

THE REPUBLIC OF RWANDA



LOCAL ADMINISTRATIVE ENTITIES DEVELOPMENT AGENCY (LODA)

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L'AGENCE DE DEVELOPPEMENT DES ENTITES ADMINISTRATIVES LOCALES

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Vision 2020 Umurenge Programme (VUP)

Accelerating sustainable graduation from extreme poverty and fostering inclusive national development

Guidelines for VUP Direct Support Scheme

October, 2016



ACRONYMS

BCC1	Budget Call Circular 1
BCC2	Budget Call Circular 2
CES	Cell Executive Secretary
EDPRS	Economic Development and Poverty Reduction Strategy
NST	National Strategy for Transformation
DS	Direct Support
NSDS	Nutrition Sensitive Direct Support
PwDs	People with Disabilities
LD	Livelihoods Development
IFMIS	Integrated Financial Management Information System
FY	Financial Year
HH	Household
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and evaluation
MEIS	Monitoring, evaluation and information system
MINECOFIN	Ministry of Economic Planning and Finance
MINALOC	Ministry of Local Government
NCPD	National Council for People with Disability
RWF	Rwandan Franc
SACCO	Savings and Credit Cooperative
SES	Sector Executive Secretary
VUP	Vision 2020 Umurenge Programme
MYBR	Mid Year Budget Review
FARG	Fond d'Assistance aux Rescapes du Genocide
RDRC	Rwanda Demobilization and Reintegration commission
NID	National Identification
DEC	District Executive Committee
CMS	Citizen Monitoring System
PTL	Provisional Targeting List



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1. Introduction

The Vision 2020 Umurenge Programme was established in 2008 under the Ministry of Local Government (MINALOC). Originally established as a flagship programme within the first Economic Development and Poverty Reduction Strategy (EDPRS), the VUP remains a key mechanism for the delivery of a range of national targets under EDPRS2 (2013-2018) and realisation of Vision 2020 as well as the National Strategy for Transformation (NST1) (2018-2024). This document provides detailed guidelines on the planning, implementation and reporting of the VUP Direct Support scheme.

2. Overview of the VUP

The purpose of the VUP is to make a critical contribution to the Government of Rwanda's efforts to eradicate extreme poverty, malnutrition and promote socio-economic transformation by **accelerating graduation from extreme poverty and strengthening household resilience**. This will be achieved through the implementation of the VUP's 3 components. The first of these is a **Safety Net component** that provides a mixture of public works and Direct Support (depending on household circumstances). These schemes aim to **protect** households from the most severe forms of poverty and **prevent** vulnerable households from falling further into poverty in the event of life-cycle, economic or environmental shocks.

The Safety Net component also aims to stabilize household assets and income and thereby lay the ground for household participation in a **livelihoods development (LD) component** (second VUP component). The LD component promotes more productive and self-sufficient livelihoods through the provision of: **productive assets; formal skills training; micro-credit, and financial education and coaching** on a wide range of issues affecting livelihoods, and access to **insurance**.

The third component, **Sensitisation, and Public Communications**, 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 agricultural livelihoods, health and hygiene, rights and responsibilities. Sensitisation activities will be delivered through a **caseworker mechanism**, a comprehensive **public communications strategy** and in partnership with other local government departments. This component will revitalize the community mobilization and sensitization elements of VUP and will scale up selected behaviour change communication (BCC) through channels such as radio and other media.

3. VUP Direct Support: key design and implementation principles

- **Geographic targeting:** VUP Direct Support will be implemented in all sectors nationwide.
- **Target group:** the target group for VUP Direct Support are extremely poor, severely labour constrained households.
- **Eligibility criteria:** All extremely poor households in Ubudehe Category 1 with a) no workers and; b) only one worker caring for someone with severe disabilities¹(holding disability card provided by NCPD) or a person with Disability who has not yet been

¹ Severe disability shall cover persons with disability classified in category 1&2 according to the disability classification.



categorized but demonstrating severe disability and approved through community approach.

