

The Minimum Package for Graduation

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What is graduation out of poverty

- **Definition:** Many definitions have been given to this phenomenon. In simplest terms it may be explained coming out of poverty. In poverty conditions, people are vulnerable and their survival is questionable; they can not access basic needs on their own; they depend on support through Social Protection schemes and other local coping mechanisms. Two common terms – Exit and Graduation

EXIT: People may exit from Social Protection because they do not fulfil eligibility criteria, not necessarily that they are no longer poor.

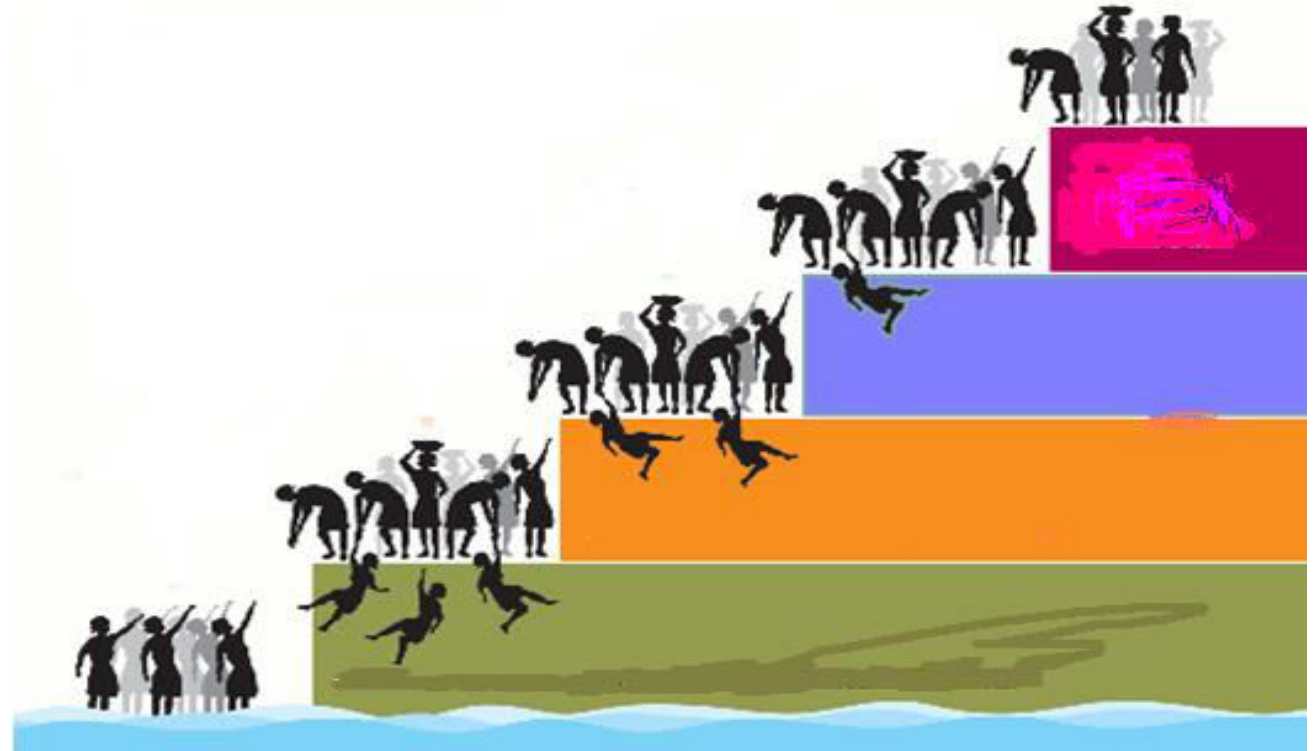
Graduation: People Exit Social Protection and have capacity of self reliance to meet they basic needs and to respond to modest shocks adequately

Why is graduation a national concern; case of Rwanda

- Dependence syndrome among beneficiaries
- Self reliance and integrity as a human right
- Inefficiencies and ineffectiveness of Social Protection schemes
- Affordability and sustainability of Social Protection
- Productivity from a critical mass of Rwandans contributing to national development as a desire

The graduation Challenge – the ups and Downs !

