

REPUBLIC OF RWANDA



MINISTRY OF LOCAL GOVERNMENT
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COMMUNITY DEVELOPMENT POLICY

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TABLE OF CONTENTS

ABREVIATIONS AND ACRONYMS.....	ii
EXECUTIVE SUMMARY	3
1 Justification for a Revised Community Development Policy.....	4
1.1 Introduction.....	4
1.2 Progress.....	5
1.3 Challenges.....	5
1.4 Opportunities.....	6
1.5 Recent government initiatives.....	7
2 Vision, Mission, Scope and Objectives of the Community Development Policy	9
2.1 Vision and Mission	9
2.2 Scope and objectives.....	9
3 Implementation Framework for the Community Development Policy	11
3.1 Principles guiding the implementation of Community Development	11
3.2 Community Development Processes	14
3.3.1 Key International and National Programmes.....	14
3.3.2 Contributions to Community Development Objectives.....	15
3.4 Legal and Institutional framework.....	16
3.4.1 Legal framework.....	16
3.4.2 Institutional framework.....	17
4 Monitoring and Evaluation	23
4.1 Monitoring and Evaluation Framework.....	23
4.2 Community Development Policy M&E system	23
Bibliography.....	26

ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immuno-Deficiency Syndrome
CBO	Community Based Organization
CBGs	Community Based Groups
CDC	Community Development Committee
CDF	Common Development Fund
CEPEX	Central Public Investment and External Finance Bureau
CG	Central Government
CRC	Citizen Report Cards
CSC	Community Score Cards
CSO	Civil Society Organization
DIP	Decentralisation Implementation Programme
DDP	District Development Plan
DP	Development Partner
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Enquête Intégrale des Conditions de Vie des Ménages
GoR	Government of Rwanda
HIMO	Haute Intensité de Main-d'œuvre (Labour Intensive Public Works)
HR	Human Resource
ICT	Information and Communication Technology
JADF	Joint Action Development Forum
LG	Local Government
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MIJESPOC	Ministry of Youth, Culture and Sports
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Commerce and , Industry
MINIJUST	Ministry of Justice
MININFRA	Ministry of Infrastructure
MINISANTE	Ministry of Health
MINITERE	Ministry of Lands, Forestry, Environment, Water and Mines
MIS	Management Information System
NEPAD	New Partnership for Africa's Development
NDIS	National Decentralization Implementation Secretariat
NDP	National Decentralization Policy
NEC	National Electoral Commission
NGO	Non Governmental Organization
NIS	National Institute of Statistics
NTB	National Tender Board
PRSP	Poverty Reduction Strategy Paper
RALGA	Rwandese Association of Local Government Authorities
RDSF	Rwanda Decentralization Strategic Framework
SME/SMI	Small and Medium Enterprises / Industries
VAT	Value Added Tax
VUP	Vision 2020- <i>Umurenge</i> Program

EXECUTIVE SUMMARY

This revised Community Development Policy aims to mobilise and empower the Rwandan community to exercise its powers in decision making in order to promote its development, commensurate with the progress of decentralization. The policy is formulated in response to the challenges the community still confronts: extreme poverty, illiteracy, a culture of deference to authority and the widespread use of traditional farming methods which constrain significant sustainable development.

In this policy, the GoR envisages *a community that is organised, self motivated, hardworking, forward-looking, and has the ability to exploit local potential with innovations geared towards sustainable development.* The GoR identifies the *Umudugudu* as the core formal community and focus of the policy.

The mission of the Community Development Policy is to *“ensure effective and sustainable participation of the community in its own development, in order to achieve poverty reduction and self-reliance based on the sustainable exploitation of available resources”.*

The objectives of community development are multi-dimensional, embracing the three main spheres of development: political/administrative, economic and social.

The main guiding principles for policy implementation are: grassroots community participation, exploitation of local potential, promotion of commerce, continuous improvement, enhancing a culture of transparency and accountability and common benefit.

The policy implementation framework is anchored on the ubudehe process and relies on cooperation and harmonization between formal and informal communities, the private sector, the civil society, international and national organizations, and central and decentralised government institutions. Cooperation will be further enhanced through the Joint Action Development Forum (JADF) which was approved by the cabinet on 11th April 2007, the sector joint action forum and the Itorero Development Advisory Committees to be instituted at the cell level. These forums will harmonise the working relations amongst the development actors in both Districts and Sectors.

The policy is, by nature, an instrument of the National Decentralization policy, the 7-year National Political Programme (2003-2010), EDPRS (2008-2012), MDGs, Vision 2020 and NEPAD. Through mobilisation and sensitisation of the community, the policy will also reinforce and integrate the policies of key line Ministries especially (MINAGRI, MINITERE, MININFRA, MINISANTE, MINICOM, MIFOTRA, MINEDUC, MIJESPOC and MIGEPROFE) to implement their sector programmes in a co-ordinated manner to meet the needs of the community. It will reinforce the implementation of a range of ongoing policies and programmes to be managed and monitored primarily at sub- district levels (e.g. Umuganda, Cooperatives, Microfinance and HIMO).

Finally, the policy clarifies the legal and institutional framework of community development and the performance framework for continuous monitoring and evaluation of community development indicators.

1 Justification for a Revised Community Development Policy

1.1 Introduction

The Community Development Policy was adopted by the Cabinet of the Government of Rwanda (GoR) in March 2001 with the overarching goal of *“ensuring effective and sustainable participation of the community in its own development, in order to achieve poverty reduction and self-reliance based on the sustainable exploitation of available resources”*.

Together with the Fiscal Decentralization Policy, also adopted in March 2001, the Policy aims to reinforce the implementation of the national policy of decentralization, which was adopted in May 2000 and revised in 2005. The principal objective of the Community Development Policy is to foster the public participation in policy and decision making processes in a bid to turn around the centralistic development approach that had previously characterised the country.

The Community Development Policy promotes the engagement of the Rwandan community in actions to:

- Analyze their environment;
- Define their individual and collective needs and problems;
- Define their individual and collective potentials;
- Design individual and collective plans to meet their needs and solve their problems in a prioritised manner;
- Implement those plans by drawing from the resources of the community;
- Add to those resources if necessary, with support services and resources from government or private organs or any other stakeholders outside the community;
- Monitor and evaluate the implementation of the plans;
- Sustain the activities and make them productive.