- **Approach to household targeting:** Validation of household eligibility and size shall be conducted every 3 years through community meetings. Sector Councils shall be responsible for approving the Targeting List on an annual basis. Changes to household composition for existing enrolled households will be processed on an on-demand basis based on requests from households as well as on an annual basis (latest June each year) by the Cell and Village Coordinators. These changes shall also reflect any households that have gained labour during implementation and shall be removed from the eligible list.
- Provisional Targeting List will be generated from the household Ubudehe data and validated by the Cell and Village Coordinators (working in collaboration with local Disability Committees) prior to submission to the Sector Council for final approval.
- **Appeals:** Any appeals from newly eligible households will have to be submitted through the Village General Assemblies for consideration by the Sector Council. If the household is not in Ubudehe Category 1, they must have their Ubudehe classification revised as part of the process of registering for Direct Support.
- If the household is dissatisfied with the decision of the Sector Council, they may escalate their appeal to the District Executive Committee. If still dissatisfied, appellants may submit an appeal to MINALOC or LODA who will work with local governments to investigate and resolve the appeal. However, Districts shall remain the final decision-maker in all cases.
- **Benefits:** Direct Support payments shall vary according to household size as follows:

No. household members	Monthly entitlement ²
1	7,500
2	12,000
3	15,000
4	18,000
5+	21,000

Direct Support benefits shall be reviewed by LODA to ensure they remain sufficient to achieve programme objectives where necessary.

- **Payment process:** Payments shall be made directly to beneficiaries' accounts through formal financial institutions such as Banks and SACCOs. Payments will be made every month and not later than 10 calendar days of the following month. For households who have lost a household member, benefits for that month which they are due, shall be provided in full amount. However, the benefit for the following month shall be adjusted in line with the remaining household members. In the event that a household has lost all the eligible household members, or the eligible households have migrated, payments for those households shall be withheld and returned to the District Accounts within 3 months.

² Direct Support benefit rates for FY2019/2020



- **Sensitisation:** Direct Support beneficiaries shall also benefit from sensitisation delivered by local government staffs, civil society organizations and/or other service providers. These shall be provided on at least semester basis. Where VUP caseworkers are present, DS beneficiaries may also benefit from them.

Compliance with the above design and implementation principles is expected to maximise positive impacts on household food security, investment in livelihood activities and asset accumulation.

4. Planning and budgeting for Direct Support

- The VUP Direct Support scheme shall be the first priority within the VUP and shall be fully funded at all times.
- Budget ceilings for DS shall be set for each sector
- Budget ceilings for VUP's Direct Support scheme shall be estimated by LODA during BCC1 on the basis of:
 - a) 100% coverage of currently enrolled households
 - b) 12 months of payments;
 - c) Anticipated bank charges associated with monthly payments, costs for opening bank accounts for new entrants including other administrative costs such as photography charges etc.
 - d) Household entitlements which shall be set as per the annual guidance issued by LODA.
- Following the issuance of the local government development budget ceiling in each year (BCC2), LODA will inform the districts of the budget ceiling for Direct Support entitlements in each sector. The budget ceiling for DS in each sector will be based on:
 - i. Anticipated number of beneficiaries (as per the recently updated targeting list)³;
 - ii. Annual entitlement value (based on: the size of each eligible HH; the associated monthly payment rate; and 12 months of payments);
 - iii. Anticipated bank charges; costs for opening bank accounts for new entrants including photography charges.
- Districts will enter the budget ceiling into IFMIS in compliance with the budget ceiling.
- By end of June each year, districts will revalidate their DS targeting lists in each sector for the next financial year.
- Final DS budgets for each sector must be entered into MEIS by end of July each year, ensuring that the entered budget complies with the budget ceiling.
- The DS budget should be reviewed at MYBR to ensure it is sufficient to cater for all eligible households (including any households that have become eligible since June). However, Districts should not wait until MYBR to start paying any newly enrolled households.

³ In the event that eligibility policy changes and data on the number of eligible households is not available for budgeting purposes, statistical estimates shall be used to set the budget.



