

**THE ROLE OF LOCAL NON GOVERNMENTAL ORGANIZATIONS
IN POVERTY REDUCTION IN RWANDA: A CASE STUDY OF
BUTARE PROVINCE**

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**A minithesis submitted in partial fulfilment of the requirements for the
degree of Master of Administration, to the School of Government of the
University of the Western Cape**

**UNIVERSITY of the
WESTERN CAPE**

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DEDICATION

To my Lord Jesus Christ;

To my beloved wife Claire MUTAMURIZA, and my son Junior SENTAMA;

To my family.



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DECLARATION

I declare that *The Role of Local Non Governmental Organizations in Poverty Reduction in Rwanda: A case Study of Butare Province* is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

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Signed:.....

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KEYWORDS

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Poverty

Poverty reduction

Development

Empowerment

Self-reliance



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ABSTRACT

Chronic poverty has always been described as one of the greatest structural problems facing Rwanda. The objective of the study was to examine to what extent local NGOs play and/or should play a role in poverty reduction in Rwanda in order to make the necessary recommendations. The field survey was conducted on four local NGOs, operating in Butare province, namely URWEGO, HUGUKA, HAGURUKA and DUTERIMBERE.

The study design was qualitative, focusing on personal/individual interviews as well as focus group discussions. The study used descriptive and analytical approaches, while interview, documentary and observation tools were used as techniques of data collection.

The findings indicate that local NGOs play or/and may play a crucial role - to a large extent - in poverty reduction in the sense that they are often participatory, responsive notably to local needs and able to mobilize communities and support poor communities. Local NGOs have the potential to facilitate the effective participation and self-reliance of the poor communities. They support the poor in breaking out of their condition of poverty. However, the study revealed that local NGOs are still weakened by many constraints, notably their creation (foundation) from outside, poor management, inadequate laws and especially the dependence burden.

The study recommends that the creation of local NGOs should be initiated by people themselves. Local NGOs must progressively replace the “outstretched-hand” technique to foreign institutions with self-initiatives undertaking sustainable actions through local potential and resources. They should also collaborate with each other and with other development partners in order to gain an environment allowing them to perform their functions freely. This environment would provide a legislative and regulatory framework that guarantees the rights of local NGOs. In this regard, a department of cooperation and collaboration should be created in every district.

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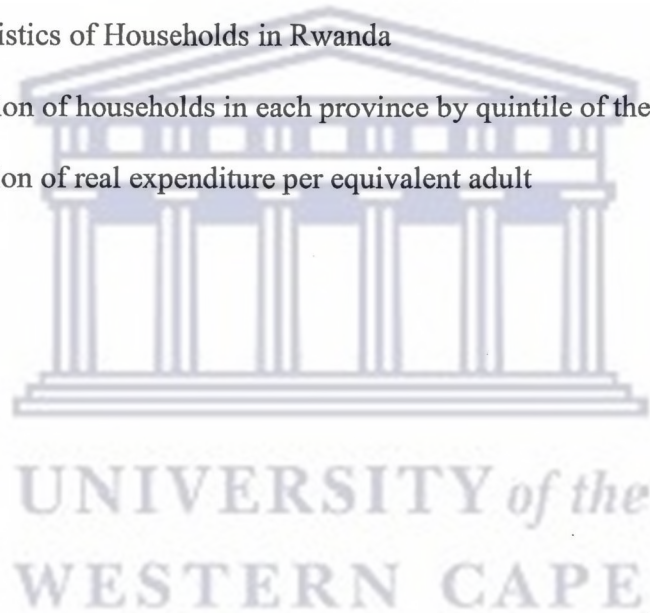
ACRONYMS AND ABBREVIATIONS

AIDS	: Acquired Immune Deficiency Syndrome
AMUR	: Association of Rwandan Muslims
AGOA	: Africa Growth and Opportunities Act
ARDI	: Association Rwandaise de Développement Intégré
CBOs	: Community-Based Organizations
CCOAIIB	: Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
CDC	: Community Development Committees
CEPR	: Conférence Episcopale au Rwanda
CESTRAR	: Centrale des Syndicats des Travailleurs du Rwanda
CFRC	: Centre de Formation et de recherche Coopérative
CLADHO	: Collective des Ligues et Associations de Défense des Droits de l'Homme
COMESA	: Common Market for Eastern and Southern Africa
COSYLI	: Collectif des Syndicats Libres
CPR	: Conseil Protestant au Rwanda
DAC	: Development Assistance Committee
DHS	: Demographic and Health Survey
EICV	: Enquête Intégrale des Conditions de la Vie
FORWA	: Forum Rwandais des Associations
GDP	: Gross Domestic Product
HIV	: Human Immune Virus
HIPC	: Heavily Indebted Poor Countries
ICT	: Information and Communication Technology
IDS	: Institute of Development Studies
IFAD	: International Fund for Agriculture and Development
IMF	: International Monetary Fund
INADES	: Institut Nationale de Développement Economique et Sociale
JOC	: Jeunesse Ouvrière Catholique