Poverty,
shocks,
And
Disasters
Undermine
Livelihoods
And graduation



Familiar shocks affecting Households

- Draught/irregular rains, prolonged dry spells
- Serious illness or accident of a household member
- Loss or reduced employment/Income for a household
- Unusually high level of crop pests and disease
- Hailstones(grele)
- Death of other HH member
- Unusually high prices for food
- Death of a working Household member
- Separations/divorces between spouses
- Theft of harvest or livestock
- Destruction of crop by wild and domestic animals
- Unusually high costs of agric inputs(seed, fertiliser, et.c)
- Fires and earth quakes

Beneficiaries Exit/Graduation Process

<i>Livelihood pathway</i>	Services Beneficiary status		VUP supported financial services			
			Sensitisation programme Complementary services			
			Direct support Public works	Market-provided credit Market linkages		
<i>Asset accumulation</i>	Ubudehe category	Poverty status				
	6	Non-poor				
	5					
<i>Asset stabilisation</i>	4					
	3	Poor	Exit from VUP			
	2	Extreme poor				
	1	poor				

The Minimum Package for Graduation – under pilot

- **The Aim/Objective of the Minimum Package:**

To rapidly move people out of extreme poverty conditions by building their potential for income generation and self reliance

Rationale for Minimum package: Changing dimensions of poverty; incompetence of SP alone to cause significant change calls for concerted effort and a ‘big push’ approach to enhance rapid production and income generation potential

- **Who are the beneficiaries?**

Beneficiaries are drawn from the VUP, FARG and RDRC

Components of minimum package

- Existing benefits timely delivered (DS and PW wages) , and 72 days of work as a must in PW
- Capacity building through sensitisation, proximity advisory services and skills development (by case workers, LGs, and partners from Private sector and civil society)
- Asset Grants of small livestock animals (03 per beneficiary not exceeding 80,000 Rwf)) and one cow
- Linking beneficiaries with existing opportunities

Coverage and Period: Piloting in 30 sectors one per district; 3 years period for roll out

Minimum Package continued

Delivery tools/instruments

- Imihigo formats for case workers and beneficiaries
- Household Questionnaire for stock tacking of the Households' livestock needs and potentials
- Profiling questionnaire
- Planning(including needs assessments formats) and reporting formats
- Evaluation formats

Where are we?

- Concept notes elaborated
- Trainings at District level accomplished
- Trainings of case workers accomplished
- Immediate POAs drawn
- Livestock needs identification in process
- Procurement of small livestock in progress

Thank you!





Accountability, Communication Appeals and Complaints

16 March 2016



Why is it important?

Well-functioning appeals and complaints system helps:

- **Reduce errors and corruption**
- **Strengthen trust**
- **Strengthen transparency and accountability** of service providers
- **Improve program performance** (delivery & poverty impact)
- **Inform policy changes**

Fits GoR objectives to eliminate corruption & respect human rights

It provides a **standard, consistent way** of handling appeals and complaints across the country



Why is it important?

Social Protection is about poverty reduction but also ***empowerment, justice and citizenship***

Poorest/most vulnerable have limited **understanding of their rights**, and often **unable to voice their concerns effectively**

Risks to beneficiaries and the programme include:

- Targeting errors (unintentional or intentional)
- Changes to household status with multi-year targeting
- Incomplete or irregular payments
- Weak accountability of government & other service providers



Types of appeals and complaints

Appeal = request for a review of a decision made by VUP

Complaint = unhappy with some aspect of the VUP programme administration and management (e.g. how they are treated, information given, unacceptable delays etc.)

Topics: ANY, but could be about eligibility, public works participation, payments (amount, timeliness), contractors, banks, treatment, corruption etc.

Primary and Formal appeals and complaints



PRIMARY appeals and complaints

Anyone can make an appeal or complaint

They decide whether to make **primary** appeal or **formal** appeal

Primary appeals made to → Sector Executive Secretary and VUP
Sector/District staff to see if easily resolved

May be easy to resolve for e.g. misunderstanding of targeting
procedures and eligibility criteria or data errors

Where errors confirmed, changes to the targeting database should
be agreed by beneficiary, VUP Sector/District Programme
Manager & Sector Executive Secretary →