5. Fund requests

- Funds for VUP Direct Support should be requested from MINECOFIN and LODA on a quarterly basis.
- Since the first DS payments of the year are due in July, districts should request funds for the July-September DS payments immediately at the start of the new financial year.
- Districts requesting funds from MINECOFIN should ensure that the DS budget is included in the cash flow plan of the District.
- Districts requesting funds from LODA shall submit the following supporting documents as set out in Box 2.

Box 2. Supporting information for DS fund requisitions

1. Letter of request from District;
2. Sector council minutes approving the eligibility of the target beneficiaries;
3. List of eligible households (as approved by Sector Councils) in MEIS and associated quarterly transfer values

6. Selection of Direct Support beneficiaries

6.1 Eligibility criteria:

Eligibility criteria:

Households eligible for VUP Direct Support must comply with the following eligibility criteria:

- i. In Ubudehe Category 1, AND
 - ii. Contain no workers (no members of the household aged 18-64 years who are able to work), OR
- Only one worker caring for someone with severe disabilities (holding disability card provided by NCPD) or a person with Disability who has not yet been categorized demonstrating the following criteria:
 - ✓ Wheelchairs users; -
 - ✓ PwDs using prosthesis or orthosis and crutches (to support main parts of the body) who needs personal assistance;
 - ✓ Total Hearing and speaking impairments;
 - ✓ Total blind person;
 - ✓ Both upper limbs amputation;
 - ✓ Hemiplegia and tetraplegia, etc;
 - ✓ Mental disability with needy of other person's assistance;
 - ✓ Other PwDs not mentioned above with needy of person's assistant.
- iii. Resident in the Sector for at least 6 months

Notes on definitions:

- Individuals aged 18 years and above who are in full time education shall NOT be considered as 'able to work'.



Eligible households that benefit DS from other organizations should not automatically benefit from VUP Direct Support unless they de-register from the other programs in preference for VUP DS. *(No household/s should benefit from more than one programme that provide direct support with the exception of nutrition sensitive direct support)*

6.2 Overview of DS targeting mechanism

- Targeting for DS shall be conducted through community meetings every 3 years.
- Changes to household composition for existing enrolled households will be processed on a regular and on demand basis based on requests from households as well as on an annual basis by the Cell and Village Coordinators.
- Provisional Targeting List will be validated by the Cell and Village Coordinators prior (working in collaboration with local Disability Committees) to submission to the Sector Councils for final approval.
- The adjusted DS targeting lists should be approved by each Sector Council by the end of June each FY. The approved targeting list must be published at Sector and Cell offices.
- Changes to household eligibility and composition may be entered into MEIS at any time and should certainly be done before the end of each financial year. Any changes that increase budgetary requirements that are made prior to mid-year budget review (MYBR) can be reflected on payrolls immediately. However, any changes that increase budgetary requirements that are made *after* MYBR will need to wait until the new financial year before they are reflected on payrolls.
- Households that become eligible for Direct Support (perhaps due to loss of labour in the household) may submit an appeal any point in the year through their Village General assembly for validation and onward submission to the Sector Council for consideration and approval. If the newly eligible household is registered before mid-year budget review they may start receiving payments immediately (as it will be possible to adjust the budget during MYBR to cater for their entitlements). However, if a new household is registered *after* MYBR, payments will commence in the next financial year.

6.3 Harmonization with government and non-governmental social protection schemes

Any VUP DS-eligible households that contain a member who is enrolled in FARG or RDRC Direct Support schemes should be allowed to benefit from VUP DS. However, they must first un-enroll from FARG/RDRC Direct Support. No household can benefit from more than one government funded DS programme.

Households enrolled in the Nutrition Sensitive Direct Support (NSDS) scheme will remain eligible for VUP Direct Support and shall receive the full VUP DS entitlement.

6.4 Annual targeting and enrolment procedures

Step 1: Targeting list generated from MEIS and sent to each Cell

The provisional targeting list shall be generated from MEIS and sent to the Cell for review.