KORA	: Koperative “Kora”
MINAGRI	: Ministry of Agriculture
MINALOC	: Ministère de l’Administration Locale
MINECOFIN	: Ministry of Finance and Economic Planning
MINEDUC	: Ministry of Education
MINICOM	: Ministry of Commerce
MINISANTE	: Ministère de la Santé
MINIREISO	: Ministère de la Rehabilitation et de la Réintégration Sociale
NGO	: Non-Governmental Organization
NOP	: National Office of Population
NPRP	: National Poverty Reduction Programme
NTB	: National Tender Board
OAG	: Office de l’Auditeur General
OAIB	: Organizations d’Appui aux Initiatives de Base
OECD	: Organisation for Economic Cooperation and Development
OSSREA	: Organization for Social Science Research in Eastern and Southern Africa
RRA	: Rwanda Revenue Authority
PRSP	: Poverty Reduction Strategy Paper
UN	: United Nations
UNDAF	: United Nations Development Assistance Framework
UNDP	: United Nations Development Programme
UNICEF	: United Nations Children’s Fund
USA	: United States of America
WHO	: World Health Organization

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CHAPTER 1: GENERAL INTRODUCTION

1.1 Introduction

Poverty is a worldwide phenomenon. It is a topic that has always attracted numerous researchers and financial institutions to work and design policies, programmes and strategies with the aim to eradicate it.

In developing countries, poverty is not a problem of marginal groups, but rather a phenomenon affecting the majority of the population, (Bakhit, I. et al., 1996). The World Bank (1996) puts it that roughly two-thirds of the poor live in the developing nations and one-third of those live in Asia, a quarter in Sub-Saharan Africa and the remainder in Latin America and the Caribbean.

In Rwanda particularly, a report from the Ministry of Finance and Economic Planning (MINECOFIN, 2002) indicates that poverty is the outcome of both economic and historical factors. Firstly, the economic structure reflects a chronic failure to achieve productivity increases in the context of a large and growing population. This failure became increasingly evident in the 1980s and early 1990s, leading to severe structural problems. Secondly, the war and genocide of 1994 left a horrific legacy, further impoverishing the country and leaving a number of specific problems and challenges. (That will be more described in chapter two).

With regard to the nature of poverty, a report from OECD/DAC (2001) puts it clearly that poverty is multidimensional. The concept of poverty includes different dimensions of deprivation. In general, it is the inability of people to meet economic, social and other standards of well-being. Effective poverty reduction calls for strategic thinking based on clear and consistent concepts and approaches. Different ways of understanding poverty lead to different ways of dealing with it. A common and clear understanding of poverty helps to build a common agenda with development partners.

The above-mentioned report indicates that a poverty reduction policy should tackle five interactive dimensions such as economic, political-legal, protective, human and socio-cultural. Each dimension affects and is affected by others:

- *Economic*: the poor benefit from an economy which enables them to earn a living by using means of production and natural resources;
- *Political-legal*: the poor must have a voice in political decision-making, a decent socio-economic legal status, economic rights and access to the public domain;
- *Human*: core elements of well-being as well as crucial means to improving livelihoods (health, education, nutrition, clean water and shelter);
- *Socio-cultural*: ability to participate as a valued member of a community. That refers to social status, dignity and other cultural conditions for belonging to a society which are highly valued by the poor themselves;
- *Protective*: enable people to withstand economic and external shocks. (Security and vulnerability).

Since the end of 1999, the World Bank and International Monetary Fund have made Poverty Reduction Strategy Papers (PRSP) the basis for debt forgiveness. At the United Nations Millennium Summit, held in New York September 2000, governments from participating countries reaffirmed the commitments they had adopted earlier to reduce poverty and also set a new target, the year 2015, for halving the proportion of the world's people who live on less than one dollar a day, who suffer from hunger, or who cannot afford safe drinking water. This convergence in development thinking on the need to reduce poverty is unprecedented (UNDP, 2001).

Non-Governmental Organizations (NGOs) are recognized as key agents towards poverty reduction. In fact, Zelius, R. (2001:1) emphasised:

"... NGOs can play an important role in the country's development by bringing specialized knowledge, technical expertise, research capacities, local contacts and community support to the process." Fleisher, A. (1998) argued that the best way to tackle poverty is to give greater power to local communities.

In the same way, the paper on IFAD in consultation with NGOs (2003) indicates that NGOs have a significant role to play, notably by supporting the rural poor (empowering them) in breaking out of their condition of poverty. Certainly, a major source of the strength of NGOs comes from their idealism and values, which include a strong spirit of volunteerism and independence. More than that, however, their similar insistence on the empowerment of the poor is key to the socio-economic transformation.

Most NGOs consider empowerment of the poor as their major goal and objective. The empowerment can be as basic as enabling groups to improve their conditions through socio-economic development programs and/or projects. But many NGOs view empowerment as a much more encompassing process that enables people, particularly the poor, to confront and deal with the systems and structures that cause their socio-economic or political marginalization in the first place; the implementation of projects being only one way to achieve this goal. This more embracing view of empowerment ensures that the poor build the capacity to advocate and protect their interests vis-à-vis government, the market or other actors in society. Empowerment therefore becomes essentially the transferring of power to the poor so that they can take control and change the structures and mechanisms that have caused their poverty situation and conditions of powerlessness (IFAD, 2003).