If **DS eligibility list** changes send to Sector JADF for approval



Information sharing

- **What?**

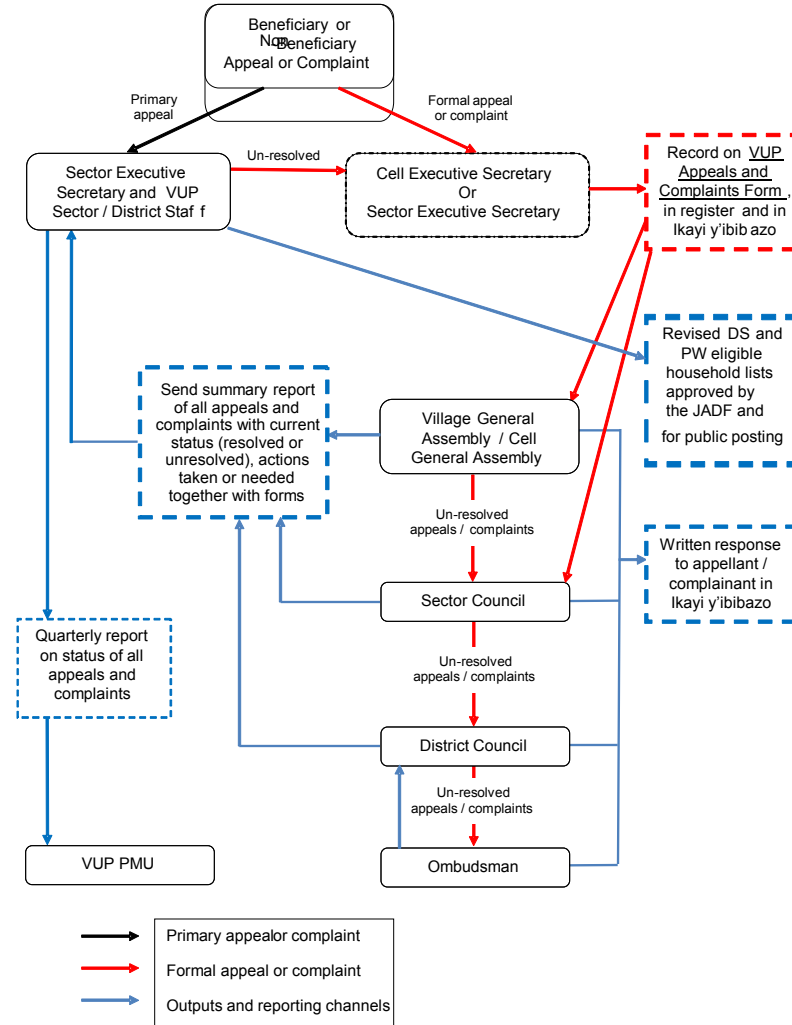
- Beneficiary rights and responsibilities
- Appeals and complaints process (flowchart)
- Targeting criteria, UCS application, other procedures
- DS and PW eligibility lists

- **How?**

- Verbally explain to ALL community members at targeting meetings, regular village meetings, DS, PW and FS sensitisation meetings
- Provide DETAILED information and **repeat it**
- **Publically post, including at sector and cell offices and other public places**



Process - FLOWCHART





FORMAL appeals and complaints

More **independent** of VUP implementing structures

Can make formal A/C **direct**, or can be **unresolved primary** A/C

Who to inform? Cell Executive Secretary or Sector Executive Secretary

What do they do?

1. Complete an **VUP Appeals and Complaints Form**
2. Record A/C in a **register**
3. Write details of A/C in household **Ikayi y'ibibazo**
4. Take the forms to the correct **decision-making body**

If in an exceptional case the Cell or Sector Executive Secretary will not fill the VUP appeals and complaints form → appellant can instead go direct to the Village / Cell General Assembly



VUP Appeals and Complaints **FORM**

A/C number: Cell Executive Secretary: **A001, A002** etc. (*Akagari*)
Sector Executive Secretary: **U001, U002** ... (*Umurenge*)

Level: Individual, Household or **Community**

Beneficiary Household: DS/PW/FS or **No** (including community)

Beneficiary Household Number: **Completed later**, at Sector level

Date of submission: Important for monitoring time to resolve

To be sent to for decision (ticked by CES or SES who filled form):

- Village General Assembly / Cell General Assembly
- Sector Council
- Other (District Council or Ombudsman) → **exceptional** cases



VUP Appeals and Complaints **REGISTER**

Cell Executive Secretary and Sector Executive Secretary both need to have an appeals and complaints register

Information in register (see Annex 3):

- A/C number (*code A or U – unique number*)
- Level (Individual, Household or community)
- Name of appellant/complainant
- Name of household head (if different to above)
- Sex (M/F)
- VUP beneficiary (DS, PW, FS, No)
- Date A/C made
- Topic of A/C
- A/C sent to for decision