Step 2: Review of the provisional targeting list at Cell level



The Sector Executive Secretary and his/her staff shall orient the Cell staff on their roles and responsibilities in review of the Direct Support targeting lists. Cell Executive Secretaries should then convene meetings with Village Coordinators and other relevant officials to orient them on VUP targeting procedures and to make any adjustments to the targeting list. Key issues to be considered include:

- i. All households on the list are still resident in the Sector
- ii. Household size data is still correct (i.e. any births, deaths and relocations have been captured)
- iii. Whether the nominated recipient is correct

Step 3: Data entry into MEIS

The Sector should enter targeting data into MEIS immediately after the adjustments to the targeting list by the Cell coordination meeting and before being submitted to the Sector council for approval.

Step 4: Sector Council approves updated DS Targeting List

The updated Targeting Lists should be presented for approval to the Sector Council by the Sector Executive Secretary. The decisions of the Sector Council should be documented using the approved '**Sector Council Direct Support Targeting List and Validation Meeting Minutes**' format provided in **Annex 10.2 and 10.4 respectively**. This must be completed before end of June each year at the latest. The approved targeting list should also be submitted to the District for future reference.

N.B: Personal data for any newly eligible households should be collected. If beneficiaries need support to open a SACCO/Bank account, the Sector should do so and the **Bank/SACCO account details for all beneficiaries/recipients should be added to the Targeting List format. The same, beneficiary/recipient NID number should be added on targeting list so as to serve as a basis for MEIS data entry and avoid any potential inclusion-exclusion errors.**

7. Appeals and complaints principles and procedures

Any household in Ubudehe Category 1 that believes they have been incorrectly excluded from Direct Support should appeal, in the first instance, through the Village or Cell General Assembly.

In the event that the Village/Cell General Assembly meeting endorses the appeal, the appeal should be documented on a **VUP Appeals and Complaints Form (Annex 10.5)** and submitted to the Sector administration for onward communication to the Sector Council. Once an appeal has been approved by the Sector Council the household may be registered in MEIS. If the household is currently in Ubudehe Category 2 or above, the households Ubudehe category should also be revised to Category 1 at this point. Payments to such households should commence after their classification to meet eligibility criteria (Ubudehe Cat 1) has been confirmed by the competent authority.

However, if the Village/Cell General Assembly refuses to endorse an appeal, the household may still submit a formal appeal to the Sector Council. In this case, a VUP Appeals and Complaints Form should be prepared and submitted through the Sector administration for consideration by



the Sector Council. If the Sector Council approves the appeal, the household should be enrolled in Direct Support in the MEIS.

Any appeals rejected by the Sector Council may also be escalated by the appellant to the District Executive Committee through the Vice Mayor in Charge of Social Affairs. The DEC shall be responsible for working with Sector authorities to review all such cases and ensure that an appropriate decision is taken.

In the event that a household is dissatisfied with local government decision-making, they may submit a complaint to MINALOC or LODA. In such cases MINALOC/LODA will work with local governments to investigate the case and ensure that an appropriate decision is taken. However, the final authority on targeting decisions shall remain with the Sector Council.

Members of the public may also submit complaints on other issues related to the VUP Direct Support scheme to LODA through the Citizen Monitoring System (CMS). All complaints received by LODA shall be logged, investigated and responded to.

8. Payment principles and procedures

8.1 Payment principles

- DS beneficiaries shall receive their full annual entitlement. In the event of delays to the annual validation of the targeting list, validated households shall receive payments based on the date the Sector Council approved the targeting lists;
- Payments must be made through formal financial institutions (e.g. SACCOs and Banks);
- Payments must be made directly from District accounts to individual beneficiaries' accounts. Funds should not flow through Sector local government accounts.
- DS payments should be processed in MEIS by District staff each month.
- Funds for DS payments must be transferred to SACCO or other financial institutions; Beneficiaries should ideally be able to access their monthly transfers within the month for which they are due and certainly not later than 10 calendar days after the end of that month.
- Beneficiaries who cannot travel to their bank/SACCO branch to access payments or who are not allowed to open their own accounts (e.g. those under 18 years of age) may authorise a trusted representative to collect the money on their behalf. This should be recorded in the **Minutes of the Annual Targeting List Validation Meeting** as per **annex 10.2**.
- No deductions whatsoever shall be made from VUP DS payments during the payment process; However, for households who have lost a member, full payment shall be made based on the household size, but adjusted the following month based on the remaining household members.
- Districts should pay all enrolled beneficiaries from the start of each financial year, ensuring that all enrolled households receive their full entitlement (either 12 months or from the date of enrolment depending on circumstances).
- Household entitlement should be calculated using the following formula:



No. household members	Monthly entitlement ⁴
1	7,500
2	12,000
3	15,000
4	18,000
5+	21,000

- In the event that a household has lost all the eligible household members, or the eligible households have migrated, payments for those households shall be withheld and returned to the District Accounts within 3 months.
- The adequacy of Direct Support household entitlement values shall be reviewed annually by LODA and revised if necessary.

- **8.2 Payment procedures**

Step 1: Sector staff creates payroll and payroll order from MEIS and forward to District Staff for approval

Step 2: Director of Social Development Submit the approved payroll order to District Finance department.

Step 3: District Finance department transfers funds to SACCO/ Financial Institutions


Step 4: SACCO/ Financial Institutions transfer funds to beneficiaries' accounts

9. Coordination and reporting requirements

Direct Support should be integrated into the agenda of the monthly Cell, Sector and District-level coordination activities to allow effective escalation of issues between coordination levels and monitoring of resolution of issues arising.

Sectors should incorporate VUP Direct Support into their general quarterly reports to the Districts. Districts should report on a quarterly basis to LODA.

Done at Kigali on.....2.8...OCT...2019.....


NYINAWAGAGA Claudine
Director General/ LODA



⁴ Direct Support benefit rates for FY2018/19

10. ANNEXES

10.1 Cell General Assembly Minutes Format for Annual Direct Support PTL Validation Meeting

DISTRICT:						
SECTOR:						
CELL:						
DATE OF VILLAGE/CELL GENERAL ASSEMBLY MEETING:						
LOCATION OF THE MEETING:						
TOTAL NUMBER OF PARTICIPANTS IN MEETING			(Female.....Male.....)			
TOTAL NUMBER OF HHS CONFIRMED AS ELIGIBLE FOR DIRECT SUPPORT						
NAMES OF ANY ELIGIBLE HOUSEHOLDS NOT ON PROVISIONAL TARGETING LIST:						
No	Village	HH head name	Sex	NID Number		Reason for selection
Notes (please provide further details of justification for inclusion of households not on the PTL or exclusion of households on the PTL)						



NAMES OF ANY ELIGIBLE HOUSEHOLDS FORCED OUT ON PROVISIONAL TARGETING LIST:

NOMINATIONS OF HOUSEHOLD REPRESENTATIVES

The following households are unable to collect Direct Support payments themselves and have nominated trusted representatives

Name of HH Head	NID number of HH head	NID number of nominated representative

Prepared by:

Name: _____ Signature: _____ Date: _____

Village Coordinators' endorsement:

Name of coordinator	Name of village:	Signature:

Please ensure the annotated PTLs from the Cell General Assembly Meetings are annexed to this minute



10.2 Sample DS Provisional Targeting List

Village Name	First Name HH Head	Last name HH Head	Sex HH head	NID HH Head	HH size	CGA targeting decision YES/ NO	Corrected HH size	Bank/SACCO Account Number	Approved by Sector Council (YES/NO)
A village name	SAVELINE	NYIRANKURIZA	F	1193770003685013	1	YES			YES
A village name	FIDELE	NDAYISABA	M	1198480063402005	2	YES	3		YES
A village name	ASIEL	SEKAMANDWA	M	1196480023021082	3	YES			YES
A village name	EMMANUEL	NKUNDABASHAKA	M	1193580004468036	2	YES			YES
A village name	VESTINE	NYIRAMINANI	F	1195870018897003	4	YES			NO
A village name	COSTASIE	NYIRAROMBA	F		5	NO	4		YES
A village name	ASSIEL	MUSERUKA	M	1193080004263015	1	YES			YES
A village name	ETIENNE	NDAGIJIMANA	M	1195380012591093	2	YES			YES