The Ministry of Local Government (MINALOC) is responsible for the design and effective implementation of the policy and the explicit link to the decentralisation policies which inform it.¹

With the first phase of the decentralization process coming to an end and with the adoption of new government policies, it is necessary to revise the Community Development Policy to ensure harmony with current initiatives. The rest of this chapter outlines the progress, challenges and opportunities for community development and outlines recent policy developments which provide the new context for the revised community development policy. Chapter 2 provides the vision,

¹ MINALOC was created in February 1999 as the Ministry of Local Government and Social Affairs and renamed in 2003 and in 2008.

mission and objectives of the revised Policy. Chapter 3 sets out the implementation framework and Chapter 4 outlines the strategy for monitoring and evaluation.

1.2 Progress

An assessment of progress in implementing the Community Development Policy in the first phase of decentralization shows significant achievements. Community development administrative structures were established from the Cell up to the District level².

The policy contributed to the establishment of Community Development Committees (CDCs) through democratic elections and the development of District Development Plans (DDPs) that reflect the prioritised needs of the population. The DDPs provide a sound framework for resource mobilisation from government and development partners and mesh with the core national development strategies – Vision 2020 and EDPRS..

The Common Development Fund (CDF) was created to fund local government development initiatives. In order to stimulate the utilisation of local resources to develop public assets, a vast programme of Labour Intensive Public Works (LIPW/HIMO) was adopted and attached to the CDF. The Ubudehe approach the counterpart strategy to mobilise the population to alleviate their own poverty. Ubudehe is active the cell level and will continue to be implemented at the Umudugudu level.

1.3 Challenges

High population density, combined with Rwanda's steep terrain and a lack of intensive farming practices, have all served to create immense pressure on the country's land and natural resources. Inadequate food is a particular problem with the majority of poor Rwandans living in rural areas. Poverty still prevails, although at a decreasing rate, and Rwanda remains one of Africa's poorest countries. Per capita income was estimated at \$US 281 in 2006 and 56.9% of the Rwandan population are still poor, while 36.9% survive in conditions of extreme poverty.³ Multiple factors contribute to this situation, including low agricultural productivity, leading to poor yields for major crops, population pressure on arable land, poor agricultural marketing in rural areas, rural unemployment and underemployment, lack of savings and investment in rural households and weak environmental conservation practices.

Rwanda still faces enormous challenges stemming from its turbulent history and the 1994 genocide. The genocide swelled the ranks of vulnerable groups such as widows or women whose husbands are in prison; recently freed prisoners; unskilled and unemployed youth and people with disabilities; and created new ones, such as households headed by children; landless farmers; elderly people taking care of their surviving relatives who are minors. The four decades leading up to the genocide saw much of

² The hierarchy of local government in Rwanda is organised from the Village (Umudugudu) level, through Cell (Akagari), Sector (Umurenge) and up to the District level.

³ Government of Rwanda (2007) Economic Development and Poverty Reduction Strategy.

Rwanda's socio-cultural capital destroyed. A culture of deference to authority was fostered, mistrust between communities took hold and individual or collective entrepreneurship had very limited space in which to express itself.

These are all areas where the Community Development Policy can make a real difference.

The Rwandan decentralization process is still in its infancy and evolving amidst other important GoR reforms. Given these circumstances, a number of implementation challenges have been encountered:

- **The rapidly changing environment** has contributed to an imbalance between stakeholders' expectations created by decentralization policies and real capacities at the local level to deliver. Human resources at local government level, although academically qualified, require management tools, such as procedural manuals, and the requisite experience to handle the increasing demands from various stakeholders and communities.
- **Transfers from Central Government can be unpredictable:** There is a need for greater predictability of financial flows to local governments. The current fluctuations in financial flows make it difficult for local governments to execute their planned programmes efficiently. There also needs to be greater clarity on the formulae for the allocation of sectoral transfers and a more predictable schedule of transfers against DDP budgets and accounts.
- **Poor transparency and accountability of funds utilised at local government levels:** The increasing volume of funding to local governments calls for a corresponding reinforcement of the financial management system in order to promote transparency and accountability to the public.
- **Weak coordination and harmonization** of interventions remains a challenge at all levels of Government. It is therefore important to reinforce and streamline the legal, policy and planning frameworks for the purpose of improving cross-sector coordination and implementation. Efforts are currently being made in this regard through the Vision 2020-Umurenge and the Integrated Development Programmes – which are frameworks for integrated multi-sectoral inventions.
- **Weak monitoring and evaluation system:** Data collection and information management at both central and local levels needs to be improved to enable evidence-based decision making and continuous performance improvement.

1.4 Opportunities

Despite these challenges, the community development policy builds on the following specific opportunities:

- **Political will and strong support by stakeholders:** The second phase of decentralization policy implementation has been strongly supported at the political level, as well as by communities and other stakeholders including development partners. The GoR has steadily shown strong commitment to the implementation of the decentralization policy by reinforcing people's participation and involvement in decision-making processes and development interventions

- **Increasing capacity at the grass-roots level:** Local government's (LG's) role in sectoral policy formulation has been strengthened and delivery of services reinforced through LG capacity development programs, increased intergovernmental fiscal transfers and enhanced support from the Common Development Fund (CDF).
- **Improved Coordination Mechanisms:** GoR has developed and reinforced mechanisms for coordination and harmonization of interventions in decentralization implementation. They include the cluster mechanism at central level and the Joint Action Development Forum (JADF) at local level. The relationship between JADF and the Community Development Committees (CDCs) also reinforces LG capacities to assess, plan, implement, monitor, evaluate and harmonise development vision and plans.
- **Emerging community-based development initiatives:** Mechanisms for complementary support to development initiatives are increasingly being introduced. The Vision 2020-Umurenge program as well as other pilot initiatives relating to Millennium Development Goals (MDGs) are reinforcing integrated local development efforts toward country-wide attainment of MDGs and the Vision 2020 targets. The Vision 2020-Umurenge program provides a significant opportunity to link decentralization with social protection programs and effective poverty reduction. Successful implementation of decentralization has benefited from integration of Rwandan cultural values, which linked decentralization with home-grown initiatives such as Umuganda (community works), Gacaca (community courts), Ubudehe (community assistance) and Abunzi (community mediation), This has greatly enhanced ownership and the active participation of the communities.
- **Establishing community at Umudugudu level:** The shifting of a structure from cell level to Umudugudu level poses yet another strong opportunity for community mobilization and empowerment. Moreover, programmes such as Ubudehe and Umuganda are not only poverty reduction strategies but also tools for community mobilisation, empowerment and confidence-building.