IKAYI Y'IBIBAZO

Cell Executive Secretary or Sector Executive Secretary to fill the information in the ikayi y'ibibazo

Information to put in ikayi y'ibazo:

- A/C number (*code A or U – unique number*)
- Date A/C made
- Topic of A/C
- Body A/C sent to for decision

- MURAKOZE

VUP TARGETING

by

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16 March 2016

The VUP vision for poverty reduction

- The VUP aims to contribute to reduction of extreme poverty in Rwanda through 6 components:
 - Public Works
 - Direct Support
 - Financial Services
 - Community sensitisation
 - Financial literacy training
 - Skills development (to be developed)

Summary of the targeting approach

- **Geographical Area Targeting**

Done on a national basis to target the poorest sectors first

- **Household targeting using Ubudehe**

VUP eligibility is determined by Ubudehe status and component (DS or PW) by ability to work

- **Selection of PW beneficiaries for PW projects**

The target for 2015-16 is for all PW beneficiaries to receive 71 days employment per the National Social Protection Policy 2013, rising to 100 days by the end of EDPRS2

Geographical Area Targeting

- The five criteria used to rank the sectors are
 - food security,
 - access to potable water,
 - distance to education facilities,
 - distance to health centre. and
 - type of village settlement
- The process will be based on EICV and HH surveys/census by the NISR.

