

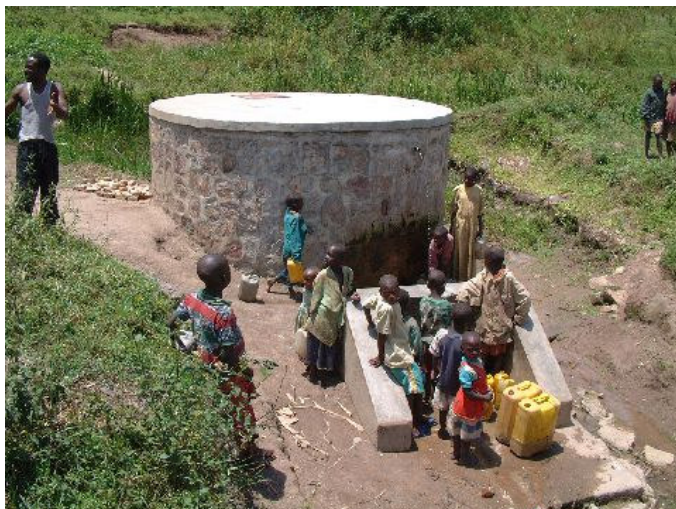
# Rwanda Ubudehe

Local Collective Action

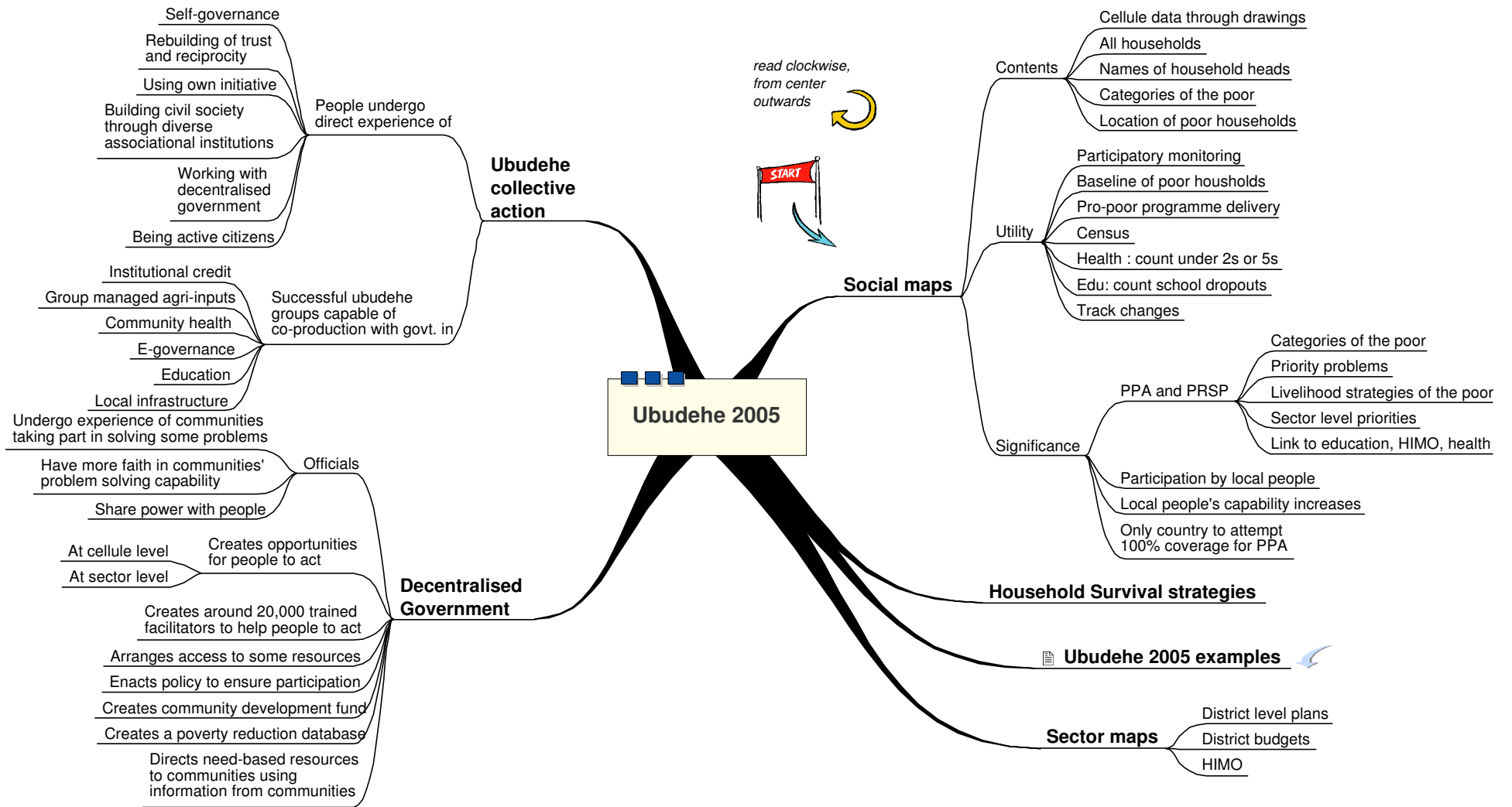


Update June 2005

Sam Joseph, Ubudehe coach



Kigali, Rwanda



## Collective Action Institutions



### **Ubudehe Tradition:**

The people of Rwanda especially in rural areas have a tradition of coming together to work in groups and teams. This builds social capital and strengthens relationships of trust and reciprocity.

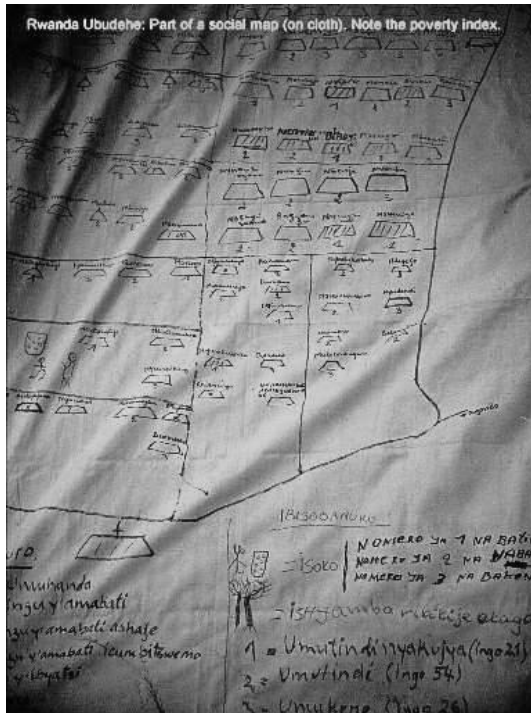
## **UBUDEHE (LOCAL COLLECTIVE ACTION) AS A NATIONAL POLICY**

In 2001, the Government of Rwanda chose a participatory approach to crafting poverty reduction strategies for its PRSP. Assisted by DFID, the EU, and ActionAid, a pilot was run in Butare. Later, a policy was adopted to extend this approach nationwide, so that citizens' own action could dovetail into the decentralized governance model of Rwanda.

- All the households in the cell are encouraged to take part in all discussions about poverty (ref. update Jun'05: 2). This poverty analysis would inform all poverty reduction efforts.
- Cell residents engage in discussion to prioritise local problems (ref. update Jun'05: 3). This would provide an overview of the types of problems and their frequency for both policy and action.
- Cell residents are helped to take action on a problem of their choosing through institutions of their own design and with assistance of about \$ 1000, to add to their own contributions (ref. update Jun'05: 5). Such crafting of local institutions would create experience of self-governance and would enable communities to take part in decentralised govt.
- Two poor households in every cell are to be helped with some resources to pursue livelihood strategies of their own choosing, with support from local advisory elders (ref. update Jun'05: 4). These cases would provide a basis for planning longer term support to the poor in each sector and district : e.g. timing of labour-intensive work (HIMO), selection of income projects etc.
- Social interactions involved in coordinating such activities would provide the opportunity for people to talk to each other, and to start trusting each other. Local institutional design would increase the types of associational forms. This would create more social capital.
- Government officials would increasingly take on the role of enablers and supporters of citizens' efforts to enable citizens to engage in local problem-solving as partners in a decentralised government.

# Rwanda Ubudehe (local collective action)

update no. Jun'05: 2



The map on the left is a hand-drawn map of the cellule made by local people. It is drawn on cloth and shows all houses of the cellule along with names of heads of households. The poor are identified on the map. This data is added together to produce the table below for PPA and PRSP purposes. All those who want to help the poor need to ask the Ubudehe committee to show them this map. Resources can be easily directed to the poor. In addition, any participatory project that involves counting, can be easily done by the community: e.g. number of children not going to school for education; or number of babies for health.

**Note Categories And Characteristics**

## District Totals for Categories of the

SECTOR	umutindi nyakujya poorest TN	umutindi poorer T	umukene poor K	umukene wifashije surviving F	umukungu middle KU	umukire well-off KI
NEMBA	17	351	554	171	12	3
KIVUMU	16	97	588	171	33	8
MUSHUBI	11	216	679	196	0	0
MUSHONGI	11	129	731	259	63	0
KKIDOMO	0	46	125	85	9	0
GICUBA	19	88	422	504	28	46
KABINGO	4	235	642	87	3	0
RUSHARA	25	143	409	136	0	12
GASEKE	70	208	622	253	29	43
MUVUMO	33	150	432	175	1	2
RUBONA	8	153	318	241	27	0
KIDOMO	57	469	235	16	0	0
RUKORE	3	174	704	224	17	0
<b>totals</b>	<b>274</b>	<b>2459</b>	<b>6461</b>	<b>2518</b>	<b>222</b>	<b>114</b>

Category of poor	Total	Characteristics
Umutindi/Umukene Nyakujya	43	They have to beg and have nothing; no clothes, no food, no shelter. Their children can not go to school, they can not afford medicare and have no farmland.
Umutindi/Umukene	114	They do not have sufficient food but can work for others to survive, they dress poorly, have insufficient farmland and can hardly get medicare. They have shelter but no livestock and are always suffering.
Umutindi/Umukene wifashije	60	They have small and poor shelter, and a minimal harvest, their children can go to primary school, they can clothe themselves but with difficulty, they can hardly access medicare, but manage to have sufficient to eat and they have small ruminants
Umukungu	13	They have excess harvest to sell and livestock, they can afford medicare, and have a little money. Their children can go to secondary school. They eat well, are neat, have a good house and a bicycle, and can engage others as labour.

## Rwanda Ubudehe (local collective action)

update no. Jun'05: 3

### Community Process for Assigning Priorities to Problems (source: PRSP 2002)

During the PPA process, the community listed their main poverty concerns as insufficient harvests, ignorance, extreme variations in weather conditions, laziness, and sickness. Characteristics associated with these problems were identified through pair wise comparisons: hunger, negative thoughts, lack of clothes, lack of energy, and malnutrition. They then carried out the preference scoring, by giving scores out of 10 for each problem against each characteristic. This process generates open discussion and debate. At the end of the debate, the community confirmed that insufficient harvests were a problem that they could transform within their control.

Problems \ Characteristics	Insufficient harvest	Lack of knowledge	Vagaries in the weather	Laziness	Illness
Hunger	8	9	9	3	5
Negative thoughts	2	8	9	7	2
Lack of clothes	4	5	8	2	3
Lack of energy	4	2	7	2	3
Malnutrition	4	3	9	2	3
Selected problem	*				

They crafted a strategy to raise goats for manure for cultivation. The activities listed by them included: Purchasing tools such as hoes, clearing the land, planting grass for the goats, building shelter for the goats, buying the goats and transporting them to the field, raising the goats, fertilising the land to be cultivated and planting anti-erosive reed plants. The community also calculated a timeframe for each activity, its unit costs and total cost. For co-ordination and operations, they agreed eleven team rules. In addition, they constituted two teams: one for project implementation and one for monitoring and corrective action. The final step of this process was to check this project for relevance with district officials.

The cellule level process of open discussion above helps local people to assign priorities to problems.

These problems are shown as a district summary on the right and can be used by both govt. and NGO officials for planning.

By the end of 2005, every cellule in Rwanda would have done this process.

#### PROBLEM: frequency for district

PROBLEM	PRIORITY					
	TOTALS	1st	2nd	3rd	4th	5th
ignorance	33	2	8	14	9	0
climatic conditions change	19	0	4	5	9	1
Illness	17	11	4	2	0	0
landholding size insufficient to support liveli	17	1	7	5	4	0
Infertile land	16	2	7	5	2	0
lack of labour opportunity	14	1	2	7	4	0
access to health (money lack)	11	10	1	0	0	0
prevalence of diseases	11	9	1	0	1	0
lack of fertilisers / manures	9	1	4	2	2	0
sickly	7	7	0	0	0	0
population density increase	5	0	3	1	0	1
unemployment	4	0	0	1	3	0
lack of income generating opportunities	3	1	1	0	1	0
handicapped and dependent	3	0	0	2	1	0
problem of access to education	3	0	0	2	1	0
epidemic	2	2	0	0	0	0
lack of employment	2	0	2	0	0	0
lack of potable water	2	0	0	1	1	0
lack of roads	2	0	1	0	0	1
laziness	2	0	1	0	1	0
poverty	1	0	0	1	0	0
food shortage	1	0	0	0	1	0
problem of access to education	1	0	0	0	1	0

## Rwanda Ubudehe (local collective action)

update no. Jun'05: 4

### Understanding Poverty from the Survival Strategies of the Poor (source: PRSP 2002)

According to this (poor) household, the survival strategies undertaken are the following: cultivating sweet potatoes, selling labour, eating little and eating nothing. They carried out *preference scoring*, as at the community level, to mark the characteristics of each strategy out of ten.

Strategies Characteristics	Cultivating sweet potatoes	Selling labour	Adults eat little	Adults eat nothing
Develops quickly	10	7	0	0
Helps the family	10	8	3	0
Aids a good night's sleep	10	9	8	0
Resists stealing	10	8	4	0
Gives energy	10	6	4	0
Easily managed	5	0	8	0
Passes the days	8	7	7	0
Avoids the children's tears	10	8	8	8

The strategy that was consequently selected for support was growing sweet potatoes since it had the greatest positive effect on the family's well being. It fed the family reliably and adequately whereas selling labour was difficult to rely upon and was tiring, and eating insufficiently only benefited the children of the house since they could eat more.

**The household information above is summarised below to assist policy decisions at the district, province and national levels.**

#### INCOME STRATEGY FREQUENCY IN 3 DISTRICTS WITH DISTRICT TOTALS

INCOME STRATEGY	District BUGARURA	INCOME STRATEGY	District RUHENGER	INCOME STRATEGY	District NYARUTOV
Gucuruza	88	Korora Ingurube	16	Korora Inka	29
Korora Inka	58	Korora Ihene	14	Gucuruza	22
Korora Ingurube	40	Gucuruza	12	Korora Ihene	17
Gucuruza Ubuconsho	26	Gucuruza Ubuconsho	6	Guhinga inanasi	14
Gucuruza Imyaka	25	Guhinga Inyanya	4	Guhinga Amatunda	13
Kubaza	14	Korora amatungo magufi	4	Korora Intama	12
Gucuruza Ibitoki	12	Gucuruza Ibirayi	2	Korora Inkoko	6
Korora Intama	10	Guhinga Ibirayi	2	Guhinga Imboga	4
Korora Inkoko	7	Guhinga no Korora	2	Ubudozi	4
Guhinga Ibinyomoro	6	Korora Inkoko	2	Gucuruza Amatunda	3
Guhinga Inyanya	6	Kubaza	2	Gucuruza Ibirayi	3
Guhinga Intoryi	5	Kuboha Ibirago	2	Gucuruza amavuta	2
Korora Ihene	5	Ubuhinzi	2	Gucuruza Imyaka	2
Gucuruza Inzoga	4	Gucuruza amavuta	1	Gucuruza Ubuconsho	2
Guhinga Amatunda	4	Gucuruza amavuta na Pet	1	Guh.Imboga n' Amatunda	2
Gucuruza Boutique	3	Gucuruza Ibijumba	1	Guhinga Ibinyomoro	2
Gucuruza Ibishyimbo	3	Gucuruza Ibisheke	1	Guhinga Intoryi	2

## Rwanda Ubudehe (local collective action)

update no. Jun'05: 5

### Feedback Procedures :

Community level collective action is reported through a simple reporting system, which enables the Ubudehe team at the centre to respond to needs from the field. A report is generated at the cellule level and sent through the district office to the centre. As the evidence in the previous pages suggests, there is significant data related to poverty and self-managing capabilities (important for decentralisation) that is generated at the cellule level. This can be aggregated, as these examples show, for the use of policy and operational needs, at the level of sector, district, province and nation-wide.

Ubudehe (Collective Action) JUN 05 Update

PROVINCE KIGALI-NGALI		DISTRICT TOTALS		
Resources Used for Ubudehe from CDF and community contribution				
DISTRICT	NO. OF PROJECTS	CONTRIBUTION BY COMMUNITY	SUPPORT FROM CDF	TOTAL
Ngenda	137	39984026	90977900	130961926
Nyamata	150	12059740	106560000	118619740
Gashora	113	48904900	74343830	123248730
Bicumbi	125	46235100	83250000	129317100
Rulindo	135	23873240	89910000	113783240
TOTALS	660	171057006	445041730	615930736

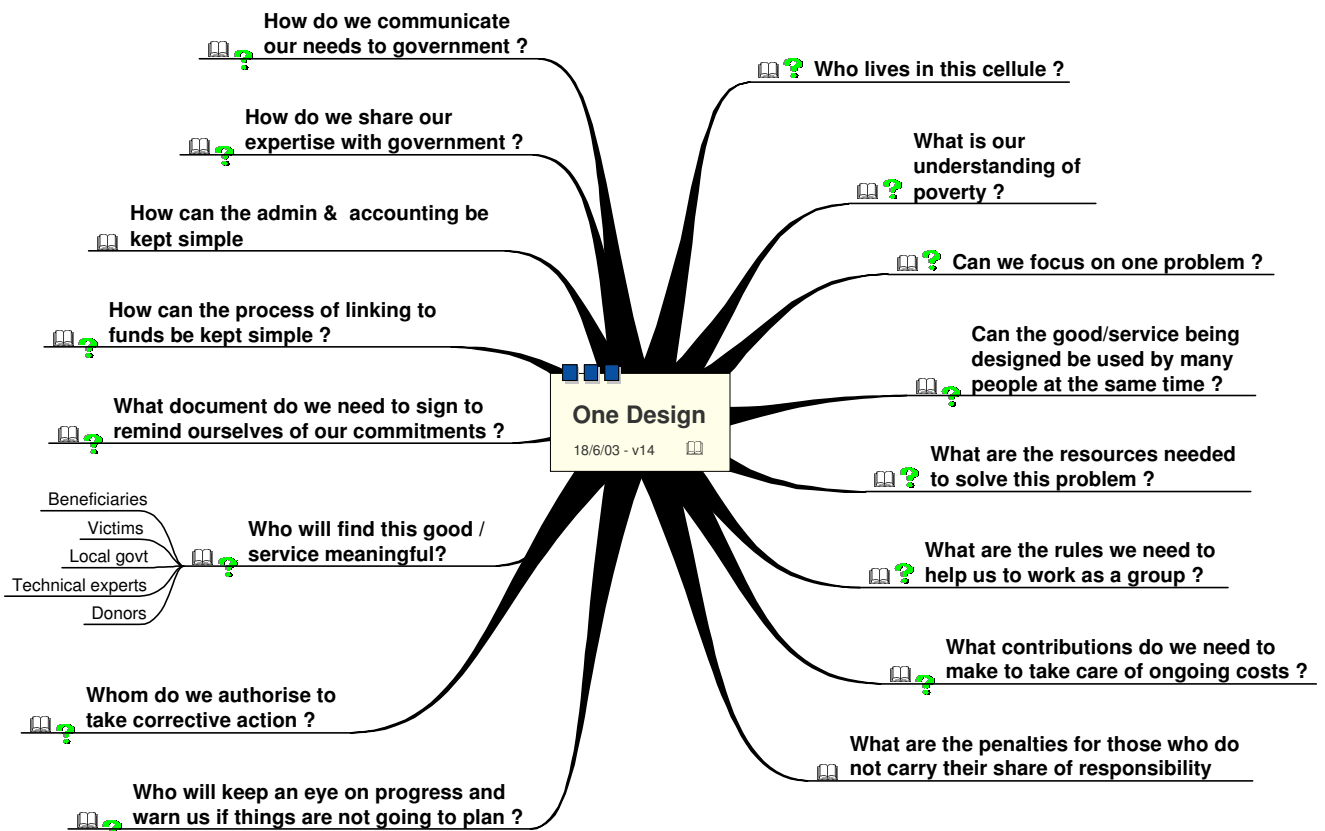
PROVINCE KIGALI-NGALI		DISTRICT TOTALS				
Collective Action Choices in All Districts						
Collective Action	Nyamata	Ngenda	Gashora	Bicumbi	Rulindo	Totals
Ihenekorora	135	133	110	125	105	608
Intamakorora					11	11
Kugurizanya		3			8	11
Ingurubekorora		1			3	4
Inkakarora		3			1	4
mutuelleguriza					3	3
Gucuruza Imyaka			2			2
Korora Ibimasa			2			2
Buhinga Ibigori		1				1
Guca Icyambu		1				1
Gucuruza Amasaka				1		1
GUHUNIKA IMYAKA	1					1
Icyuma Gisyu			1			1
Koringurubeintama					1	1
Kororaiheineinka		1				1
Kubaka Ivomo	1					1
Kugura Moteri 1				1		1
kgznyakorihene					1	1
Ubuhinzi Inyanya				1		1
Ubworozi bw'Imyaka					1	1
Umushinga w' Amazi			1			1
Urusyo		1				1
Urusyo rwa Kijyambere					1	1
TOTALS	137	150	113	125	135	660

The table above provides a province level view of district totals for the number of collective action projects underway, and the resources used, in Rwanda Francs, contributed both from the community and CDF/EU.

The one on the right shows the frequency of the type of projects in Kinyarwanda. The highest number is goat rearing, followed by sheep rearing, credit/savings project, pig rearing, cows, health insurance, collective grain storage/sale.....

Understanding the process as a series of events that need to happen

The mindmap below provides a summary of the events in the form of questions that are needed for self-governing local institutions to emerge. The single most important evidence of community participation is the presence of a local institution, which manages the benefits, and duties related to producing that benefit. : Joseph, S. 2003





**The Theoretical Roots of Ubudehe (or collective action)**

1. Learning Process ; Constructivism; Construct problems and opportunities from the diversity of local perspectives (Credits: D. Korten, Norman Uphoff, Jules Pretty)
2. Use both sides of the brain. Create information using visual tools. (Credits: Tony Buzan, Robert Chambers, Sam Joseph and PRA practitioners)
3. Systems thinking: Use simple systems-thinking to craft a self-regulating, adaptive system for sustainability. Soft systems thinking is applied to this process. (Credits: Peter Checkland , Ray Ison, )
4. Citizenship in a democracy: Create foundations of democratic functioning by helping diverse forms of associational experience to express local liberties at the family, neighbourhood, and village levels. (Credits: Vincent Ostrom, Tocqueville, M.K. Gandhi)
5. Institutional artisanship: Help people to invest in rule-ordered behaviour to craft self-managing institutions. (credits : Elinor Ostrom, Workshop of Political Theory and Policy Analysis, Indiana Univ.)
6. Love and compassion: Those who are helpers / workers in poverty reduction processes, either in government or NGOs need to develop compassion (as suffering together) in addition to methods and theories. (Credits: Sam Joseph, Norman Uphoff, Gary Miller)
7. Rebuild trust for peaceful co-existence: Conflict destroys relationships of trust and reciprocity. People need to be helped to come together around neutral issues that affect them. Some external resources provide the motivation for coming together in meetings . The allocation of resources , their use, and monitoring : all of these activities require people to interact and to have some hope that others will behave in a reciprocal way. Each round of successful interactions builds incremental trust. (Credits: Sam Joseph, Ahmed Aden, Haroon Yusuf, Omer Idleh, Elders of Somaliland)

**A team of national master trainers develops district trainers who then train 2 persons selected by the community of each cellule. These two function as facilitators of the collective action process that moves from generating information in a visual / public process to creating an adaptive system. Such a system manages a need-meeting benefit through self-governing local institutions. By mid-June 2005, around 10,000 facilitators have been trained. The end of 2005 will train another 10,000. Each cellule in Rwanda will engage in this process.**

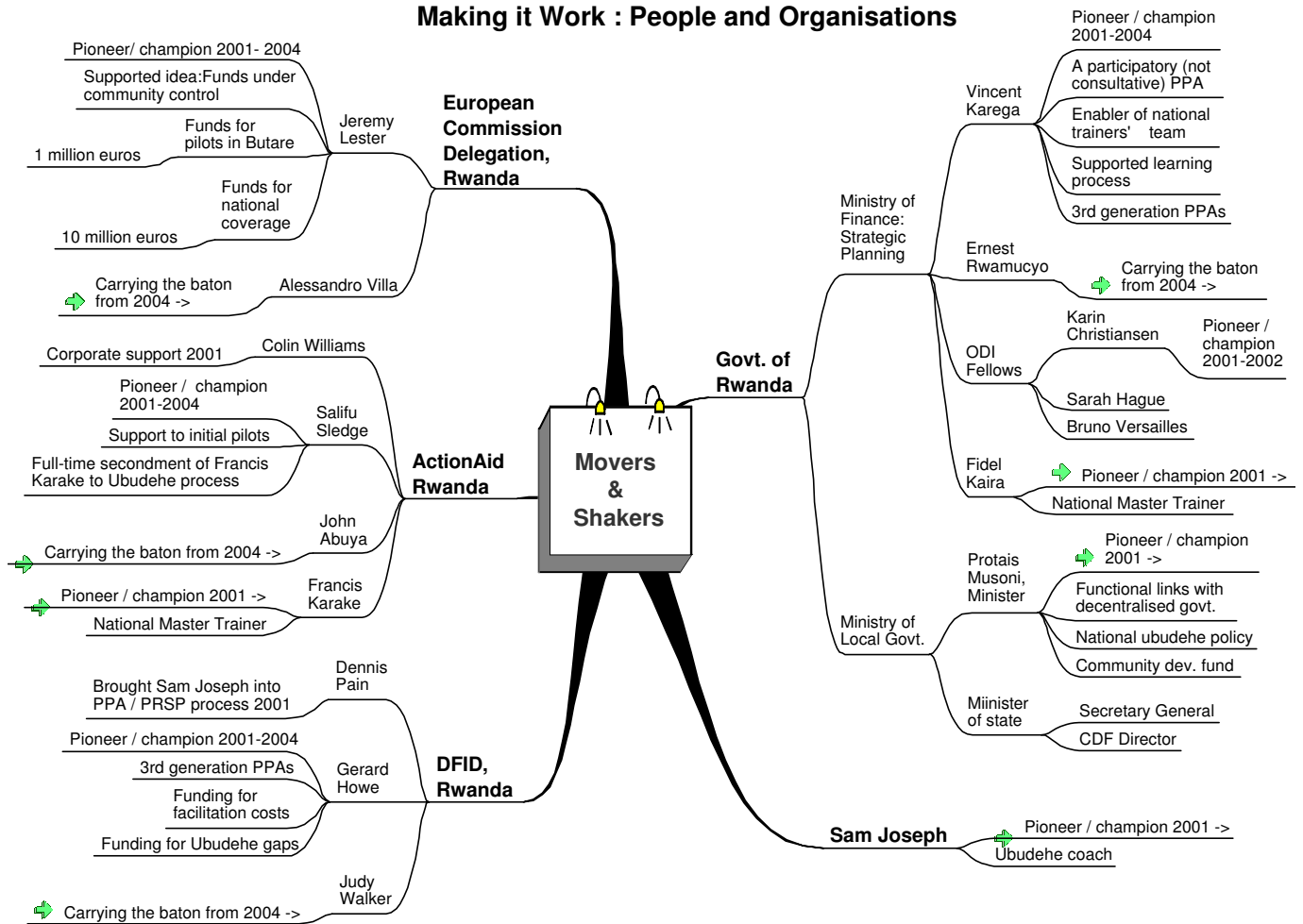
For further information, please contact :

Sam Joseph , Ubudehe coach, em: [svjoseph@vsnl.com](mailto:svjoseph@vsnl.com)

Francis Karake, Ubudehe master trainer, em: [karakefrancis@yahoo.fr](mailto:karakefrancis@yahoo.fr)

Kayira Fidele, Ubudehe master trainer, em: [kayirafidele@yahoo.fr](mailto:kayirafidele@yahoo.fr)

## Making it Work : People and Organisations



### Critical Ingredients in the Ubudehe Recipe:

- Locate a PRSP / PPA opportunity.
- Locate a collective action coach who will stay with the process regardless of contracts and environmental change.
- Establish contact with some officials in the government who will take risks with a participatory approach (e.g. Vincent Karega, then Director, Strategic Planning Unit, Ministry of Finance, Govt. of Rwanda, now Secretary General, in another ministry). And who will champion this approach (e.g. Protais Musoni, then Secretary General, Ministry of Local Government, now Minister).
- Get a funder to take care of transaction costs in a learning process for everyone (e.g. then Gerard Howe, DFID,).
- Involve an NGO in creating grassroots pilots to demonstrate some possibilities and to be a working (as in sharing the daily grind) partner with government (e.g. Salifu Sledge, Francis Karake, ActionAid).
- Now locate a braveheart individual in a donor agency to fund a large-scale pilot for a community-level learning process (e.g. Jeremy Lester, EU).
- It is quite helpful to have a supportive ODI fellow to provide timely co-ordination of people and resources (e.g. Karin Christiansen, etc.)..... this depends more on luck than design.
- Bring all of these people into a national policy group.
- Train master trainers from government staff (e.g. Fidel Kaira). Create a national team of master trainers: one from an NGO (Francis Karake, ActionAid) and one from government (Fidel Kaira). Encourage the national trainers to design a process that will produce two facilitators in every cellule who will assist a collective action process in every cellule throughout the country.
- Design a simple process to transfer money into bank accounts of community groups.