By “empowerment”, it is of paramount importance to note that it is a concept that goes beyond “participation”. While “participation” comes to mean more than taking up the invitation to participate, extending to autonomous forms of action through which citizens create their own opportunities and terms for engagement... “Empowerment” implies enabling people to understand the reality of their environment, reflect on the factors shaping that environment, and take steps to effect changes to improve the situation. Empowerment is the process that encompasses peoples deciding where they are now, where they want to go, and developing and implementing plans to reach their goals, based on self-reliance and sharing of power (Gajanayake, S. & Gajanayake, J., 1993).

As a general definition, however, Page, N. and Czuba C. E. (1999) suggest that “empowerment” is a multi-dimensional social process that helps people gain control over their own lives. It is a process that fosters power (that is, the capacity to implement) in people, for use in their own lives, their communities, and in their society, by acting on issues that they define as important. It is in this way that local NGOs are expected to operate.

For the case of Rwanda, considering the phenomenon of increasing poverty and taking Butare province as a specific reference, this study tries to assess as to what extent local NGOs play and/or should play a role in poverty reduction. NB

By “local NGOs,” the researcher means those organizations operating in a narrow geographic area within a country. Also called Community-Based Organizations (CBOs), the World Bank (2003) refers to local NGOs as grass-roots organizations or peoples’ organizations, operating in a narrow geographic area and distinct in nature and purpose from other NGOs. While national and international NGOs are “intermediary” NGOs which are formed to serve others, CBOs are normally “membership” organizations made up of a group of individuals who have joined together to further their own interests (e.g.: women’s groups, credit cycles, youth clubs, cooperatives and farmer associations).

1.2 Statement of the problem

Rwanda is faced with a combination of structural problems arising from deficient policies in the past, including low agricultural productivity and low human resource development. As a consequence, Rwanda suffers from a weak revenue and export base, vulnerability to price shocks, and low savings, demand and investment.

A report from the Ministry of Finance and Economic Planning (MINECOFIN, 2001) shows that the profile of poverty has been deeply changed by the 1994 genocide. It has had serious consequences on the lives of everyone in Rwanda and on the country's development. These include high numbers of vulnerable citizens, substantial rural non-capitalization, large population movements, high prison population, reduction in social capital and continuing external security threat.

Despite all government's efforts that intended to bring development, many people are still very poor. Thus, the government of Rwanda, having realized that poverty reduction necessitates a new strategy requiring effective participation of all the people, emphasized the effective participation of local organizations notably local NGOs.

In his speech on the occasion of the official launching of the process for the preparation of the poverty reduction, (5th July, 2001), the President of the Republic of Rwanda noted:

“Poverty cannot and will not be reduced by Government initiative alone, nor from the efforts of donors. We believe in popular, grass root participation in issues, which like poverty affect the entire country. It is a problem that affects all Rwandans, so solutions must come from every village, hamlet and parish of our country.”

In the same way, Becker, S. (1997:2) argued:

“The eradication of poverty is a crucial and attainable goal of the international community... the government, public and private institutions and members of civil society ought to be involved.”

Nevertheless, in Rwanda, the problem of increasing poverty persists despite the existence of a large number of civil society organizations notably NGOs especially at local level. Yet, as expressed by Kelly, K. (1999:12), “most specialists and observers, such as Peter Uvin, consider Rwanda as a country whose civil society is highly developed...Uvin reports that by the beginning of the 1990s, Rwanda had one of Africa’s highest densities of NGOs.” The major worry from the public is whether the principles and objectives of these NGOs operate under expectations of the beneficiaries. Thus, it is of paramount importance to assess, empirically, to what extent roles specifically assigned to them are executed honestly and correspond with the facts on the ground.

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Specifically, the study has the following objectives:

- To describe how Rwandans define poverty as well as NGOs;
- To identify the causes of poverty;
- To describe the context of poverty as well as of the NGO sector in Rwanda;
- To identify the objectives, programs, and the activities of local NGOs in poverty reduction;
- To examine the impact of local NGOs' support on the beneficiaries;
- To examine whether these local NGOs have adequate capacity to provide the support expected for them;
- To identify the causes for the success or failure of these local NGOs' programs and activities;
- To identify the working relationship between local NGOs and their donors, government, private sector and among themselves;
- To put forward recommendations for the better participation of local NGOs in poverty reduction in Rwanda.

NB

1.5 Justification of the study

The main reason for choosing this topic is that from his childhood, the researcher had always been greatly touched by his living environment of extreme poverty. Being acquainted with local organizations, and thus having contacts with their leaders, and consequently, having knowledge of their culture and challenges, the researcher questions why poverty persists in Rwanda while the number of local NGOs increases steadily.

Secondly, the researcher aims to assess the wide recognition that “working together” may contribute to poverty reduction. It is argued that because people know their own problems, they can organise themselves in a way that may facilitate all policies and programs to be set up targeting the reality on the ground. Bakhit, I. et al. (1996) put it clearly that disadvantaged people at the local level usually have reasonably clear views about what their needs are. They know what they need because their day-to-day experiences of deprivation and inequality are continual reminders of the gaps and shortcomings in their lives.

Tinbergen, J. (1990) maintains that the only way sustainable development can be achieved is by organizing power from the bottom up in order to enforce the necessary changes: the empowerment of the poor and oppressed. Once again, Bakhit, I. et al. (1996) emphasised that development has to mobilize and rely on local potentials. Rather than waiting for external aid, and instead of relying mainly on development planned and executed from above, i.e. at international, national or regional levels, local organizations have to be given a more important role in the development processes to alleviate poverty, since they are closer to the problems and have better knowledge of local resources. Tinbergen, J. (1990) argues that however difficult, a policy aimed at eradicating poverty should always have to be based on organizational initiative of the poorest themselves and indeed stimulate these initiatives.

Thus, local NGOs, considered as a useful way of facilitating the people’s joint efforts, have been chosen as the focus of this study. In fact, the researcher decided to conduct this

research on local NGOs because, there is a broad (untested) assumption that -closer to the communities-, they can easily target the urgent needs of the poor. In this context, the World Bank (2003) emphasises that while national and international NGOs are “intermediary” NGOs which are formed to serve others, local NGOs are normally “membership” organizations made up of a group of individuals who have joined together to further their own interests. They are more likely to be the recipients of project goods and services. In projects, which promote participatory development, grass-root organizations play the key function of providing an institutional framework for beneficiary participation.

It is therefore on the basis of the above considerations that a research to assess how local NGOs participate in poverty reduction in Rwanda is undertaken.

1.6 Significance and scope of the study

Poverty is not something new in Rwanda. Chronic poverty has always been described as one of the greatest structural problems facing the country (UNICEF, 1998). So far however, in Rwandan context, no research has been done on this topic especially with reference to local NGOs in Butare province.

Thus, this study is an effort to contribute to the development of Rwanda by analysing the role of local NGOs toward poverty reduction in Rwanda. Policy makers, notably those involved in the National Poverty Reduction Program (NPRP) while formulating policies for poverty reduction, may use the findings and the recommendations of this study.

The study is also likely to be a valuable reference for students, and other researchers interested in development, especially concerning poverty issues.

Furthermore, this study particularly will help all local NGOs as well as civil society organisations, in general, to know to what extent they can/ should participate in poverty reduction if they really want to operate efficiently in this regard. For instance, they will know how they should collaborate with other development partners, notably the public and private sector as well as international financial institutions, and how to better thwart the constraints they may be facing. International financial institutions may also use the findings to examine how their relationship with local NGOs should be.

Due to the constraints of time and means, this study restricts its scope and attention to four local NGOs operating in Butare - one of the poorest provinces in Rwanda. Those are HUGUKA (“be educated!”), HAGURUKA (“stand up!”), URWEGO (“ladder”) and DUTERIMBERE (“Let us develop”). The choice of those local NGOs is based on how they are categorised in Rwanda (see in chapter two) respectively: media, human rights, religious and trade (MINALOC, 2003).

The following reasons prompted the researcher to conduct this study in Butare province:

- Butare is one of the Rwandan provinces most seriously hit by poverty and hunger;
- It is easily accessible thereby facilitating the researcher to obtain information;

- Butare is one of the provinces, which encompasses several local NGOs dealing with development and poverty issues;
- Deciding to visit the media, Butare became the province where the only rural press in Rwanda is operating.

1.7 Organisation of the study

The study is divided into five chapters, including this one, which presents the statement of the problem, hypothesis, objectives of the study, justification of the study, significance of the study, and the scope of the study.

The second chapter concerns the literature review. It deals with the conceptual framework, as well as the background of poverty and the NGO sector in Rwanda.

Chapter three concerns the research design and methodology.

Chapter four encompasses the results, their analysis and interpretation, with specific reference to local NGOs in Butare province.

Chapter five concerns the general conclusions, and recommendations of the study as well as proposed further studies.

CHAPTER 2: LITERATURE REVIEW

The purpose of this chapter is to define some important key concepts covered by the study.

The chapter also presents an overview of poverty and the NGO sector in Rwanda.

2.1 Conceptual framework

This section consists in defining poverty and NGO.

2.1.1 The notion of poverty

The notion of poverty is very broad and it is not easy to tackle all its aspects a few pages. It is often, and rightly described as a multi-dimensional phenomenon consisting of different characteristics, which, according to UNDP (1998), include the income, demography, health and education variables as well as the cultural and social conditions found at community and household levels.

There is no general and common consensus on one meaningful definition of poverty. Different authors define poverty differently. Maxwell, S. (1999) describe poverty using these terms: income or consumption poverty, human (under) development, social exclusion, ill-being, lack of capacity and functioning vulnerability, livelihood to be unsustainable, lack of basic needs and relative deprive.

According to Ibrahim (1999), poverty is insufficiency of income to meet basic food needs, i.e. it is a situation in which a person is below an objectively delineated absolute minimum.

The World Bank (1998) reports that if people are dying of hunger in a famine, it is legitimate to see it as a case of acute poverty, even without supplementing the analysis of the obvious absolute deprivation by some detailed probe into the relative picture. On the other hand, even if no one goes hungry, but some are terribly deprived compared with others and see their relative deprivation as acute, then, it is legitimate to diagnose poverty, even though the criteria here are entirely relative rather than absolute. When determining the type and extent of poverty, three instruments are particularly useful. These are poverty lines separating the poor from the non-poor, poverty profiles, giving a more detailed picture of the characteristics of the poor, and poverty indicators intended to provide an overall impression of the poor.

From the above information, it is observed that poverty is a complex, multi-dimensional problem. Absolute and relative deprivations are essential ingredients of the common understanding of poverty. The definition and analysis of poverty pre-suppose criteria that enable the identification of what individuals are lacking for their survival and welfare. A person is considered poor if she/he has too few material resources with which to satisfy needs that are thought to be essential.

In this study, therefore, the researcher considers the widening meaning of poverty as reported by OECD/DAC (2001). In this, the concept of poverty includes different

dimensions of deprivation. In general, it is the inability of people to meet economic, social and other standards of well-being. The multi-dimensionality of poverty is now widely accepted. It is based solidly on research that includes major participatory studies of what poor people mean by poverty. It covers measures of *absolute poverty* such as child and infant mortality rates, and *relative poverty*, as defined by the differing standards of each society.

2.1.2 Dimensions of poverty

The report from OECD/DAC (2001:36-37) indicates that many-stranded concepts of poverty reflect the reality of the poor. But they make the tasks of identifying the poor and of monitoring progress more complicated. Some dimensions lack good measures, and one strand may be inconsistent with others. Furthermore, there may be a risk that policies and activities merely get poverty labels with no real changes towards more effective pro-poor policy action. The *OECD Guidelines* address both of these concerns and present a practical and conceptually adequate definition of poverty, placing it in a broader framework of causes and appropriate policy actions. Identifying causal links and assessing the likely effectiveness of different policy instruments is necessary for achieving poverty reduction.

The above report, in defining poverty, indicates its core dimensions. It states that an adequate concept of poverty should include all the most important areas in which people of either gender are deprived and perceived as incapacitated in different societies and local contexts. It should encompass the causal links between the core dimensions of poverty and

the central importance of gender and environmentally sustainable development. The five key dimensions of poverty defined in 2001 by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) as guidelines to help reduce poverty, are presented below:

1. Economic capabilities

They mean the ability to earn an income, to consume and to have assets, which are all key to food security, material well-being and social status. These aspects are often raised by poor people, along with secure access to productive financial and physical resources: land, implements and animals, forests and fishing waters, credit and decent employment.

2. Human capabilities

They are based on health, education, nutrition, clean water and shelter. These are core elements of well being as well as crucial means to improving livelihoods. Disease and illiteracy are barriers to productive work, and thus to economic and other capabilities for poverty education. Reading and writing facilitate communication with others, which is crucial in social and political participation. Education, especially for girls, is considered the single most effective means for defeating poverty and some of its major causal factors, for example illness – in particular AIDS – and excessive fertility.

3. Political capabilities

They include human rights, a voice and some influence over public policies and political priorities. Deprivation of basic political freedoms or human rights is a major aspect of

poverty. This includes arbitrary, unjust and even violent action by the police or other public authorities that is a serious concern of poor people. Powerlessness aggravates other dimensions of poverty. The politically weak have neither the voice in policy reforms nor secure access to resources required to rise out of poverty.

4. Socio-cultural capabilities

They concern the ability to participate as a valued member of a community. They refer to social status, dignity and other cultural conditions for belonging to a society, which are highly valued by the poor themselves. Participatory poverty assessments indicate that geographic and social isolation is the *main* meaning of poverty for people in many local societies; other dimensions are seen as contributing factors.

5. Protective capabilities

They enable people to withstand economic and external shocks. Thus, they are important for preventing poverty. Insecurity and vulnerability are crucial dimensions of poverty with strong links to all other dimensions. Poor people indicate that hunger and food insecurity are core concerns along with other risks like illness, crime, war and destitution. To a large extent, poverty is experienced intermittently in response to seasonal variations and external shocks – natural disasters, economic crises and violent conflicts. Dynamic concepts are needed because people move in and out of poverty. Today's poor are only partly the same people as yesterday or tomorrow's. Some are chronically poor or inherit their poverty; others are in temporary or transient poverty.

Each element represents an important dimension of poverty, which affects – and is affected by – all the others. Household members may consume little and be vulnerable partly because they lack assets, often because of inadequate income, poor health and education, or because they lose their few productive assets as a result of shocks. Lack of human rights and political freedoms indicates a risk of violent conflict shocks. Vulnerability and social exclusion hamper human and political capabilities, reducing incomes and assets, and so on. The fact that different dimensions of poverty are tightly interrelated, while still distinct and imperfectly correlated, is a major reason for a multidimensional concept.

All the above dimensions of poverty are linked by gender and environment.

2.1.3 Poverty links with gender and environment

The OECD/DAC (2001) reports that poverty, gender and environment are mutually reinforcing, complementary and cross-cutting facets of sustainable development. Mainstreaming gender is key to reducing poverty across its various dimensions, and also to improving the environment. Environmental factors influence gender relations as well as poverty outcomes. Gender equality and environmental sustainability are international development goals in their own right. This section addresses the importance of gender and environment issues for understanding poverty and as conditions for reducing it.

a) *Gender inequality* concerns all dimensions of poverty, because poverty is not gender-neutral. Cultures often involve deep-rooted prejudices and discrimination against women.

Processes causing poverty affect men and women in different ways and degrees. Female poverty is more prevalent and typically more severe than male poverty. Women and girls in poor households get less than their fair share of private consumption and public services. They suffer violence by men on a large scale. They are more likely to be illiterate as well as politically and socially excluded in their communities. Hence, women's abilities to overcome poverty are generally different from those of men. Women play a crucial role in the livelihoods and basic human capabilities of poor households. By providing for their children, they reduce the risk of poverty in the next generation. But women in general have less access than men to assets that provide security and opportunity. Such constraints on women's productive potential reduce household incomes and aggregate economic growth. Gender inequality is therefore a major cause of female and of overall poverty. Gender-related "time poverty" refers to the lack of time for all the tasks imposed on women, for rest and for economic, social and political activities. It is an important additional burden, which in many societies is due to structural gender inequality – a disparity that has different meanings for women and men.

b) Environment and poverty are linked in many ways. Environmental degradation, in both rural and urban areas, affects poor people the most. Conversely, it is also a result of poverty. Sustainable development and poverty reduction require maintaining the integrity of natural ecosystems and preserving their life-supporting functions.

Critical factors linking environment and poverty include security of access to the natural resources on which many poor households depend, and environmental health risks that

particularly affect women and children. In rural areas, land degradation, deforestation and declining fish stocks are serious threats to the livelihood and health of poor people, along with pollution of water and indoor air. Yet, the rural poor often lack alternatives to unsustainable use of fragile land for subsistence agriculture, livestock ranging and woodcutting, thus aggravating soil loss. The increasing scarcity of good land and clean water can fuel social and political instability and local, national and regional conflict, unless the competing needs of different users can be peacefully and equitably reconciled. Poor people in both rural and urban areas are highly vulnerable to devastating natural disasters such as droughts, floods, typhoons/hurricanes and rising sea levels that threaten entire populations in small islands and low-lying coastal areas, especially in poor countries. The incidence and severity of these may be aggravated by global climate change, which is expected to accelerate. Economic growth in developing countries – while important for poverty reduction – generates increased emissions of greenhouse gases that affect global climate change.



2.1.4 Meaning of NGO

A report from UNDP (2001) indicates that the term "non-governmental organization" (NGO) is often loosely applied to all civil society organizations, although NGOs are one form of CSO. It is useful to make a distinction between different kinds of CSOs. Some, such as labor unions and professional associations, promote the interests of specific groups and are created more for the benefit of their members than for society at large or for addressing social concerns. Others, such as small neighborhood or community groups, are

informal associations to whom the term "organization" might not apply. In contrast to such types of CSOs, it is useful to distinguish NGOs as organizations formally conceived for the benefit of the public in general. Most often, NGOs represent groups that do not necessarily have a "class" definition of themselves.

In light of the wide and diverse world of NGOs, it is difficult to give specific definitions of what NGOs are, or prescriptions for what they do. For an NGO to be most effective, it must respond to the social, cultural, political, and economic realities of different countries and communities. To serve their purposes, NGOs must be flexible and creative.

2.1.5 Definition of NGO

There is no universal definition of NGO. The World Bank (1998) defines NGOs as private organisations that pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development (Operational Directive 14.70).

For William, G. (1993), an NGO is any society, association, group trust or body of whatever nature, concerned with the promotion of art, a science, ideology, belief, development, moral responsibility with a view of non-profit making.

While it is impossible to give a universal definition of an NGO, there are characteristics that they all share (UNDP, 2001):

a) NGOs are non-governmental

This means that while these organizations may collaborate or form other partnerships with governments, their governing body is an independent citizen group and not a governmental entity.

b) NGOs are not for profit

NGOs are not motivated by profit and are not created for the financial gain of the founding individuals or groups. While NGOs may engage in business activities that generate revenue, the profit must only be used for the organization's mission or invested in the organization.

c) NGOs are voluntary organizations

This means that NGOs are established and terminated voluntarily by individuals or groups. While NGOs must adhere to legal and operational regulations, no governmental or other body can dictate the formation, operation, or termination of an NGO. Also, while NGOs can have a paid staff, they often also rely on the volunteer participation of many independent individuals who sit on their boards and provide other assistance.

2.1.6 Classification of NGOs

Operational NGOs can be classified into three main groups: international NGOs, national NGOs, and local NGOs (community based organizations).

2.1.6.1 International NGOs

International NGOs represent either a federation of national organizations or a nationally based organization, which defines its area of works as encompassing countries other than the home country (Kalema, R., 2003). As conceived by the World Bank (2003), these are typically headquartered in developed countries and carry out operations in more than one developing country.

2.1.6.2 National NGOs

According to the World Bank (2003), these are NGOs operating in individual developing countries. National NGOs represent an intermediate level, best understood flexibly as supra-local organizations grouping together a number of local NGO units more or less similar in their objectives, even if they achieve only a partial rather than full national coverage, (Kalema, R., 2003).