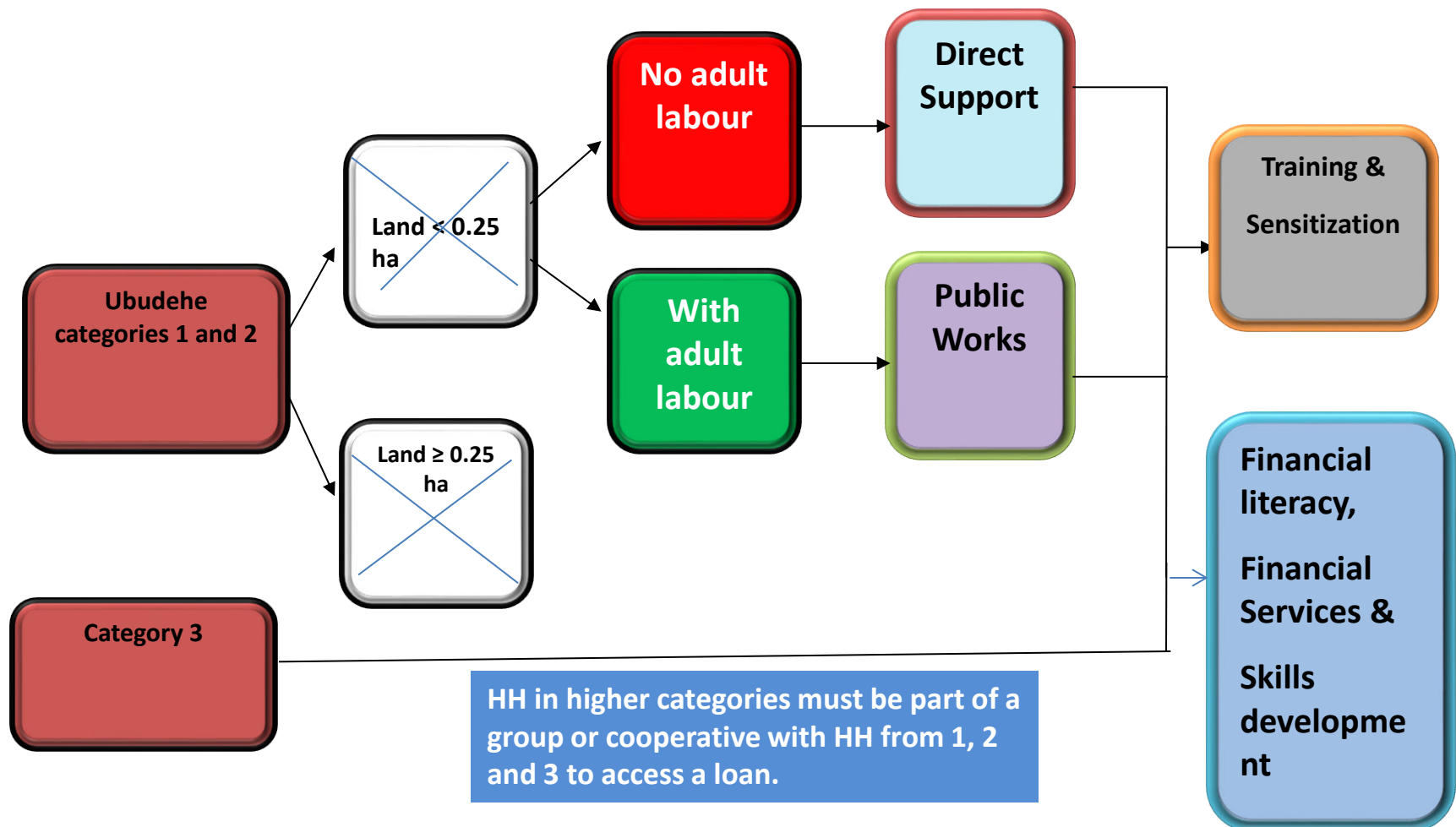
Household targeting using Ubudehe

- VUP DS and PW beneficiaries are selected from the Ubudehe lists, criteria for selection are incorporated into the Ubudehe process;

	Ubudehe category	Eligibility for VUP safety net	Complementary services
1	Abatindi Nyakujya	Direct support or Public works	Financial services Community sensitization Financial literacy training
2	Abatindi		
3	Abakene	Exit from safety net to complementary services	Skills development
4	Abakene bifashije (Abifashije)		Community sensitization Financial literacy training
5	Abakungu (Jumba)	Graduation from VUP	
6	Abakire		

Where beneficiaries come from? (Targeting process)

- At the household level, **poverty targeting** is used: Households are poverty ranked using a community-based social poverty mapping process (Ubudehe).



Household targeting using Ubudehe

- Targeting period: 3 years
- VUP DS and PW beneficiaries are selected from the Ubudehe lists, criteria for selection are incorporated into the Ubudehe process;
- Approval of Direct Support Lists by Sector Council
- Sector council should review the list annually for 1) people who died; 2) increase/decrease in the size of the household; 3) original targeting errors (but not for exit or graduation)
- An Appeals process for targeting- ie check targeting errors
- Testing the validity of the targeting data

Targeting for Public Works projects

- Selected PW project should be labour intensive;
- People should only be eligible households (apart from the need for technicians);
- Selection of the PW projects should be done early enough so that implementation starts early in the financial year;

From the VUP Targeting Exit and Graduation Guidelines:

- “**Beneficiary Exit** refers to the process of a beneficiary household leaving a programme because they no longer meet the eligibility criteria.”

(Targeting Exit and Graduation Guidelines, 2012)

VUP Component Exit from Geographical Area

A VUP component might exit from anyone sector if there are no eligible beneficiaries for that component, thus for:

- **Public Works Exit;** thus the exit of Public Works from an area will be a function of:
 - 1.The area having all the basic Infrastructures in all cellules
 - 2.Public Works having covered at least 75% of the eligible for Public Works
 3. All cells making up a sector are connected through feeder road network for easy access to service centres and marketing

VUP Component Exit from Geographical Area (Cont')

- **Direct Support Exit;** if any area/sector does not have such people, then Direct Support can Exit.
- Some beneficiaries may never exit direct support in the absence of other social protection instruments.

VUP Component Exit from Geographical Area (Cont')

- **Financial Services Exit;** these services are complementary to the core social protection components.
- VUP will no longer inject additional loan funds into sectors that have received RwF 100m, but will leave injected funds to revolve within the sector.

Targeting challenges

- Timeliness of targeting;
- Lists need to be posted at sector, cell and public places so that community members know who has been selected;
- Appeals need to be processed in a timely way;
- Ubudehe targeting is not scientific, might be based on pessimistic perceptions;
- Inclusion and exclusion errors;
- People in poverty may be targeted by different SP programmes;

EXIT Challenges

- Funding constraints cause pressure for premature household or sector exit;
- Premature exit means that the household can fall back into poverty because they cannot withstand shocks;
- Beneficiaries cannot exit without enough money
 - PW projects need to be labour intensive;
- How long should a beneficiary be on the programme to graduate?

Way forward

- Avoid premature exit by targeting for more than two years to give beneficiaries time to accumulate assets and resilience to shocks;
- Targeting lists to be with VUP/LODA by 15 June each year;
- Proxy Means Testing of the “Ubudehe” Targeting methodology for validation as to whether the HH are in their real “Ubudehe” categories
- Review of the VUP design to respond to learning and experience;
- Strengthen the targeting mechanism through better design of the Ubudehe database and programme documentation;