1.5 Recent government initiatives

With the significant achievements registered in the first phase of decentralization, the Government of Rwanda recognises decentralization as a dynamic process and is keen to up-date its policies in the context of a rapidly changing environment. Since the implementation of the Community Development Policy, the Government has undertaken several reforms aimed at satisfying the various needs of its people and empowering them to take charge of their livelihoods. In this regard, it is imperative to update the Policy to respond to the reforms, evolutions and development initiatives in place. These include:

- **Administrative Reform:** The administrative reform of 2005 established Umudugudu as the basic administrative level to enhance community mobilisation and data collection, while some of the services formerly delivered at District level were decentralised to the Sector (Umurenge) level.

- **Evolution of the Ubudehe process:** Community Development is anchored on the Ubudehe process (this is further explained in section 2). During the first phase of decentralization, the Ubudehe process operated at Cell level. It has now moved to the Umudugudu level.
- **Vision 2020-Umurenge:** In March 2007 the Vision 2020-Umurenge initiative was launched by His Excellency the President of the Republic of Rwanda in order to enhance the attainment of the Vision 2020 objectives. Thirty Sectors (one per District) characterised by extreme poverty have been identified for piloting the strategy. To reinforce the Vision 2020-Umurenge initiative, an integrated development program has also been established to implement the VUP while at the same time promoting specialised production in all Districts based on their comparative advantage.
- **New sectoral policies:** The Community Development Policy must be aligned with the new sectoral policies such as on Employment, Microfinance, Education (including vocational training), Health and Water.
- **Other development initiatives:** The Rwanda Decentralisation Strategic Framework (RDSF), Mutuelle de Santé scheme, Parent-Teachers' Associations (PTAs), Water Committees, Health posts at Umurenge level and Joint Action Development Forum are important development initiatives at local level which need to be integrated into the Community Development Policy.

The revised Community Development Policy integrates these new developments as well as reinforces and streamlines the legal and institutional framework for the purpose of improving cross-sector coordination and implementation of community development initiatives. The policy also aims to institutionalise a better process of monitoring and evaluation to ensure better evidence-based policy-making.

2 Vision, Mission, Scope and Objectives of the Community Development Policy

The revised Community Development Policy aims to mobilise and empower the Rwandan community to exercise its powers in decision making in order to promote its development, commensurate with the progress of decentralization. The policy, among other things, takes into account the challenges the community is still confronted with extreme poverty, illiteracy, environmental degradation, widespread use of traditional farming methods, a culture of deference to authority and weak collaboration which all constrain development.

2.1 Vision and Mission

In this policy, the GoR envisages *a community that is organised, self motivated, hardworking, forward-looking, and has the ability to exploit local potential with innovations geared toward sustainable development.*

The mission of Community Development Policy remains to *“ensure effective and sustainable participation of the community in its own development, in order to achieve poverty reduction and self-reliance based on the sustainable exploitation of available resources”.*

2.2 Scope and objectives

Community Development is essentially about building the capacity of the community to solve its own problems.

Community operates at different levels, both formal and informal. The core formal community addressed in this Community Development Policy is the *“Umudugudu”*. Imidugudu are aggregated to form the cell (Akagari) community, then the sector (Umurenge) community, district (Akarere) community and ultimately the Nation of Rwanda community. But the Policy also recognises that there are other more informal communities within these jurisdictions beginning with the family and broadening to include youth, women, kin, religions, civil society and private sector, all of which contribute to and form of the larger community.

A given community consolidates efforts under the prevailing socio-economic conditions to better its standard of living, through increased economic output, improved public services and enhanced security, participation and voice.

The objectives of community development are thus defined multi-dimensionally, embracing the three inter-linked spheres of development: economic, social and governance as outlined in the table below.

Key Community Development objectives	Examples of activities and outputs
Economic Development	<ul style="list-style-type: none"> Individual and community promotion of commerce and income generation Building community/shared productive assets; manpower, natural resources, infrastructure Co-operative income generation – agriculture and off-farm activity plus access and accountability of finance Community engagement in ecosystem rehabilitation and conservation
Social Development	<ul style="list-style-type: none"> Community access, maintenance and monitoring of health and education services Community access and participation in sports Community access and participation in cultural events Community access and participation in spiritual development Community access and participation in social welfare assistance / responsibility (in kind or cash) for vulnerable citizens
Good Governance	<ul style="list-style-type: none"> Community leadership and engagement in leadership development Community participation in local and national elections Community participation in local and national planning and budgeting Community participation in monitoring and evaluation of service delivery, utilisation of public resources and service delivery innovation Community participation in assuring internal security Community participation in accountability and justice systems

The policy provides a framework that is relevant and adaptable for both rural and urban communities.

3 Implementation Framework for the Community Development Policy

This chapter is divided into two sections. The first outlines some guiding principles for Community Development and demonstrates how different processes and programmes contribute to achieving the economic and social objectives of the policy. The second articulates the organizational and legal framework for implementation of the policy and contributing programmes.

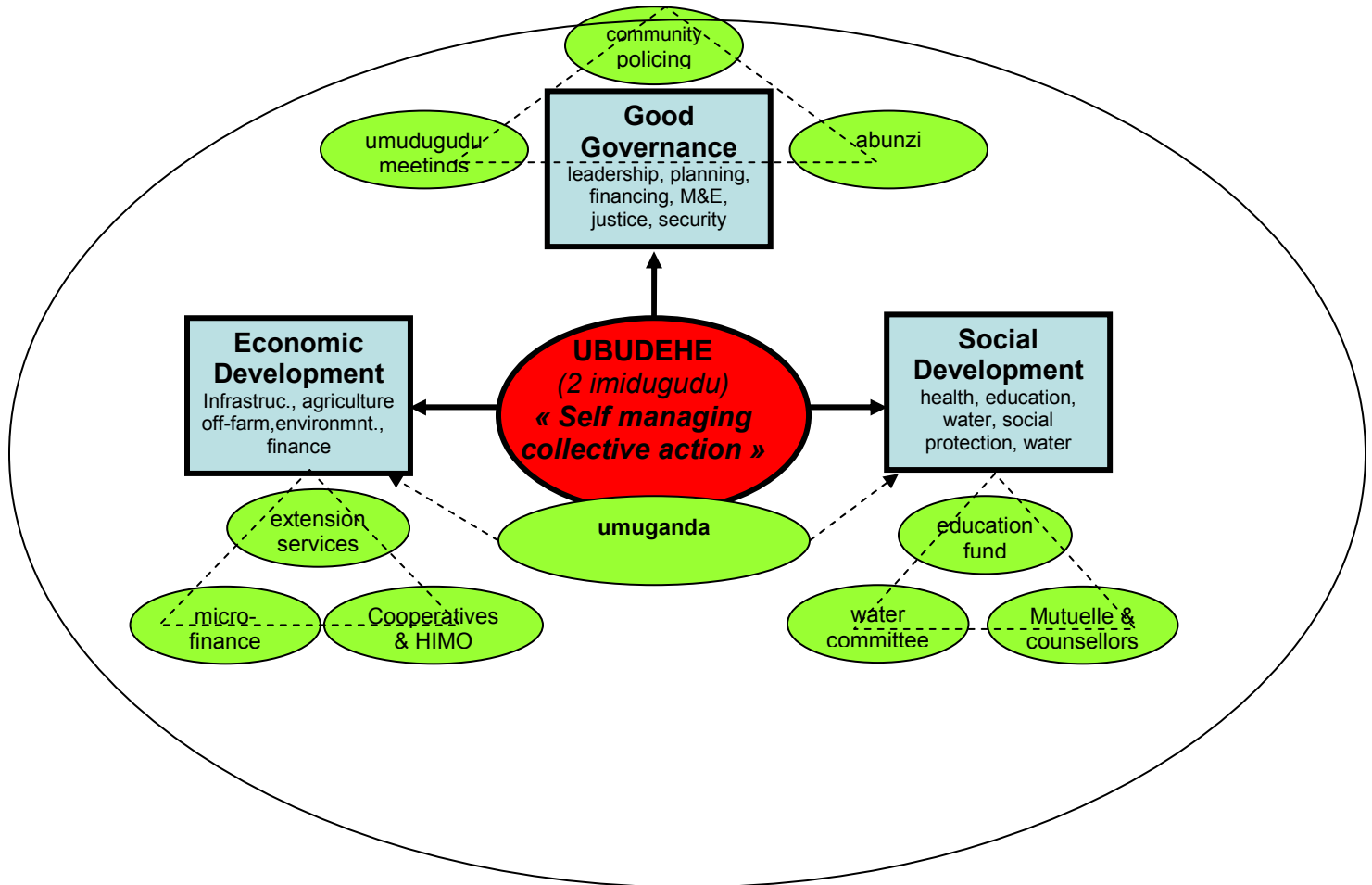
3.1 Principles guiding the implementation of Community Development

The guiding principles for the Community Development Policy include:

- **Community participation:** Local communities hold the key to sustainable development. They have the capacity to take charge of their own development and hence their effective participation is indispensable. Participation should be mobilised and concentrated at the lowest operational–Umudugudu level.
- **Common benefit:** Communities should invest in projects which are productive and beneficial to a large proportion of the public employment and contribute to the improvement of the lives of the most deprived.
- **Exploitation of local potential:** Communities should first deploy locally available socio-economic and cultural resources, including mobilization of capital and savings to solve their problems, and seek external resources to build on these and fill the gaps where necessary.
- **Enhancing a culture of transparency and accountability:** The community development policy promotes horizontal and vertical accountability between state and citizens and active oversight of all development programmes by communities at various levels.
- **Autonomous management at local government level:** Local governments need to be given the space they need to manage their own community development programmes within the national frameworks. Further fiscal decentralization, including enhancing local tax collection will facilitate this process. The role of partners should be complementary and aimed at empowerment, guidance, follow up and harmonisation of procedures.
- **Promotion of Commerce:** Income poverty afflicts much of Rwandan society. Therefore promoting a culture of commerce and encouraging commercial activity individually or collectively at the community level is a core principal of the community development policy.
- **Collaboration between sectors and partners:** This will promote efficient integrated community development and co-ordinated monitoring of activities and outcomes at Umudugudu, Cell and Sector levels.

3.2 Community Development Processes

Community development draws on the traditions, norms and rules that underpin how people relate with one other. In Rwanda this social capital has been harnessed and developed into the “Ubudehe” (local collective action) process which now operates at the Umudugudu level. The diagram below shows how various community level processes, anchored on the ubudehe principles, work together to enhance the three core dimensions of community development in collaboration with local government authorities. These are further explained in the paragraphs below.



3.2.1 The Ubudehe process involves Government ensuring that every umudugudu has access to some funds to engage in collective action to solve one local problem of their choosing. The process creates opportunities for people at the umudugudu level to interact with one another, share views and create institutions of their own which assign duties, benefits, responsibility and authority. The role of Government in the process is as an enabler (not as a patron), providing an environment for the socio-cultural rights and obligations of citizens towards one another to be reinforced. The process puts into operation the principles of citizens' participation through local collective action and seeks to strengthen democratic processes and governance starting from the people's aspirations, abilities and traditions.

3.2.2 The process involves trained facilitators assisting the community to do the following:

- Determine household poverty profile as they themselves perceive it;
- Examine / determine the causes of poverty and its consequences;
- Draw up the social map – i.e. names of the heads of households, their social categories, the development infrastructure, materials of each house etc;
- Identify and analyze the problems facing the community and determine priority problems to be addressed first;
- Plan the activities and resources required to address the prioritised problems;
- Put in place a system to manage the identified collective action(s);
- Submit action plans to evaluate whether the retained strategies are the best to solve identified problems;
- Elect the management committee which will approve the execution of projects earmarked for collective action;

3.2.3 Data on the all the problems identified and prioritised, solutions proposed and outcomes are aggregated at cell, sector and district level and used to inform wider Government interventions for community development and for lesson learning .

3.2.4 Other formalised community processes use the ubudehe principles to address community needs. Umuganda for example is another core process of collective community action. The umudugudu is mobilised once a month (currently the last Saturday of every month at national level and every week at local level) to clean and maintain community infrastructure and the environment. Subsequently the umudugudu assembles for a general meeting to discuss national and local issues (for social and economic development).

3.2.5 The Ubudehe process facilitates a range of other community processes and services at the umudugudu level. These include:

- Abunzi - or mediators – who voluntarily work to improve community self governance by resolving disputes and conflicts.
- Community policing – involving collaboration between residents and police to prevent, monitor and report crime.

- Health counsellors – two in each umudugudu (man and woman) to enhance health care awareness and provision of primary healthcare services.
- Water committees – to oversee provision of sufficient clean drinking water for every household.
- Education fund – community contribution to education for destitute children.
- Mutuelle de santé – community contributions to health insurance scheme.
- Extension services – community support for good farming practices – agriculture and livestock development.
- Co-operatives – joint capital for commercial activity.
- Micro-finance – individual or joint access and accountability for credit.
- HIMO – government sponsored labour-intensive public works to develop community infrastructure through monetisation of rural areas.

3.3 Programmes Contributing to Community Development

The Umudugudu level community processes outlined above reinforce broad-based Government programmes articulated at the national level. The paragraphs below provide a summary of the key national programmes that contribute to community development and highlight the sectoral policies and programmes that currently contribute to each of the three community development objectives.

3.3.1 Key International and National Programmes

- **Millennium Development Goals (MDGs):** There are eight MDGs, adopted by the United Nations General Assembly in 2000, which are as follows: eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health; combat HIV/AIDS, malaria, and other diseases; ensure environmental sustainability; develop a global partnership for development. Each goal has a set of targets and indicators.
- **New Partnership for Africa's Development (NEPAD).** The NEPAD agreement was adopted in July 2001 by African Heads of State and Government to develop values and monitor their implementation within the framework of the African Union. NEPAD's four primary objectives are to eradicate poverty, promote sustainable growth and development, integrate Africa in the world economy, and accelerate the empowerment of women. It is based on underlying principles of a commitment to good governance, democracy, human rights and conflict resolution; and the recognition that maintenance of these standards is fundamental to the creation of an environment conducive to investment and long-term economic growth. NEPAD seeks to attract increased investment, capital flows and funding, providing an African-owned framework for development as the foundation for partnership at regional and international levels. The community development policy complies with NEPAD framework and serves as a tool to enhance the attainment of NEPAD objectives.
- **Vision 2020:** The Pillars of Vision 2020 are: i) the reconstruction of the nation and its social capital; ii) the development of a credible and efficient state governed by the rule of law; iii)

human resource development in line with our objective of turning Rwanda into a prosperous knowledge-based economy; iv) development of basic infrastructure, including urban planning; v) development of entrepreneurship and the private sector; and vi) development of agriculture and animal husbandry. A set of targets and indicators correspond to these pillars.

- **The 7-Year National Political Programme (2003-2010):** This has its origins in the society project which the President of the Republic proposed to the Rwandan people during his electoral campaigns of 2003. The programme is geared towards improving the welfare of the population through community mobilization, strengthening of governance, improved justice and economic development. These objectives can only be attained with a framework of guidelines for engaging community members in the development process.
- **Economic Development and Poverty Reduction Strategy (EDPRS):** EDPRS, which was launched in 2007, provides a comprehensive analysis of the causes of poverty and focuses on three flagship programmes for cross-sectoral coordination: i) Growth for Jobs and Exports; ii) Vision 2020-Umurenge; and iii) Governance. The Community Development Policy offers a framework for how the development goals of the EDPRS can be attained with community as the major stakeholder.
- **Integrated Development Programme (IDP):** The IDP is implementation frameworks for significant components of the EDPRS which will be implemented almost exclusively at the local community levels and engage a wide range of stakeholders. It draws together the Vision 2020 Umurenge programme, elements of the programme on Growth for Jobs and Exports – to fast-track growth from high potential areas – and part of the Governance programme on leadership development.
- **The Rwanda Decentralization Strategic Framework (RDSF).** RDSF is the overall framework of reference for current and future interventions in Rwanda. It is an important vehicle for collaboration with Government and its national and international partners. It underpins Vision 2020, the MDGs and EDPRS by reinforcing the link between good governance and attainment of broad reaching development objectives.
- **National Decentralization Policy:** GoR adopted the national decentralization policy in May 2000 to achieve three main goals: good governance, pro-poor service delivery and sustainable socio-economic development. Bad governance, extreme poverty and exclusive political processes were identified as some of the main underlying causes of the genocide. In this context, decentralisation is taken as an instrument for people’s political empowerment, reconciliation, social integration and well being. It is intended to give the power to the people and enable them execute their development.

3.3.2 Contributions to Community Development Objectives

The following table outlines sectoral policies and programmes contributing most directly to each of the three broad community development objectives at the core community – Umudugudu – level.

Policy / Programme	Economic Development	Social Development	Good Governance
Decentralisation Policies and Programmes			X

Public Sector Policies and Programmes			X
Financial Management Policies and Programmes			X
Justice Policies and Programmes	X		X
Security Policies and Programmes		X	X
Unity and Reconciliation Programmes		X	X
Education Policies and Programmes – including vocational training and skills development		X	
Health Policies and Programmes		X	
Land Policies and Programmes	X		
Agriculture Policies and Programmes	X		
Infrastructure Policies and Programmes	X		
Environmental Policies and Programmes	X		
Private Sector Policies and Programmes – including the banking/finance sector, SMEs and co-operatives	X		
Employment Policies and Programmes	X		
Culture and Sports Policies and Programmes		X	
Social Protection Policies and Programmes		X	
Gender and Youth Policies and Programmes			
Civil Society Policy and Programmes	X	X	X

In general, sustainable community development will require that all programmes and interventions implemented at any community level address the following key questions:

- Does the intervention address an expressed and prioritised need within the Rwandan community? How has this been verified? (e.g. which community members / structures were engaged in its design)
- Does the intervention include opportunities for community representation and participation? Have these been fully included in the design and implementation framework?
- Does the intervention foster and harness the community development objectives aimed for in Rwanda as articulated in this policy?
- Does the intervention provide opportunity to reinforce other community development initiatives? Have these been exploited fully to assure effective and sustainable outcomes?
- How will the impact on community development be measured?

3.4 Legal and Institutional framework

3.4.1 Legal framework

The Community Development Policy is based on constitutional principles where the citizen has an obligation to use his labour to contribute to the prosperity of the country (Article 47 of the revised constitution of Republic of Rwanda of 4th June 2003). This policy also originates from laws and structures established by Rwanda Government:

- The law N° 8/2006 of 24 February 2006 concerning the organization of the District also establishes structures with important roles in development of the country by the population, a technical organ established to advise the political structures in the domain of development. In that organ there are decentralised entities which include District, Sector, Cell and Umudugudu.
- The law N° 10/2006 of March 2006 concerning the organization and functioning of Kigali City is specific to this technical structure of the articles 189, 190 and 191 in the subsections concerning the organization and functioning of the organization of the Districts of Kigali City.
- The Ministerial order N° 007/07.01 of 18 September 2006, establishes organization and functioning of Community Development Committee (CDC) and also implementation of the principles mentioned in the above laws.

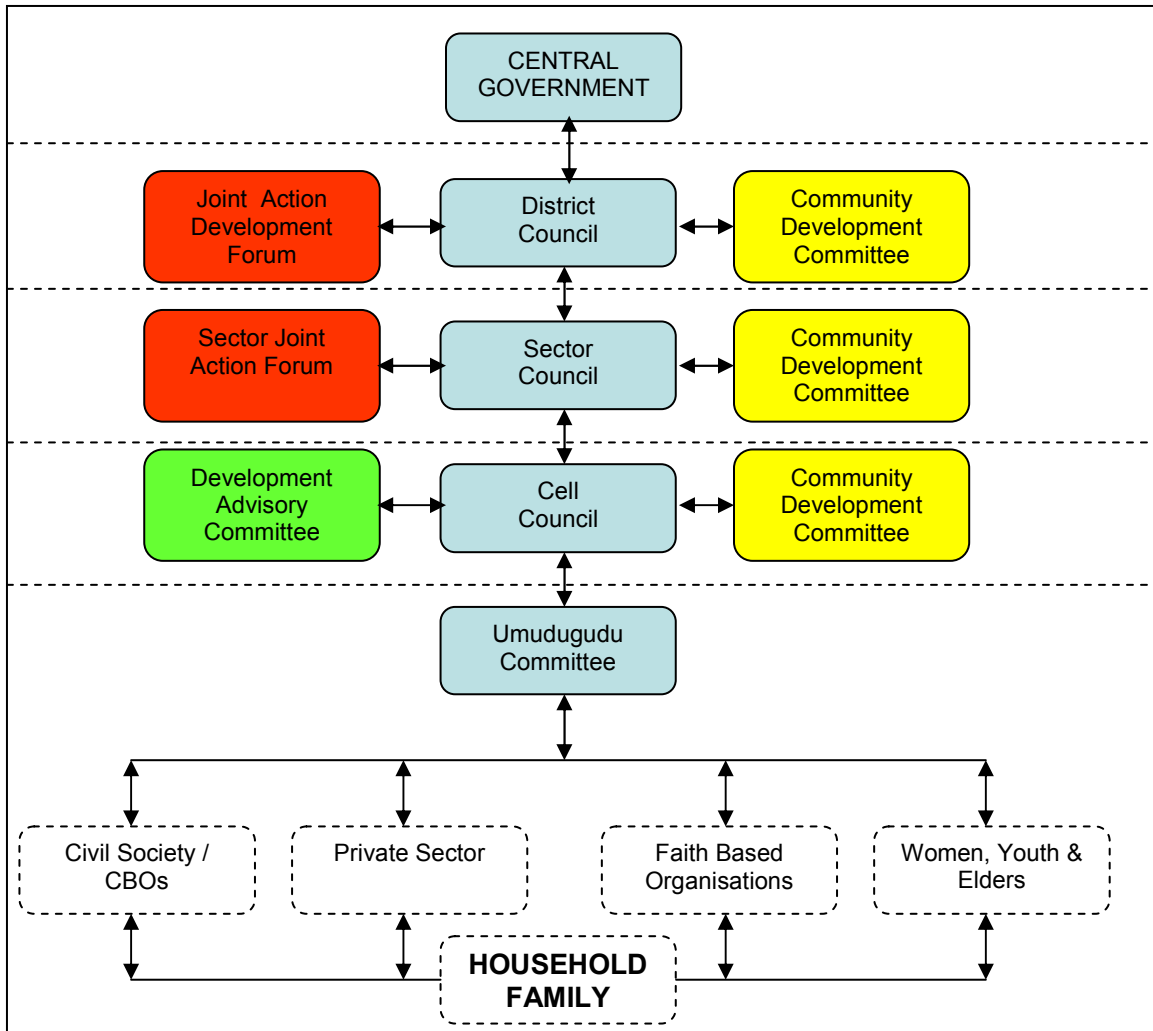
These laws provide the framework for the different formal institutions participating in community development and the mandate for their various roles and responsibilities.

3.4.2 Institutional framework

The actors which form the key institutions for Community Development include the various levels of GoR administration and its coordination bodies, and the development partners, including civil society organizations (CSOs), donors and the private sector. Their roles and responsibilities vis-à-vis community development are set out below.

3.4.2.1 Government of Rwanda institutions

The hierarchy of key GoR institutions and their linkages with communities is illustrated in the diagram below.



The main community development responsibilities of key Government organs are outlined in the following paragraphs.

The Umudugudu Committee: The Umudugudu committee is the lowest level oversight and decision making body. It mobilises, sensitises and supports the population to collectively define and resolve their economic and social problems. It oversees the collection of basic data and information from the community and its transmission to higher administrative levels for further analysis and utilization to inform policy and administrative decisions. It also promotes ICT and ensures security of persons and their property, and measures to ensure public and individual hygiene.

The Cell (Akagari) Council: The Cell Council coordinates all activities of Imidugudu constituting the Cell and links them to the Sector (Umurenge). The Cell assists the Imidugudu in realizing their community development objectives. It links the Umudugudu level of administration with that of the Sector, collects and harmonises basic statistics from Imidugudu for transmission to the Sector. It analyses population problems, coordinates their aspirations, prioritises them and transmits issues the Sector which are beyond the means of the Cell. The Cell also resolves conflict and fights injustice in order to promote peace and security, and promotes education and social behaviour.

The Development Advisory Committee: The Development Advisory Committee is a new entity which will be established at the cell level and comprise individuals who have gone through the Itorero process. The committee will advise the Akagari council. It will promote economic development and social cohesion and champion the mindset change required to underpin these developments.

The Sector (Umurenge) Council: The Sector council coordinates all activities of its Cells, harmonises the data collected from the Cells for onward submission to the District. It oversees the provision of basic community services and is in the frontline for participatory problem solving and analysis . It sensitises the population to implement Government programmes and to be patriotic. It ensures proper management of public resources, coordinates specific Government Programmes and promotes ICT.

The District council: The District ensures urban, economic and demographic development, builds the capacity of Sectors to provide better services to the population as articulated in the District Development Plans. The District council makes decisions on the implementation of the Action Plan prepared by the District Executive Committee. It advises the Executive Committee on matters pertaining to community development. It controls the budget of the District and advises the executive committee on financial and activity execution. The District also coordinates and analyses vital statistics of socio-economic development of the population, emphasises transparent management of public resources, mobilises funds to invest in the District, and puts emphasis on scientific research in the District's development. Finally, it promotes ICT and social welfare of the population, and mobilises other resources that promote development.

The Provincial Administration: Coordinates District Development Plans and ensures the availability of necessary resources for implementation; ensures that the governance mechanisms are promoting a culture of peace, transparency and participation at District level and that governance practices in Districts are in harmony with the national policies, laws and regulations; promotes development oriented research .

The Central Government: While MINALOC is the central overseer of the policy implementation, other technical Ministries have key roles to play especially MINAGRI, MININFRA, MINITERE, MINEDUC, MINISANTE, MINICOM and MIFOTRA. Under the coordination of MINALOC and MINECOFIN, they:

- Develop policies, programs and strategies at national level;
- Mobilise required resources for the implementation of the programs;
- Build capacity of the administrative organs charged with the implementation of national programs;
- Evaluate and monitor implementation of these policies and programs.
- Harmonise the community-based initiatives with the sectoral strategies, norms and standards.

3.4.2.2 Development partners

Development partners comprise civil society organisations, the private sector and official development partners (donors). Their roles in community development are set out below.

The Civil Society Organizations (CSOs): The role of the CSOs in community development is to:

- Organise with administrative authorities at central and local level, consultative forums and thematic groups to debate on issues pertaining to local development;
- Get involved in all phases of development programmes, from the conception to the evaluation phase;
- Act as a catalyst of development initiatives and propose appropriate actions to the Government;
- Contribute to the construction and promotion of positive values (solidarity, unity, truth etc);
- Consult the population in order to represent and protect its interests;
- Provide feedback to the population on commitments made, on policies and lessons learnt.

The Private Sector: The Private sector (including consultancy firms, SME/SMI, construction companies, economic interest groups) is involved in community development mainly through implementation of public infrastructure programs (rural and urban roads, urban sewerage), whether initiated by Central government Ministries or by LGs. In so doing, they contribute to community development, which promotes transparency and enhances the Public - Private Partnership. The role of Private Sector is to:

- Produces goods and services necessary for the implementation of programs, projects and community actions;
- Develop a local infrastructure through public works private investment;
- Act as a catalyst in the promotion of rural economy and of local investments;
- Provide financial support, to community initiatives through the system of micro-finance and build viable microfinance institutions;
- Create local employment for people not employed in the public sector;
- Increase mutual accountability in implementation of public works by instituting checks and balances ;
- Contribute to the broadening of the knowledge base by investing their profits into research and development, innovations and skills development.;

The development partners (donors): The role of the donors is to:

- Provide financial (through budget support) and technical support to targeted interventions in the Districts;
- Contribute to the financing of programmes, projects or any other community development activities;
- Support and advise the government on improving coordination including the harmonisation of interventions;
- Organise and participate in consultative meetings with all stakeholders through clusters or joint action development fora;
- Assist local organs each in its domain of expertise, in the conception, development, implementation, monitoring and evaluation of development projects;

- Build capacity of local institutions and communities and provide financial support in form of grants or credits;
- Assist technically in utilisation of proven new technologies.

3.4.2.3 Coordination bodies

Bodies exist to coordinate actions at the different levels of community, including the Joint Action Development Forum, RALGA and the Community Development Committees.

The Joint Action Development Forum (JADF): The JADF is a coordination forum of representatives from projects units, donors, religious organizations, private sector, civil society, District CDCs, and all other development partners intervening in a Province or in Kigali City. The JADF is active at District and Sector levels. The JADF coordination mechanism focuses on the following aspects:

- Participates in the community based planning process;
- Coordinates the District action plans and determines implementation strategies;
- Monitors the implementation of the Poverty Reduction Programmes;
- Resolves conflicts which might arise between projects operating in a Province or in Kigali City;
- Facilitates the exchange of opinions on development questions concerning the Provinces and the City of Kigali, as well as Districts and Sectors;
- Promotes transparency and accountability;
- Discusses basic actions and priorities in the promotion of poverty eradication programmes;
- Harmonises community development interventions; and,
- Promotes the culture of participation.

Rwanda Association of Local Government Authorities (RALGA): RALGA promotes development and good governance of Districts and towns including Kigali City. The association promotes transparency, accountability and democracy which are all central sustainable development. Community development policy will therefore reinforce RALGA to easily implement its programmes through mobilization and sensitization of the community in development activities and good governance.

The Community Development Committees (CDCs): The (CDCs) ensure the technical coordination of community development from grassroots to District level. CDCs do not replace the technical staff and other actors in development (for example non-governmental organizations, community-based organizations, and the private sector), specialised in various domains but rather serves to harmonise development interventions. The role of the CDC at Akagari, Umurenge and District levels is provided below.

At Cell (Akagari) level, the CDC:

- Assists the population to identify, through participatory approaches, their priority needs and appropriate solutions using first locally available resources supplemented by additional resource mobilisation;
- Prioritises problems and solutions taking into account the most pressing needs to be included in the development plan;
- Sensitises the population to participate in all development activities;
- Initiates and coordinates the implementation of development projects;
- Informs households of available opportunities that are viable, profitable and marketable;
- Supervises the utilization of the Cell development budget which integrates community funds loaned to the cell and monitors the contributions of different partners to the development of the cell;
- Serves as guarantee for funds loaned to the community;
- Prepares and submits reports to the Executive Committee which itself is answerable to the Cell Council;
- Sensitises the population and ensures the security of property ;
- Ensures the principles of environment protection are respected in all projects implemented in the cell.

At Sector (Umurenge) level, the CDC:

- Designs development plans based on the needs identified from the Cells. Such plans shall be utilised in developing the District Development Plans;
- Initiates and coordinates the implementation of development projects;
- Assists the population in identification of solutions to development problems using local resources;
- Monitors the implementation of the projects by the community including CBGs, individuals etc.
- Ensures the monitoring and evaluation of the utilization of development funds at the sector level;
- Prepares and submits reports to the Executive Secretariat of the District and to the Sector Council;
- Ensures that the principles of environmental protection are respected and fully considering the projects implemented in the sector;
- Ensures that there is equity in the development process of the cells;
- Coordinates and promotes overall economic activities in the sector.

At District (Akarere) level, the CDC:

- Designs the District Development Plans;
- Controls and supervises development activities and projects in the District;
- Supervises the administration and management of development funds in the District;
- Develops and prepares a District development budget;

- Organises training sessions for the population in development activities in conformity with the spirit of Article 90 of Law n°08/2006 of 24/02/2006 relating to the Organization and Functioning of Districts.

4 Monitoring and Evaluation

4.1 Monitoring and Evaluation (M&E) Framework

M&E of the Community Development Policy will align with the calendar and mechanisms put in place for specific programmes at the community level and community level contributions to district and national level when carrying out M&E for DDPs and the EDPRS.

The objectives of the M&E framework for the Community Development Policy are to:

- Direct focus towards the grassroots by collecting data at the umudugudu level and aggregating it upwards;
- Engage the communities in monitoring and evaluating their own development;
- Enhance community results-based management;
- Ensure all the dimensions of community development are being addressed;
- Share lessons learned with key community development and decentralization stakeholders;
- Progressively monitor sustainability of achieved outputs; and,
- Coordinate with the DDP and EDPRS monitoring and evaluation system of the GoR;

Executive Secretaries in every district will play a key role in monitoring implementation of the Community Development Policy. They will collect data from each umudugudu within their jurisdiction and aggregate at cell, sector and district level. They will analyse the data on a regular basis, annually and with the participation of community members and structures and the District Council. The analysis will be central to formulate measures to remedy any areas falling short of delivering on the policy objectives.

Centrally the M&E framework will be managed by the Community Development Unit within MINALOC in close collaboration with the decentralization Focal Points at ministry and provincial levels and the Executive Secretary of each District. Annual progress reports on decentralisation will include data on the key indicators of community development.

Various stakeholders engaged at the community level will be required to support the collection and analysis of data from their own programmes and interventions. The SJAF and JADF will be useful platforms to collate and verify M&E data, analysis and the resulting forward plans.

All data relevant for M&E of EDPRS implementation will be transmitted by MINALOC to the National Institute of Statistics (NIS). Similarly data collected by the NIS through, for example household surveys, will be shared with the MINALOC and district and community authorities.

4.2 Community Development Policy M&E system

The following table outlines the key high level outcome indicators for the community development policy would be monitored at the umudugudu level and aggregated at the district level. Specific input and output indicators would be monitored within the framework of each contributing programme and in the assessment of performance of the roles and responsibilities assigned to the entities as described in section 3.3.2.

High Level Outcome Indicators

Objective	Key Indicators	Means of Verification
Economic Development	Average income per household / per capita	EICV survey
	% of households with adequate income to meet their basic needs – food, water, shelter, basic education & health care	EICV survey
	% of people below the income poverty line	EICV survey
	% of people engaged in income-generating activities	Annual labour survey
	Unemployment rate	Annual labour survey
	% of arable land under cultivation	Agricultural survey
	Proportion of agro-commerce against subsistence (crop - tonnes pa)	Agricultural survey
	Population growth (including migration) rate	Demographic monitoring report
	Number of productive co-operatives	LG reports MINICOM reports
	Number of active credit facilities / schemes	LG reports MINECOFIN/BNR reports
Level of community satisfaction with the economic enabling environment	Citizen Report Cards Community Score Cards	
Social Development	% of vulnerable people receiving adequate social assistance – basic nutrition, shelter, basic education and any required medication	LG reports
	% of school age children who are enrolled in primary education – disaggregated by gender	LG reports Education sector reports
	% of primary school children who complete primary education – disaggregated by gender	LG reports Education sector reports
	% of children completing secondary education	LG reports Education sector reports
	% of youth completing tertiary education including vocational training	LG reports Education/MIFOTRA reports

	% of community population with access to primary health care within 5 kms	LG reports Health sector reports
	Number of maternal mortality cases per annum	LG reports Health sector reports
	Number of child mortality cases per annum	LG reports Health sector reports
	HIV prevalence rate	CNLS reports Health sector reports
	% of HIV patients on anti-retroviral treatment	CNLS reports Health sector reports
	% of population with access to treated mosquito nets	Health sector reports
	Number and types of reported crimes	LG reports Police reports
	Level of community satisfaction with the social services	Citizens Report Cards Community Score Card
Good Governance	Voter turnout at community development committee and district council elections	NEC and LG reports
	Effective community participation in ubudehe, umuganda, itorero and other development programmes including DDP formulation	LG reports Reports of SJAF
	Community participation in monitoring service delivery and overseeing accountability and transparency especially in financial management and procurement	EDPRS M&E Citizen report cards LG and MINECOFIN financial management reports Auditor General report
	Level of community satisfaction with their leadership	Citizen Report Cards Community Score Card LG reports

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