A village name	VINCENT	MUTABAZI	M		5	YES		YES
A village name	THERESE	NYIRANZIZA	F	1194670006502097	3	YES	2	YES
A village name	ETIENNE	NDAGIJIMANA	M		2	NO		NO
A village name	DANIEL	NAKURE	M		3	YES		NO
A village name	VENUSTE	BARABWIRIZA	M	1196280024758033	2	YES		YES
A village name	DANIEL	BANGANIRORA	M	1197380031956027	2	NO	1	NO
Prepared by (name):				Signature:		Date:		
Number of households approved by Sector Council on this sheet:				Signature of Sector Council Chairperson:				



10.3 Guidelines for community orientation on VUP Direct Support

The following issues should be covered during the Cell General Assembly meeting to orient communities on the Direct Support scheme.

Purpose of Direct Support: to protect households with no labour from extreme poverty and food insecurity

Eligibility criteria: Households in Ubudehe Category 1 with either a) no workers (people aged 18-64 years who are able to work and not in full-time education) or b) only one worker caring for someone with severe disabilities.

Targeting process:

- Public targeting exercise to be conducted every 3 years
- Cell and Village staff to review targeting lists annually to ensure they are up-to-date
- Sector Council to approve the list of eligible HHs every year
- Households that become eligible for Direct Support within the year may be enrolled with approval of the Sector Council.

Appeals and complaints:

Any household that feels they have been incorrectly excluded from DS may appeal in the first instance to the Sector Council through the Cell and Sector administration. If anyone remains dissatisfied with the Sector Council's decision he/she may appeal to the District Executive Committee through the Vice Mayor Social Affairs. If she/he remains dissatisfied he/she may complain to MINALOC or LODA who will review your case with local government.

Households should feel free to complain about any other aspect of the VUP that they are unhappy with. Complaints may be submitted to the Sector in the first instance but may be escalated to the District, MINALOC or LODA if necessary.

Payments

Timely payments shall be made directly to beneficiaries' accounts through formal financial institutions such as Banks and SACCOs. Payments will be made every month and not later than 10 calendar days of the following month.

The VUP will cover all SACCO administrative costs including account opening and monthly withdrawal charges

Beneficiary responsibilities

- Use funds for the welfare of their families
- Participate in quarterly sensitization activities
- Nominate a trust-worthy representative to collect money on their behalf where necessary



10.4 Minutes format for Sector Council meeting to approve annual DS Targeting List

DISTRICT:						
SECTOR:						
DETAILS OF VUP DIRECT SUPPORT NOMINATIONS AND APPROVALS						
Cell name	No. of HHs Nominated at Cell Level			No. of HHs approved by Sector Council		
	Female-headed HHs	Male-headed HHs	Total	Female-headed HHs	Male-headed HHs	Total
DETAILS AND JUSTIFICATION FOR ANY CHANGES MADE TO THE PROVISIONAL TARGETING LISTS RECEIVED FROM CELLS						
Done at:				Date:		
Secretary:				Sector Council Chairperson:		
Name:				Name:		
Signature:				Signature		

These completed minutes should be forwarded to the District along with the approved adjusted Targeting Lists ensuring each page is signed by the Sector Council Chairperson.



10.5 VUP Appeals and Complaints Form

Section 1: Appellant / Complainant Details

Appeal/complaint number											
Appeal or complaint (circle):	Appeal					Complaint					
Name of appellant / complainant:											
Name of household head (if different to above):											
Sex of appellant / complainant:	M / F										
Ubudehe Household number:											
NID of HH head:											
Village:											
Cell:											
Sector:											
District:											

Section 2: Details of Appeal / Complaint

Date of appeal / complaint submission to Cell:
Description of appeal / complaint:

Section 4: Appeals / Complaint Decision

Decision (level 1):		
Name:	Signature:	Date:



Position:		
Decision (level 2):		
Name:	Signature:	Date:
Position:		
Decision (level 3):		
Name:	Signature:	Date:
Position:		
Decision (level 4):		
Name:	Signature:	Date:

