisation sessions
- (f) To use programme resources for the purpose of livelihood enhancement and the welfare of their families
- (g) To report abuses of rights (affecting yourself/neighbours) to a relevant authority
- (h) To identify yourself when making an appeal or complaint

and ensure that all genuine complainants are protected from retribution.

## **5.2. VUP planning and budgeting principles**

The Government development budget for LODA is defined in law as 10% of the previous year's domestic revenue. The LODA Board shall decide the budget to be allocated to Social Protection programmes under LODA's jurisdiction. In addition to this, LODA will plan the disposition of any Development Partner (DP) funds provided to support VUP in accordance with the requirements of the Memorandum of Understanding with the respective DP and the Ministry of Finance and Economic Planning.

VUP planning and budgeting shall be based on the following principles:

- (a) The Social Protection Directorate is LODA will develop and maintain a "planning model" which will allow management to forecast funding needs for each VUP and Livelihoods component

(and including Older Persons Grant and Disability Grant) under different coverage assumptions so that “what if” projections can be carried out;

- (b) VUP planning and budgeting should respond to the targets defined in the National Social Protection Sector Strategic Plan (2018-2024), with particular attention to the above principles in cases of resource constraints
- (c) VUP planning and budgeting shall be “needs-based” and equitable to the extent that it shall respond directly to geographic variations in poverty and component budgets shall be based on pre-defined coverage rates of eligible households in each participating sector.
- (d) Project Profile Documents and consolidated Simplified Feasibility Assessments reports shall be prepared (according to type of projects i.e road projects, radical terraces projects, progressive terraces projects, tree plantation...) by each Districts including public works projects according to the guidelines prepared by LODA and circulated by MINECOFIN. LODA will quality assure PPDs and consolidated Simplified feasibility Assessment together with safeguard instruments (livelihood Restoration Plan – LRP and Environmental and Social Management Plan-ESMP) submitted by districts to ensure compliance with the environmental and social safeguards, planning and budgeting guidelines and submit its recommendations to the National Investment Committee. LODA shall only recommend approval of PW projects that comply with VUP guidelines. The projects that should cause involuntary/ voluntary resettlement or affect irreversibly community livelihood are not eligible for PW projects.
- (e) LODA will ensure that budget ceilings have been complied with for each VUP component;
- (f) LODA will ensure that development partners’ prescriptions related to their funding provision are complied with. This will include ensuring that Districts are aware of (i) budget ceilings per component and (ii) reporting requirements and also that Districts have complied with these prescriptions.
- (g) LODA will review budget execution in December each year and propose reallocations of district budgets as necessary. Any public works project for which procurement has not been completed by end December each year shall be removed from the District budget and the funds reallocated.
- (h) LODA, through its monitoring and compliance functions will ensure that the extra balances both at district and LODA level are not diverted from the originally intended purposes

## **6. INSTITUTIONAL ARRANGEMENTS**

### **6.1. Central Government**

**MINALOC**, as the ministry responsible for leadership of the social protection sector and chair of the SPSWG, is responsible for the policy-level design of the VUP and exercising oversight of programme implementation. MINALOC is also responsible for ensuring that VUP operations (such as training of local governments and monitoring and evaluation) are well coordinated with other activities underway within local governments.

**MINECOFIN** will work hand in hand with MINALOC and LODA to ensure that:

- (a) The VUP is financially resourced and appropriately integrated within district budgets;
- (b) There is timely release of funds for VUP activities;
- (c) There is adequate monitoring of VUP implementation through the Social Protection Sector Joint Sector Review (JSR) mechanism.

**LODA** is responsible for ensuring the effective implementation of the VUP in line with MINALOC policy orientation. This will include:

- (a) Provision of high quality VUP implementation guidelines and tools, which shall be regularly revised in response to evidence generated through the VUP M&E framework;
- (b) Coordinating the annual planning, budgeting process for the VUP and ensuring that VUP is planned in line with Social Protection Policy/Social Protection Strategic Plan targets (to the extent that resources allow).
- (c) Establishing, maintaining and ensuring local governments are able to access and use an automated management information system (MIS) for the VUP. This to include quality assurance of data entry into MEIS by districts, and regular upgrades responding to needs of VUP.
- (d) Ensuring District and Sector staff have sufficient understanding of VUP policies, procedures and administrative requirements. This to include the delivery of annual refresher training for critical local government staff and providing regular coaching as part of support/supervision missions.
- (e) Coordinating implementation of the VUP M&E framework and ensuring that findings of routine monitoring and impact assessments inform the on-going strengthening of programme design and implementation arrangements.
- (f) Oversight of VUP budget execution by local governments, including ensuring compliance with financial policies and procedures;
- (g) Designing and implementing a nationwide public communications campaign to build public awareness of the VUP including its objectives, impacts, implementation modalities and the rights and responsibilities of participating communities and households;
- (h) Coordinating regular nationwide Ubudehe classification, household profiling exercises and maintaining the national Ubudehe database;
- (i) Complying to Social Registry operationalisation principles and standards

## **6.2. Local Governments**

### **6.2.1. Summary of Local Government Roles and Responsibilities**

A detailed summary of local governments' roles and responsibilities is provided in **Table 5** below:

**Table 5: Roles and responsibilities at local government level**

<b>Umudugudu (Village)</b>	<ul style="list-style-type: none"> <li>• Implementation of all community-based operations of the VUP as may be guided in detail by operational Manuals</li> <li>• Organise and lead community meetings at Village level requiring popular inputs and decision through transparency by the village residents; in particular planning and data collection meetings</li> <li>• Working with and facilitating proximity advisory service providers in community mobilisation, beneficiary coaching, Imihigo formulation and implementation</li> <li>• Facilitating the process of referrals of vulnerable households to relevant programmes and service providers;</li> <li>• Contribute endorsement of eligible beneficiaries Ensure that social protection programmes are coordinated and harmonized at household level.</li> <li>• Verify the integrity of VUP productive assets and FS applicants;</li> <li>• Lead the identification of public works projects;</li> <li>• Ensure VUP beneficiaries, and the wider community, understand their rights, responsibilities and how to raise complaints;</li> <li>•</li> </ul>
<b>Akagari (Cell)</b>	<ul style="list-style-type: none"> <li>• Facilitate the periodical collection and validation of data from Villages</li> <li>• Collect and synthesise data from Umudugudu level for immediate problem solving and upwards transmission;</li> <li>• Raise community awareness of VUP objectives, implementation modalities and beneficiaries’ rights and responsibilities;</li> <li>• Monitor VUP payment distribution and prevent diversion of public funds;</li> <li>• Supervise and coordinate Proximity Advisory Services in the cell</li> <li>• Coordinate the VUP with other government and non-governmental programmes at Cell level. This to include facilitating appropriate referrals of vulnerable households to relevant programmes and service providers.</li> <li>• Receive and resolve problems that are beyond the capacities or mandate of the Umudugudu, and report on those beyond the mandate of Cell.</li> </ul>
<b>Umurenge (Sector)</b>	<ul style="list-style-type: none"> <li>• Ensure that VUP activities are incorporated into Umurenge Development Plans and that activities are properly integrated with other on-going interventions;</li> <li>• Coordinate and direct technical support for VUP activities to the Cell and Umudugudu level. Identify constraints and help Imidugudu to solve problems;</li> <li>• Ensure coordination and harmonisation of core social protection programmes and complementary services. This to include facilitating appropriate referrals of vulnerable households to relevant programmes and service providers;</li> <li>• Raise community awareness of VUP objectives, implementation modalities and beneficiaries’ rights and responsibilities;</li> <li>• Adjudicate any appeals for VUP safety net schemes and escalate any unresolved grievances to the District as necessary</li> </ul>

	<ul style="list-style-type: none"> <li>• Prepare payrolls and payment orders for VUP safety net payments in a timely manner</li> <li>• Coordinate with SACCOs to ensure timely and intact delivery of payments to VUP beneficiaries;</li> <li>• Ensure that VUP public works have zero socio and environment negative effects</li> <li>• Procure material and equipment for VUP PW projects as per relevant guidelines</li> <li>• Provide coaching and technical support to Cell- and Village-level staff;</li> <li>• Ensure that monitoring and evaluation activities are undertaken on a regular basis, provide technical support to the process, and submit progress reports for incorporation into District reports;</li> <li>• Maintain accurate financial records for VUP activities financed at sector level and submit timely financial and narrative reports;</li> <li>• Supervise, coach and coordinate VUP para social workers.</li> </ul>
<b>District</b>	<ul style="list-style-type: none"> <li>• Ensure VUP activities are incorporated into District Development Strategic Plans</li> <li>• Coordinate the VUP with other government and non-governmental programmes at district level;</li> <li>• Integrate the VUP into the district’s annual planning and budgeting processes, ensuring that VUP technical, planning and budgeting guidelines are complied with;</li> <li>• Raise community awareness of VUP objectives, implementation modalities and beneficiaries’ rights and responsibilities;</li> <li>• Oversee and coordinate targeting processes for the VUP’s various schemes;</li> <li>• Work with the sectors to review any grievances escalated to the District and escalate any unresolved issue to MINALOC or LODA as appropriate;</li> <li>• Monitor the completeness, accuracy and timeliness of data entry into MEIS by sectors</li> <li>• Undertake procurement for VUP public works projects as per guidelines issued by LODA;</li> <li>• Oversee implementation of environmental and social safeguarding policies within VUP PW projects as per guidelines issued by LODA and other relevant agencies;</li> <li>• Ensure coordination and harmonisation of core social protection programmes and complementary services. This to include ensuring that vulnerable households are able to access relevant complementary programmes and services;</li> <li>• Ensure that monitoring and evaluation activities are undertaken on a regular basis, provide technical support to the process, and submit progress reports to MINALOC and LODA;</li> </ul>

Achievement of the VUP’s objectives related to sustainable graduation from poverty and contributing to reducing malnutrition and supporting early childhood development, will require technical support and collaboration from a number of other agencies as described below:



## 7. MONITORING & EVALUATION

This section provides an overview of VUP Monitoring & Evaluation arrangements. However, these shall be described in more detail in a comprehensive VUP Monitoring and Evaluation Framework and associated M&E toolbox, which will be regularly reviewed and updated in response to lessons learnt. These documents shall provide for an M&E system that address the following two aspects:

**Monitoring and evaluation of the VUP results chain and theory of change** including tracing and testing the links and underlying assumptions between the key activities, outputs, outcomes and impact of the programme. To this end a logical framework (see section 5.2) and VUP evaluation framework (see section 5.4) has been prepared to guide the measurement of progress towards the programme outputs, outcomes and impact;

**Operational monitoring:** measuring progress at the input (finance, HR etc.) and activity level in the VUP results chain. This focuses more on process/organisational achievement monitoring.

It is important to note that monitoring will only take place at the input and activity level of the result chain in the theory of change.

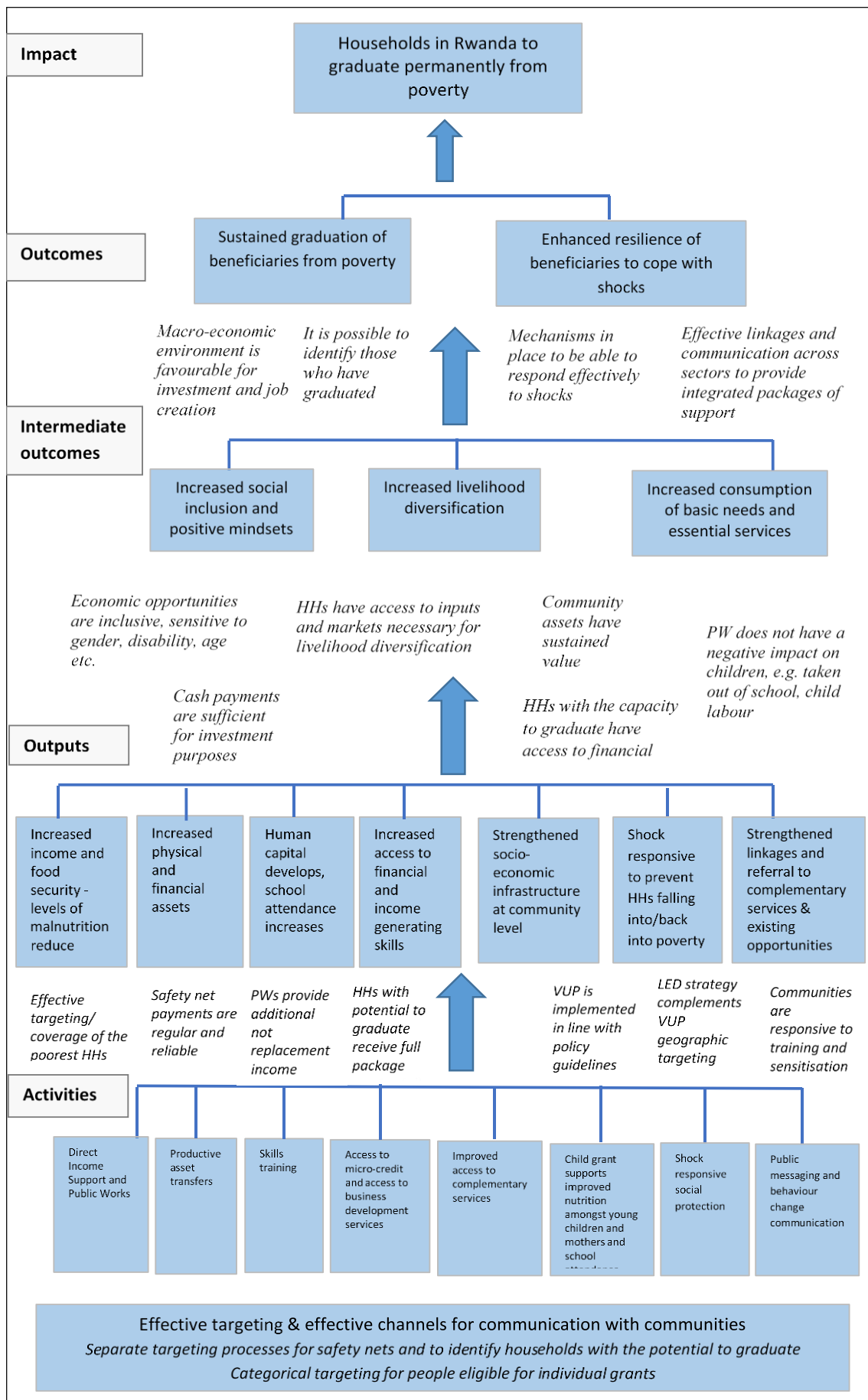
### 7.1. Theory of Change

The VUP Theory of Change guides the VUP evaluation framework. The VUP theory of change in **Figure 2** below presents the intervention logic and underlying assumptions of the VUP.

The underlying assumptions at this level (i) are that extremely poor households – both those with the capacity to graduate and those which do not - are effectively targeted and able to access the VUP and (ii) effective channels exist to deliver social and behaviour change communications to the communities.

VUP will deliver the following activities: (i) Direct income support and public works including individual grants to persons with disability and older persons, (ii) provision of productive asset and skills training to households with the capacity to graduate (iii) Improved access to complementary services for those same households (iv) Access to micro-credit and access to business development services for households with the capacity to graduate and others (v) a child grant covering children from conception through to school leaving age which supports improved nutrition amongst young children and mothers and meets all the costs of attending school (ECD, primary and secondary school); (vi) Public messaging and behaviour change communication

*Figure 2: The VUP Theory of Change / Results Chain*



## 7.2. Evaluation criteria

The evaluation criteria to be used for VUP are in accordance with international good practise as defined by OECD/DAC<sup>9</sup>:

- **Efficiency:** A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
- **Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- **Relevance:** The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
- **Sustainability:** The continuation of benefits from a development intervention after major development assistance has been completed.

These criteria have been augmented to three others commonly used by governments and development partners:

- **Equity:** The extent to which the benefits of a development intervention are spread fairly between women and men, between age groups, between geographic locations etc.
- **Impact:** The extent to which a development intervention achieved objectives and led to a real impact on people's lives;
- **Value for money:** A measure which compares the cost of delivering an intervention with the benefits of that intervention; VFM is a combination of several of the other criteria such as efficiency, effectiveness and equity.

## 7.3. Evaluation matrix

**Table 6** below provides a detailed overview of how the key evaluation criteria will be assessed. More specifically key evaluation questions and data sources are linked to each of the theory of change components and evaluation criteria. The evaluation methods include both quantitative (VUP impact evaluation/EICV and graduation monitoring) as well as qualitative evaluation (including longitudinal multiple case study model, assessment of beneficiary satisfaction and participatory methods such as focus group discussions and semi-structured interviews) of the VUP. VUP evaluation will take place every 2 years.

### **Table 6: VUP Evaluation Matrix**

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<sup>9</sup> OECD/DAC (2002). *Glossary of Key Terms in Evaluation and Results Based Management*.

Theory of Change Component	Key Evaluation Questions	Evaluation Criteria	Evaluation Method
Impact: National poverty and inequality reduced	To what extent have national poverty and vulnerability levels reduced?	Impact	Quantitative - Analysis of EICV data sets
Outcome 1: Graduation of beneficiaries from extreme poverty	What progress has been made towards effective graduation from poverty?	Impact / Sustainability	Quantitative – VUP impact evaluation
	How long does it take households to graduate from poverty?	Effectiveness	Quantitative – Graduation monitoring
	What package of interventions are most appropriate and effective in reducing poverty among different types of household?	Effectiveness / Relevance	Quantitative – Graduation monitoring
	How can VUP programme finances be allocated to have the biggest impact on reducing extreme poverty?	Value for money	Quantitative - Analysis of EICV data sets combined with analysis of VUP MIS data
	What are the perceptions of VUP beneficiaries on (the likelihood of) sustainable graduation from poverty?	Sustainability	Qualitative - VUP Evaluation
Outcome 2: Enhanced resilience of beneficiaries to moderate shocks	To what extent do people exiting the programme stay out of poverty over the medium term?	Impact / Sustainability	Quantitative – VUP impact evaluation
	Which are the key factors contributing to sustainable graduation?	Impact / Sustainability	Quantitative – VUP impact evaluation Qualitative - VUP Evaluation
	To what extent are mechanisms in place to be able to respond effectively to covariate / climate shocks?	Impact / Sustainability	Qualitative - VUP Evaluation
Assumptions (intermediate outcome to outcome)	To what extent are VUP beneficiaries accessing key complementary services?	Impact / Sustainability	Quantitative – VUP impact evaluation Qualitative - VUP Evaluation
	To what extent is the macro-economic environment favourable for investment and job creation?	Impact / Sustainability	Qualitative - VUP Evaluation
	How have effective linkages and communication across sectors been established to provide integrated packages of support?	Sustainability	Qualitative - VUP Evaluation

Theory of Change Component	Key Evaluation Questions	Evaluation Criteria	Evaluation Method
	What VUP learning can be applied/replicated across other SP programmes?	Sustainability	Qualitative - VUP Evaluation
	To what extent has the VUP been able to support districts, sectors, cells and villages in developing capacities and establishing mechanisms to ensure ownership and the durability of assets?	Sustainability	Qualitative - VUP Evaluation
Intermediate outcomes (general)	What are the perceptions of VUP beneficiaries on the changes (positive/negative) that the VUP made to their lives?	Impact	Qualitative - VUP Evaluation
Intermediate outcome 1: Increased social inclusion	To what extent has VUP increased social inclusion?	Effectiveness	Quantitative – VUP impact evaluation
			Qualitative - VUP Evaluation
Intermediate outcome 2: Increased investment in diversified livelihoods	To what extent has VUP increased investment in diversified livelihoods?	Effectiveness	Quantitative – VUP impact evaluation
			Qualitative - VUP Evaluation
Intermediate outcome 3: Increased household assets	To what extent has VUP increased household assets?	Effectiveness	Quantitative – VUP impact evaluation
			Quantitative – Graduation monitoring
			Qualitative - VUP Evaluation
Intermediate outcome 4: Increased household	To what extent has VUP increased household consumption of goods and services?	Effectiveness	Quantitative – VUP impact evaluation
			Quantitative – Graduation monitoring
			Qualitative - VUP Evaluation

Theory of Change Component	Key Evaluation Questions	Evaluation Criteria	Evaluation Method
consumption of goods and services			
Assumptions (outputs to intermediate outcomes)	To what extent are economic opportunities inclusive of gender, disability, age, vulnerability etc.?	Equity	Qualitative - VUP Evaluation
	What were the unexpected (positive and negative) results of different VUP components (PW/DS/FS)?	Effectiveness	Qualitative - VUP Evaluation
	To what extent were cash payments to VUP beneficiary households sufficient for investment purposes?	Effectiveness	Qualitative - VUP Evaluation
	Do HHs have access to inputs (training, land, technology etc.), and markets necessary for livelihood diversification?	Effectiveness	Qualitative - VUP Evaluation
Outputs (general)	To what extent have VUP outputs contributed to the programme outcomes?	Effectiveness	Qualitative - VUP Evaluation
Output 1: Increased income and food security among extremely poor households	To what extent has VUP contributed to increased income and food security?	Effectiveness	Quantitative – VUP impact evaluation
			Quantitative – Graduation monitoring
Output 2: Increased assets at community level	To what extent has VUP contributed to increased assets at community level?	Effectiveness	Quantitative – Analysis of VUP MIS data
	To what extent do community assets have sustained value?	Relevance	Qualitative - VUP Evaluation
Output 3: Extremely poor households	To what extent has VUP contributed to increased access to capital?	Effectiveness	Quantitative – VUP impact evaluation
			Quantitative – Graduation monitoring

Theory of Change Component	Key Evaluation Questions	Evaluation Criteria	Evaluation Method
have increased access to capital			
Output 4: Increased knowledge and technical skills in income generation among beneficiaries	To what extent has VUP contributed to increased knowledge and technical skills in income generation?	Effectiveness	Quantitative – Graduation monitoring
			Qualitative - VUP Evaluation
Assumptions (activities to outputs)	To what extent has training and sensitisation led to improved livelihood among beneficiaries?	Relevance	Qualitative - VUP Evaluation
	To what extent has past evidence/data been taken into account in VUP policy, plans and programmes?	Relevance	Qualitative - VUP Evaluation
	Has the PW component been linked to seasonal demands for labour hereby providing additional not replacement income?	Relevance	Qualitative - VUP Evaluation
	Has VUP been implemented in line with policy guidelines?	Relevance	Qualitative - VUP Evaluation
	Have DS and PW payments to VUP beneficiary households been regular and reliable?	Effectiveness	Quantitative – Analysis of MIS data
Activities	How adequately were the available resources (funds and staff) used to carry out VUP activities?	Efficiency	Qualitative - VUP Evaluation
	To what extent did the VUP implementation framework (operational manuals for DS/PW/FS; human resources; monitoring & evaluation and resource mobilisation) foster or hinder the achievement of the VUP programme outputs?	Efficiency	Qualitative - VUP Evaluation
			Quantitative – Graduation monitoring

Theory of Change Component	Key Evaluation Questions	Evaluation Criteria	Evaluation Method
	How effective is targeting within VUP: what % of beneficiaries are extremely poor and what proportion of the extremely poor are covered by the programme?	Effectiveness / Equity	Quantitative – Analysis of MIS data
	To what extent were VUP resources focused on a limited set of core activities likely to produce significant results?	Effectiveness	Qualitative - VUP Evaluation
	What were the facilitating/limiting factors (partnerships, coordination, monitoring and evaluation, results based management) for the realisation of VUP programme results?	Effectiveness	Qualitative - VUP Evaluation
	To what extent has gender equality been integrated into VUP programme design and implementation?	Equity	Qualitative - VUP Evaluation
	To what extent is VUP aligned to the objectives in national policies and strategies (including EDPRS2, Vision 2020 and the Social Protection Sector-wide Strategy) and responding to the priorities at central and decentralised level?	Relevance	Qualitative - VUP Evaluation
	To what extent is, the VUP adapted (i) to the needs of the population (ii) capacity and systematic needs of government institutions (iii) and in line with the priorities set by the international and national policy frameworks?	Relevance	Qualitative - VUP Evaluation
	How has evidence derived from VUP influenced national and district level decision making?	Effectiveness	Qualitative - VUP Evaluation
	What are the perceptions of VUP beneficiaries on the quality of provision of services by key VUP staff at decentralised level?		Qualitative - VUP Evaluation



#### 7.4. Key monitoring and evaluation activities for 2018-2024

The following M&E activities will be undertaken over the 2018-2024 period to inform the evolution of VUP design, implementation and scale-up.

- (a) **LODA reporting on VUP performance indicators:** Data on key VUP performance indicators will primarily be reported in LODA's quarterly and annual reports to MINALOC and, in turn, through the Joint Sector Review (JSR) reporting framework. LODA's Monitoring, Evaluation and Information System (MEIS)
- (b) **EICV descriptive analysis:** Every 3 years, NISR will produce an 'EICV Social Protection Thematic Report' which will provide analysis of the welfare status of VUP participant households captured within the main cross-sectional survey as well as in an 'oversampled' panel of VUP beneficiaries that will be tracked over multiple survey rounds. Further, in depth descriptive analysis will also be conducted by the Social Protection Sector Working Group (SPSWG) to explore issues such as targeting effectiveness and exposure to shocks.
- (c) **VUP quantitative impact evaluation:** quantitative impact evaluation of the VUP will primarily be conducted through the EICV through the application of 'quasi-experimental' evaluation techniques to the EICV VUP oversample datasets across multiple survey rounds.
- (d) **Technical reviews / process evaluations and special studies:** the VUP and other stakeholders will commission regular reviews to explore the relevance, efficiency, effectiveness, sustainability, equity and value-for-money of its various components and schemes.
- (e) **Monitoring of changes in household welfare through the household profiling mechanism:** following the completion of a baseline survey of all households in Ubudehe category 1 in 2017/18, changes in welfare among a sample of VUP beneficiary households will be monitored periodically.

#### 8. VUP COVERAGE AND IMPLEMENTATION PLAN

**Table 6** shows the projected beneficiary numbers in each component after adoption of the policies and programmes in this document.

The table shows individual grants, residual Direct Support beneficiaries after transfers to the individual grants, classic and expanded public works and the graduation components.

The graduation component beneficiary numbers are based on (i) geographic targeting which identifies – through a national LED survey - sectors which are able to support the development of sustainable livelihoods and then (ii) the delivery of all graduation components in those sectors.

Table 7: Revised model of VUP scale up

Component	Geographic units	FY2020/2 1	FY2021/2 2	FY2022/2 3	FY2023/2 4	FY2024/2 5	FY2025/2 6	FY2026/2 7	FY2027/2 8
<b>PART 1: DIRECT INCOME SUPPORT AND SAFETY NETS</b>									
<b>Old Age Grant</b>	District			30	30	30	30	30	30
	Sectors			416	416	416	416	416	416
	Individuals			108,420	111,420	112,420	112,420	112,420	112,420
<b>Child Grant</b>	District			30	30	30	30	30	30
	Sectors			416	416	416	416	416	416
	Individuals			62,002	62,002	62,002	62,002	62,002	62,002
<b>Disability Grant</b>	District		30	30	30	30	30	30	30
	Sectors		416	416	416	416	416	416	416
	Individuals			16,098	16,098	16,098	16,098	16,098	16,098
<b>Nutrition Sensitive Direct Support</b>	District		30	30	30	30	30	30	30
	Sectors		247	416	416	416	416	416	416
	Individuals		60,000	90,000	90,000	90,000	90,000	90,000	90,000
<b>Direct Support</b>	District		30	30	30	30	30	30	30
	Sectors		416	416	416	416	416	416	416
	Households		119,798	24,997	14,998	8,999	5,399	3,240	1,944
<b>Expanded Public Works</b>	District		30	30	30	30	30	30	30
	Sectors		330	360	390	416	416	416	416

	Households		82,500	84,250	78,633	73,151	67,524	61,843	56,207
Classic Public Works	District		30	30	30	30	30	30	30
	Sectors		300	360	426	416	416	416	416
	Households		128,000	78,933	67,098	56,446	46,859	38,231	30,466
<b>PART 2: GRADUATION CLIENTS</b>	Districts (Sectors)								
Safety nets	District			15	20	25	30	30	30
	Sectors			200	220	240	260	280	300
	Households		0	60,746	83,981	69,310	76,094	82,723	88,955
Asset transfers	District		30	15	20	25	26	27	28
	Sectors		300	200	220	240	260	280	300
	Households		0	0	60,746	23,235	21,777	20,725	19,695
Skills development	District		30	15	20	25	26	27	28
	Sectors		270	200	220	240	260	280	300
	Households		0	0	60,746	23,235	21,777	20,725	19,695
Financial services	District		30	30	30	30	30	30	30
	Sectors		406	410	416	416	416	416	416
	Individuals/ groups		42,588	43,866	42,989	44,278	44,278	44,278	44,278
Parasocial Workers	Districts		20	20	30	30	30	30	30
	Number of villages & workers		10,019	10,019	14,841	14,837	14,837	14,837	14,837
Other graduation needs:									
Financial literacy and project management training	District			15	20	25	30	30	30
	Sectors			200	220	240	260	280	300

	Households			60,746	83,981	69,310	76,094	82,723	88,955
Insurance	District			15	20	25	26	27	28
	Sectors			200	220	240	260	280	300
	Households			0	60,746	23,235	21,777	20,725	19,695
Public communications	Districts		30	30	30	30	30	30	30
	Sectors		416	416	416	416	416	416	416
<b>PART 3: GRADUATION ENVIRONMENT</b>									
LED Survey	Districts			30					
Graduation environment upgrade	District		N/A	17	19	21	24	26	28
	Sectors		N/A	30	30	30	30	30	30

Table 8: Costed implementation plan for VUP

Activity	Sub-activity	Responsible - Lead	Responsibility - supporting	Timeline	Forecast Rwf						
					FY2021/22 (Baseline)	FY2022/23	FY2023/24	FY2024/25	FY2025/26	FY2026/27	FY2027/28
<b>PLANNING AND IMPLEMENTATION OF THE NEW VUP PROGRAMME</b>											
Preparation of Programme Documents	VUP Programme Document	MINA LOC, Cabinet	LODA								

	agreed and signed off										
	Implementation Guidelines prepared	LODA									
Development of the MEL	KPIs and management metrics	LODA	MINALOC	March - September 2022	10,000,000	5,000,000					
Establish of transfer values for OAG, DG and CG	Data analysis	LODA		October 2021-January 2022							
	Research to establish how much is needed to ensure that the individual grants address their purpose	MINALOC, LODA	District	November 2021-January 2022	2,500,000						
	Transfer values established and agreed	MINALOC	LODA	January - February 2022							

Planning and budgeting	Roll-out strategy established and agreed	MINA LOC	LODA	November - December 2021							
	High level plans established	MINA LOC	LODA, MINECOFI N, SWG	January - March 2022							
	Budgets agreed and communicated to the Districts	LODA, MINA LOC,	Districts	January - March 2022	2,000,000						
	Operational/imihigo targets established	LODA, MINA LOC,	Districts	April - June 2022	2,000,000						
Operational targeting procedures		LODA	MINEDUC, Districts	November 2021-January 2022	1,000,000						
	Targeting approach communicated to Districts	LODA	Districts	November 2021-January 2022	1,000,000						

MEIS upgrade	Develop targeting approach for DG	LODA, MINA LOC, NCPD		November 2021-January 2022	1,000,000						
Operational targeting completed	Districts conduct targeting for all components	Districts	LODA	April - June 2022	15,000,000						
	Targeting data entered into MEIS	Districts	LODA	June - July 2022	1,500,000	1,500,000					
Systems development	New components needed in MEIS; OAG, CG, DG, Graduation	MINA LOC, RISA	LODA	January - June 2022	20,000,000						
Training	Briefing for central Government stakeholders	LODA	MINALOC, MINAGRI,	March - June 2022	5,000,000						
	Training of trainers at District level	LODA	District	March - September 2022	20,000,000	20,000,000	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
Grievance mechanism	Grievance mechanism defined;	MINA LOC	LODA	January - June 2022	2,000,000						

developed and rolled out	guidelines written										
	System rolled out to the Districts	LODA	Districts	April - June 2022	10,000,000						
	Data collected and grievances revised	Districts	LODA	Ongoing		2,500,000	2,500,000	2,500,000	2,500,000	2,500,000	2,500,000
Routine monitoring	Field visits and data collection and analysis	LODA	District	Ongoing		3,000,000	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000
	Evaluation activity to monitor progress	LODA	District	Ongoing		2,000,000	2,000,000	2,000,000	2,000,000	2,000,000	2,000,000
<b>SUBTOTAL FOR THE PLANNING COMPONENT</b>						<b>93,000,000</b>	<b>34,000,000</b>	<b>12,500,000</b>	<b>12,500,000</b>	<b>12,500,000</b>	<b>12,500,000</b>

Activity	Sub-activity	Responsible Lead	Responsibility - supporting	Timeline	Forecast RWF						
					FY2021/22 (Baseline)	FY2022/23	FY2023/24	FY2024/25	FY2025/26	FY2026/27	FY2027/28



VUP SAFETY NETS											
Old age grant	Old age grant to older persons	Districts	LODA								
	Old age grant to older persons with disability	Districts	LODA	From 1st July 2022		12,228,566,534	12,566,933,068	12,679,721,912	12,679,721,912	12,679,721,912	12,679,721,912
Child grant	Grant to children of school age	Districts	LODA	From 1st July 2022		1,270,479,382	1,305,633,765	1,317,351,892	1,317,351,892	1,317,351,892	1,317,351,892
	Grant to children of school age with disability	Districts	LODA	From 1st July 2022		3,653,460,000	3,653,460,000	3,653,460,000	3,653,460,000	3,653,460,000	3,653,460,000
Disability grant	Grant to people with a severe disability	Districts	LODA	From 1st July 2022		150,930,000	150,930,000	150,930,000	150,930,000	150,930,000	150,930,000
Direct Support	Payment to residual HHs on DS with no	Districts	LODA	Ongoing		2,414,700,000	2,414,700,000	2,414,700,000	2,414,700,000	2,414,700,000	2,414,700,000

	other form of income										
Nutrition Sensitive Direct Support		Districts	LODA, NCDA	From 1st July 2022	17,370,710,000	3,624,565,000	2,174,739,000	1,304,843,400	782,906,040	469,743,624	281,846,174
Classic Public Works		Districts	LODA	Ongoing	5,400,000,000	8,100,000,000	8,100,000,000	8,100,000,000	8,100,000,000	8,100,000,000	8,100,000,000
Expanded Public Works		Districts	LODA	Ongoing	12,160,000,000	11,839,950,000	10,064,700,000	8,466,900,000	7,028,850,000	5,734,650,000	4,569,900,000
SUBTOTAL SAFETY NETS				Ongoing	9,900,000,000	12,637,500,000	11,794,950,000	10,972,650,000	10,128,600,000	9,276,450,000	8,431,050,000
					<b>44,830,710,000</b>	<b>55,920,150,916</b>	<b>52,226,045,833</b>	<b>49,060,557,205</b>	<b>46,256,519,845</b>	<b>43,797,007,429</b>	<b>41,598,959,979</b>

Activity	Sub-activity	Responsibility - Lead	Responsibility - supporting	Timeline	Forecast RWF						
					FY2021/22 (Baseline)	FY2022/23	FY2023/24	FY2024/25	FY2025/26	FY2026/27	FY2027/28
<b>GRADUATION COMPONENT</b>											

Safety nets for HHs with potential to graduate		Districts	LODA	From 1st July 2022		9,111,900,000	12,597,150,000	10,396,500,000	11,414,100,000	12,408,450,000	13,343,250,000
Asset transfers		Districts	LODA	Ongoing	-	-	4,859,680,000	1,858,800,000	1,742,160,000	1,658,000,000	1,575,600,000
Skills development		Districts	LODA	Ongoing	-	-	12,149,200,000	4,647,000,000	4,355,400,000	4,145,000,000	3,939,000,000
Financial literacy and project management training for Hhs with the potential to graduate		Districts	LODA	Ongoing		607,460,000	839,810,000	693,100,000	760,940,000	827,230,000	889,550,000
Insurance		RSSB	LODA			850,444,000	850,444,000	850,444,000	850,444,000	850,444,000	850,444,000

Facilitatio n of parasocial workers		Districts	LODA	Ongoing	129,415,42 3	129,415,42 3	191,701,19 7	191,649,52 9	191,649,52 9	191,649,52 9	191,649,52 9
<b>SUBTOTAL GRADUATI ON</b>					<b>129,415,42 3</b>	<b>10,699,219 ,423</b>	<b>31,487,985 ,197</b>	<b>18,637,493 ,529</b>	<b>19,314,693 ,529</b>	<b>20,080,773 ,529</b>	<b>20,789,493 ,529</b>
<b>Total cost of VUP</b>					<b>45,053,125 ,423</b>	<b>66,653,370 ,339</b>	<b>83,726,531 ,030</b>	<b>67,710,550 ,734</b>	<b>65,583,713 ,374</b>	<b>63,890,280 ,958</b>	<b>62,400,953 ,508</b>

## Annex 1: Modelling beneficiary numbers for the Implementation Plan

This annex sets out the basis of the beneficiary projections after adoption of the new approaches proposed in the VUP Programme Document above.

This section sets out the assumptions which underpin the costing of the VUP Programme Document Implementation Plan.

The majority of the costs in the implementation plan relate to the provision of benefits

The following VUP design changes affect the cost of beneficiary payments:

- Under the Direct Income Support Component:
  - Individual grants are introduced for older persons, people with disability and children of primary and secondary school age;
  - In due course it is intended that the Direct Support component will no longer be required. However, in the immediate future it will continue;
  - The Nutrition Sensitive Direct Support scheme for pregnant women and young children will continue;
  - Classic and Expanded public works will continue, however it is anticipated that significant numbers of CPW workers will be targeted for graduation;
- Under the Graduation Component:
  - Targeting for Graduation uses a two-tier approach – first the sectors which will sustain livelihoods development will be selected, then households with the potential to graduate will be selected.
  - The Graduation Component requires the provision of safety nets, asset transfers and skills development and the provision of parasocial workers – all these components will be delivered in the same graduation sectors;

The annual budget for the Safety Net and Graduation Components depends on three factors:

- Geographical coverage
- Number of eligible beneficiaries per sector
- The monthly or annual transfer value to each beneficiary

All these have been modelled for the purposes of this costed implementation plan. The data on which the modelling is carried out is VUP data for FY2020/21 taken from MEIS. The following assumptions have been made:

Age Group	Entitlement	Type of Grant	VUP component
From 0-2	People in this age group will receive Nutrition Sensitive Direct Support	Individual	NSDS
From 3 to 5	People in this age group will receive ECD but no cash transfers	No cash transfers	ECD
From 5 to 11 From 12 to 18	People in this age group will receive the Child Grant. All children will receive the Grant.	Individual	Child Grant
From 19 to 30	People in this age group will receive the Child Grant. In calculating the	Household	Direct Support

From 31 to 64	amount to be provided to a HH people receiving individual grants have been excluded.		
Aged 65 and above	People in this age group will receive the Older Persons Grant. All eligible people will receive this Grant.	Individual	Old Age Grant
People with severe disability	<p>People in this category will receive a Disability Grant. Special arrangements will be made for people who are both severely disabled and also entitled to receive another individual grant as follows:</p> <ul style="list-style-type: none"> <li>• Older person with disability receives the disability grant plus 50% of the older persons grant;</li> <li>• Child with disability receives the child grant plus 50% of the disability grant;</li> </ul>	Individual	Disability Grant

Direct Support for FY2020/21 targeted 119,309 households containing 268,292 household members<sup>10</sup>.

Of these 119,309 households a total of 62,087 households will exit from Direct Support because all household members contain either children or older persons, who will receive the child grant or the older persons grant respectively.

The DS caseload contains 105,420 persons who are aged 65 and over and who, by virtue of being targeted for DS, as deemed to have no other sources of income. This is considerably in excess of the estimates in the Older Persons Policy.

Values have been estimated as follows:

	Transfer value		Comments
Direct support	7,500	per month for a single person	These are the current values for DS and in FY2020/21 an average of Rwf 145,000 was paid to each benefitting HH <sup>11</sup>
	12,000	per month for a two person HH	
	15,000	per month for a three person HH	
	18,000	per month for a four person HH	

<sup>10</sup> Data extracted from MEIS, September 2021

<sup>11</sup> Per MEIS July 2021

	21,000	per month for a single person	
Nutrition Sensitive Direct Support	7,500	per month for 24 months	The monthly amount will rise to Rwf 10,000 at a date to be determined
Expanded Public Works	150,000	per year per worker	This is the value agreed with the World Bank
Classic Public Works	150,000	per year per worker	This is a proposed increase from Rwf 95,000 to ensure that graduating HHs can address basic needs and approach the poverty line
Old Age Grant	10,000	per month per person	The cost of living with the additional vulnerability caused by Old Age needs to be assessed
Disability Grant	12,500	per month for Cat 1, Cat 2 and CA disability	The additional cost of living caused by Disability needs to be assessed
Child grant	5,000	per month to children between the ages of 6 and 18	The additional cost of living caused by Disability needs to be assessed
Asset transfer grant	80,000	per graduation client	Current value
Skills development	200,000	per graduation client	Current value is up to Rwf 300,000 by negotiation
Financial services loan	1,000,000	per graduation client	Not included in the costing
FL training	10,000	per graduation client	One off sum
Para social workers	12,917	per para social worker	Current value
Insurance	5,000	per household	Estimated
CBHI	9,000	per household	Estimated based on Rwf 3,000 per person

## Annex 2: Logical Framework

Results	Indicators	Means of Verification	Assumptions
<b>Impact:</b> Households permanently graduate from poverty	<ul style="list-style-type: none"> <li>- Share of population living in extreme poverty</li> <li>- Share of population permanently exited poverty</li> <li>- % of children under 5 stunted</li> <li>- Gini coefficient Poverty gap</li> </ul>	<ul style="list-style-type: none"> <li>- EICV</li> </ul>	
<b>Outcome 1:</b> Sustainable graduation of clients from poverty	<ul style="list-style-type: none"> <li>- No and % of households which have permanently exited poverty</li> <li>- No. and % of VUP beneficiaries whose consumption rises above the poverty line for 2 consecutive years</li> </ul>	<ul style="list-style-type: none"> <li>- EICV</li> <li>- Graduation measured MIS</li> </ul>	<ul style="list-style-type: none"> <li>- Effective linkages and communication across sectors to provide integrated packages of support</li> </ul>
<b>Outcome 2:</b> Enhanced resilience of beneficiaries to moderate shocks	<ul style="list-style-type: none"> <li>- % of VUP beneficiary (both in the programme as well as exited) households with capacity to cope with moderate shocks without depleting assets (<i>a coping strategies index will be developed which will include asset ownership, savings, access to credit, livelihood diversification and access to external support/social capital within family/community in times of hardship</i>)/</li> <li>- % of exited VUP beneficiary households who can explain risk factors and demonstrate preparedness, mitigation and preventative measures taken to reduce their vulnerability to moderate shocks</li> <li>- % of VUP households that report a decline in welfare over the previous year</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling/ consumption monitoring</li> <li>- EICV</li> </ul>	<ul style="list-style-type: none"> <li>- Macro-economic environment is favourable for investment and job creation</li> <li>- Mechanisms in place to be able to respond effectively to covariate/ climate shocks</li> <li>- It is possible to identify those who have graduated</li> </ul>
<b>Intermediate Outcome 1:</b> Increased social inclusion	<ul style="list-style-type: none"> <li>- Number of consultation meetings conducted before (planning process) and during PW project implementation</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> </ul>	<ul style="list-style-type: none"> <li>- Economic opportunities are inclusive, sensitive</li> </ul>



Results	Indicators	Means of Verification	Assumptions
and positive mindsets, mainstreaming gender and disability	<ul style="list-style-type: none"> <li>- % of VUP households actively participating in community/consultation meetings (disaggregated by gender and disability)</li> <li>- % Grievances registered related to delivery of project benefits addressed</li> <li>- % of VUP households that have access to external support (social capital within the family/community) in times of hardship</li> <li>- % of VUP beneficiary household that understand their rights and entitlements</li> </ul>	<ul style="list-style-type: none"> <li>- EICV</li> <li>- LODA Environmental and Social safeguard Report</li> </ul>	<ul style="list-style-type: none"> <li>to gender, disability, age etc.</li> <li>- PW does not have a negative impact on children, (e.g. taken out of school, child labour) environmental and community assets</li> <li>- Cash payments are sufficient for investment purposes</li> </ul>
<b>Intermediate Outcome 2:</b> Increased investment in diversified livelihoods	<ul style="list-style-type: none"> <li>- % of VUP beneficiary households with more than one income source/</li> <li>- % of VUP beneficiary hhs reporting to sell harvest surplus</li> <li>- % of VUP beneficiary hhs that have additional income from non-farm activities</li> <li>- % of VUP beneficiary who report investment in diversification of livelihoods (e.g. livestock)</li> <li>- % of VUP beneficiary households with X number of small livestock</li> <li>- % of VUP beneficiary households with X number hectares of cultivated land</li> <li>- Number and % of targeted households achieving a targeted threshold in value of household assets, based on a defined wealth index</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> <li>- EICV</li> </ul>	<ul style="list-style-type: none"> <li>- HHs have access to inputs (training, land, technology etc), and markets necessary for livelihood diversification</li> <li>- Community assets have sustained value</li> </ul>
<b>Intermediate Outcome 3:</b> Increased consumption of basic needs and essential services	<ul style="list-style-type: none"> <li>- % of VUP beneficiary households with all children attending school</li> <li>- % of households reporting to be able to afford education or healthcare for children/ household members when needed</li> <li>- % of VUP beneficiary households with community-based health insurance</li> <li>- % of VUP beneficiary households eating three meals a day/</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> <li>- EICV</li> </ul>	

Results	Indicators	Means of Verification	Assumptions
	<ul style="list-style-type: none"> <li>- Number and % of households who consumed an adequate quantity and diversity of food during the previous day/</li> <li>- % of VUP beneficiary households who live in adequate shelter</li> <li>- % of VUP beneficiary households who have more than two sets of clothing</li> </ul>		
<b>Output 1:</b> Increased income and food security - levels of malnutrition reduce	<ul style="list-style-type: none"> <li>- % and Number of DS/PW beneficiaries who are paid timely in their bank account (according to set criteria for timely payment)</li> <li>- % and Number of DS/PW beneficiaries eating three meals a day</li> <li>- % and Number of Individual Grant beneficiaries who are paid timely in their bank account (according to set criteria for timely payment)</li> <li>- % and Number of Individual Grant beneficiaries eating three meals a day</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MIS</li> <li>- EICV</li> </ul>	<ul style="list-style-type: none"> <li>- Extremely poor households are effectively targeted/able to access the VUP</li> <li>- Safety net payments are regular and reliable</li> <li>- PW provides additional not replacement income (linked to seasonal demands for labour)</li> <li>- Communities are responsive to training and sensitisation</li> <li>- VUP is implemented in line with policy guidelines</li> </ul>
<b>Output 2:</b> Increased level physical and financial assets amongst beneficiaries	<ul style="list-style-type: none"> <li>- % of VUP beneficiary households with a saving account</li> <li>- % of VUP beneficiary households with X number of small livestock</li> <li>- % of VUP beneficiary households with X number hectares of cultivated land</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MIS</li> </ul>	
<b>Output 3:</b> Human capital developed, school attendance increased	<ul style="list-style-type: none"> <li>- % of households that have accessed credit for income-generating activities in the past x months from sources (disaggregated by source of credit, e.g. SACCOS, Commercial Banks, informal sources)</li> <li>- % children 6-59 months who are underweight (weight for age), by sex</li> <li>- % of children accessing primary education</li> <li>- % of children accessing secondary education</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> <li>- EICV</li> </ul>	
<b>Output 4:</b>	<ul style="list-style-type: none"> <li>- Number of households with the potential to graduate who received training and business advice</li> <li>- % of VUP beneficiary households with a saving account</li> </ul>	<ul style="list-style-type: none"> <li>- EICV</li> <li>- Household profiling</li> </ul>	

Results	Indicators	Means of Verification	Assumptions
Households have access to financial and income generating activity skills		- FINSCOPE	
<b>Output 5:</b> Increased socio-economic infrastructure at the community level	<ul style="list-style-type: none"> <li>- Number of operational community assets developed through PW programmes (disaggregated by sector, district and PW category; watershed, agroforestry, roads, schools, health posts, etc)</li> <li>- % of community with access to markets</li> <li>- % of community with access to basic services (education, schools, water, electricity)</li> <li>- % of operational community assets which mitigate the impact of climate change of environmental shocks</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> <li>- LED reporting through MEIS</li> </ul>	
<b>Output 6:</b> Shock responsive social protection to prevent HHs falling back into poverty	<ul style="list-style-type: none"> <li>- Number and % of HHs affected by shocks which received support from the Shock Responsive Fund</li> <li>- Reduction in % of households which fell back into poverty since last EICV</li> </ul>	<ul style="list-style-type: none"> <li>- Household profiling</li> <li>- EICV</li> </ul>	
<b>Output 7:</b> Strengthened linkages and referral to complementary services & existing opportunities	<ul style="list-style-type: none"> <li>- Number of small business successfully operating</li> <li>- No of HHs with the capacity to graduate which have access Financial Services loans</li> </ul>	- MEIS	<ul style="list-style-type: none"> <li>- Complementary services are provided to households with the capacity to graduate</li> </ul>
<b>Activity 1:</b> Direct Income Support and public works	<ul style="list-style-type: none"> <li>- % and number of older person receiving the older person grant through VUP</li> <li>- % and number of persons with disability receiving the disability grant through VUP</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> <li>- NCPD</li> </ul>	-

Results	Indicators	Means of Verification	Assumptions
	<ul style="list-style-type: none"> <li>- % and Number of eligible households benefiting from VUP DS</li> <li>- % and Number of DS, cPW and ePW beneficiaries who are paid timely in their bank account (according to set criteria for timely payment)</li> <li>- Number of cPW and ePW projects started with environmental and social clearance</li> <li>- % and number of eligible households benefiting from VUP cPW</li> <li>- % and number of eligible households benefiting from VUP ePW</li> <li>- Average number of days' work gained by eligible households employed on VUP cPW</li> </ul>		
<b>Activity 2:</b> Productive asset transfers	<ul style="list-style-type: none"> <li>- % and number of households with potential to graduate receiving productive asset</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> <li>-</li> </ul>	-
<b>Activity 3:</b> Skills training	<ul style="list-style-type: none"> <li>- % and Number of households with the potential to graduate who have received training on managing their own assets (incl. livestock)</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> <li>-</li> </ul>	-
<b>Activity 4:</b> Access to micro-credit and access to business development services for households with the capacity to graduate and others	<ul style="list-style-type: none"> <li>- % and Number of households with the potential to graduate who gained access to income generating activity (IGA) grants and training</li> <li>- % and Number of small enterprises established and operating supported by financial services loans</li> <li>- Number of households with the potential to graduate benefiting from VUP FS</li> <li>- % of all new FS beneficiaries which are identified as having the potential to graduate</li> <li>-</li> </ul>	<ul style="list-style-type: none"> <li>- MIFOS</li> </ul>	-

Results	Indicators	Means of Verification	Assumptions
<b>Activity 5:</b> Improved access to complementary services	<ul style="list-style-type: none"> <li>- % and Number of households with the potential to graduate who have been referred to other SP and complementary programmes by para social workers</li> <li>- % and Number of households with the potential to graduate who have a para social worker assigned to them</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> <li>- M&amp;E from multi sector joint action plan</li> </ul>	-
<b>Activity 6:</b> Child grant supports improved nutrition amongst young children and mothers and school attendance	<ul style="list-style-type: none"> <li>- % of all eligible beneficiaries covered by the NSDS in targeted sectors</li> <li>- % of eligible NSDS beneficiaries that receive their full entitlement (in the reporting period)</li> <li>- % of eligible households in extreme poor with children &lt;2 years receiving child sensitive cash transfer grants</li> <li>- % of enrolled pregnant women attending 4 ANC visits</li> <li>- % of 0-6 weeks old children who attended 2 PNC visits at health facility, including height-for-age-measurement</li> <li>- % of enrolled children 7 weeks to 24 months attending 6 height-for-age measurement at health facility</li> <li>- % of eligible households with children participating in ECD</li> <li>- % of eligible households with children attending primary school</li> <li>- % of eligible households with children attending secondary school</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> </ul>	-
<b>Activity 7:</b> Shock responsive social protection	<ul style="list-style-type: none"> <li>- % of poor and vulnerable households affected by a shock which have received support from the responsive fund</li> </ul>	<ul style="list-style-type: none"> <li>- VUP MEIS</li> </ul>	-
<b>Activity 8:</b> Public messaging and behaviour change communication	<ul style="list-style-type: none"> <li>- Number of people reached by sensitisation and communication campaigns</li> </ul>	<ul style="list-style-type: none"> <li>- VUP</li> <li>- Districts</li> </ul>	-