2.1.6.3 Local NGOs (CBOs)

The immense majority of NGOs, however, are grassroots organizations, that grow out of local communities and are committed to having an impact on their constituents' lives. Making a rather rough approximation, these NGOs are usually organizations whose territorial radius stays within local level (Kalema, R., 2003). They are referred to as

Community Based Organizations (CBOs) consisting of grass-root organizations or peoples' organizations, operating in a narrow geographic area. (World Bank, 2003)

2.2 Poverty in Rwanda: An overview

The purpose of this section is to present an overview of poverty in the Rwandan context as well as the programs toward poverty reduction.

2.2.1 Country background

Rwanda is a small central African country which lies between latitude 1° 04' S and 2° 51' S and longitude 28° 53' E and 30° 53' E. It is bordered to the North and East by Uganda and Tanzania, to the West by the Democratic Republic of Congo and to the South by Burundi. It is often called the "heart of Africa" by virtue of its location. To Cairo due north, it is approximately 3650 km; and to Cape Town due South it is approximately 3750 km. On the other hand it is about 2200 km to Cabinda and 1500 to Dar es Salaam. While these figures emphasise its centrality of location in Africa they also underline the fact that Rwanda is a landlocked country without a direct access to the sea. Early travellers, like one German Duke in 1917, called it a land flowing "honey and milk" and some even dared calling it "a country of a thousand hills", " a Switzerland of Africa". These superlatives on an objective spectrum represented the economic and physical features of Rwanda as observed some 8 decades ago. By then Rwanda was a fertile country with natural and animal resources that were well above the absorption capacity of its population. Its rugged

relief and almost temperate climate is still generally the same, but ironically Rwanda is one of the poorest countries of sub-Saharan Africa today (MINECOFIN, 2000).

According to the Master Plan of Poverty Reduction studies and Research in Rwanda (2001-2003), Rwanda is predominately a rural economy with more than 90% of the total population dependant on peasant farming for their livelihood. Less than 10% of the country's population live in the urban and semi-urban areas, making Rwanda one of the least urbanised countries in sub-Saharan Africa. The low level of urbanization in the country partly explains restricted markets for agricultural produce, lack of modernization of existing farming practices and increasingly low level of agricultural production. Correspondingly, the incidence of poverty is increasing. In this regard, it is estimated that about 70% of total Rwandan households currently live below the poverty line. This reflects a worsening poverty situation compared to the poverty status in 1985 when 40% of the total households in Rwanda then lived below the poverty line. Available statistics indicate that the welfare of the population began to decline in the second half of 1980s. The civil war during the period 1990-1993 and the destruction of human life in 1994 genocide activities greatly exacerbated poverty conditions in Rwanda (MINECOFIN, 2001).

It is remarkable that Rwanda is among the poorest countries today because structural virtues have given way to structural problems that have expressed themselves in the form of structural poverty. While the surfaced area has remained 26,338 square kilometres the population of Rwanda has been increasing dramatically over the decades. The total population increases as shown below:

Table 1: Demographic changes in Rwanda

Year	Total population
1948	1,890,000
1960	2,750,000
1978	4,819,317
1990	7,027,000
1994	5,200,000
1998	6,600,000
2002	8,156,026

Source: NOP, 2003

Except the statistics for 1978 and 2002 based on population census, other statistics are estimated and obtained from the National Office of Population. As the table above shows, from 1948 to 1990, before the genocide, the population of Rwanda increased threefold. The war and genocide of 1994 decrease the population to four million, but after 1994 the population increased twofold.

2.2.2 The special context of poverty in Rwanda

A report on Rwanda Development Indicators (MINECOFIN, 2000) makes it clear that Rwanda's poverty is the outcome of both economic and historical factors. First, the economic structure reflects a chronic failure to achieve productivity increases in a context

of a large and growing population. This failure became increasingly evident in the 1980s and early 1990s, leading to severe structural problems. Second, the war and genocide of 1994 left a horrific legacy, further impoverishing the country and leaving a number of specific problems and challenges. While Rwanda has experienced high population growth, economic transformation has lagged behind. Moreover, the country suffered massive terms of trade shock when international coffee prices fell. As a result, per capita income fell sharply during the 1980s and early 1990s. The country now faces the following economic structural problems: low agricultural productivity, which was aggravated by the failure of past agricultural policies; low human resource development, especially in literacy and skills development; limited employment opportunities, with an oversupply of unskilled workers in comparison to their low demand; high population density and growth; high transport costs, on account of Rwanda's landlocked position, which have been aggravated by the imposition of axle weight limits in neighbouring countries. Internal transport costs also pose a major constraint, partly because of the non-capitalization of the rural sector; environmental degradation, with a chronic decline in soil fertility, poor water management, and deforestation. However, it has been acknowledged that since the war and genocide of 1994, Rwanda has achieved considerable progress in economic, political and social recovery by adopting radical reforms. What is needed now is to develop a coherent strategy for sustainable development and poverty reduction, avoiding the economic stagnation, which characterized the past.

The genocide of 1994 added further development changes following protracted insecurity, and loss of lives. The genocide increased the numbers of vulnerable citizens, destroyed

considerable infrastructures in the rural as well as urban areas, resulting in substantial non-capitalization. The genocide also forced large population movements and reduced social capital.

Since 1994, stability has been restored, economic recovery has begun and the country has embarked on a new path for development. Since 1997, along with progress being made in the national reconciliation process and in ensuring security, the Government of Rwanda embarked on an active economic recovery programme. Since 1998, extensive deregulation of trade and foreign exchange policy has taken place, the tax system has been reformed, public sector reform has been initiated, growth is relatively good and only a third of public expenditure is financed by own funds, the rest being development assistance. External debt is high at 60% of the GDP. One type of initiative that has been taken to achieve recovery is the setting up of new institutions for this purpose. The establishment of the Rwanda Revenue Authority (RRA), to lead government revenue mobilization, the National Tender Board (NTB) to ensure good tendering practices and the Office of the Auditor General (OAG) to ensure financial accountability, is part of the effort being made towards economic recovery and improvement of governance.

2.2.2.1 Definition of poverty

The Ministry of Finance and Economic Planning (MINECOFIN, 2002) reports that, in the Rwandan context, it is important to remember that the experience and effects of poverty are unique for each individual, household and community and that no two people

experience it in the same way. The National Participatory Assessment, combined with the statistical surveys, has provided these definitions. At an individual level a man or woman is considered poor if they:

- Are confronted by a complex of inter-linked problems and cannot resolve them;
- Do not have enough land, income or other resources to satisfy their basic needs and as a result live in precarious conditions; basic needs include food, clothing, medical costs, children's schooling etc.;
- At the household level, land owned, household size and characteristics of the head of households were important criteria for poverty. In particular, households headed by widows, children, the elderly and the handicapped are deemed likely to be poor.

2.2.2.2 Poverty indicators

A statistical poverty line has been developed based on people's food needs, using the 2001 survey, which became available in 2002. The table below shows the current state of some basic indicators of poverty in Rwanda.

Table 2: Indicators of Economic Development and Poverty in Rwanda (2002)

Indicator	Current level	Source	Year
Population	8 162 715	NOP	2002
Female	4.267.983	NOP	2002
Male	3.894 732	NOP	2002
Kigali urban	7.5 %	NOP	2002
Other urban	16.6 %	NOP	2002
Rural	90.1 %	NOP	2002
Proportion of population below the poverty line	60.29%	EICV	2002

Life Expectancy	49 years	DHS	2002
Maternal mortality/100 000 births	810	DHS	2002
Infant mortality per 1,000 (proportion who die before first birthday)	107	DHS	2002
Child mortality per 1,000 (proportion who die before 5 th birthday)	198	DHS	2002
HIV prevalence (15-49 years)	13.7	DHS	2002
Total fertility rate (average number of children during childbearing years)	5.8	DHS	2002
Contraceptive prevalence rate	4%	DHS	2002
Proportion of children completely immunised <5years	72%	MINISANTE	2002
Fertiliser used per hectare	2 Kg/an	MINAGRI	2002
Gross primary enrolment (ratio of primary school children of any age to the primary-school age group)	100.0	MINEDUC	2002
Net primary enrolment (proportion of children of school going age going to school)	73.3	MINEDUC	2002
Gross secondary enrolment	10.2	MINEDUC	2002
Net secondary enrolment	6.0	MINEDUC	2002
Adult literacy (> 15years)	52.36 %	EICV	2002
-Female	47.79 %	EICV	2002
-Male	58.06%	EICV	2002
Low height for age (stunting)	42.7%	DHS	2002
Low weight for age (underweight)	29%	DHS	2002

Source: MINECOFIN, 2002

During the late 1980s and early 1990, poverty was increasing on national level, and rose dramatically in 1994, due to the genocide, to approximately 77.8% of households. Since then, poverty has fallen consistently to about 67% in 1999. The new poverty line created in 2001 estimated that 60% of the population is living below it (MINECOFIN, 2001).

2.2.2.3 The Characteristics of Households in Rwanda

The table below shows the main characteristics of Households in Rwanda following each category of household.

Table 3: Characteristics of Households in Rwanda

Category of Household	Characteristics
<i>Umutindi nyakujya</i> (Those in abject poverty)	Those who need to beg to survive. They have no land or livestock and lack shelter, adequate clothing and food. They fall sick often and have no access to medical care. Their children are malnourished and they cannot afford to send them to school.
<i>Umutindi</i> (The very poor)	The main difference between the very poor (<i>umutindi</i>) and the abject poor (<i>umutindi nyakujya</i>) is that this group is physically capable of working on land owned by others, although they themselves have either no land or very small landholdings, and no livestock.
<i>Umukene</i> (The poor)	These households have some land and housing. They live on their own labour and produce, and though they have no savings, they can eat, even if the food is not very nutritious. Even though they do not have a surplus to sell in the market, their children do not always go to school and they often have no access to health care.
<i>Umukene wifashije</i> (The resourceful poor)	This group shares many of the characteristics of the <i>umukene (poor)</i> but, in addition, they have small ruminants and their children go to primary school.
<i>Umukungu</i> (The food rich)	This group has larger landholdings with fertile soil and enough to eat. They have livestock, often have paid jobs, and can access health care.
<i>Umukire</i> (The money rich)	This group has land and livestock, and often has salaried jobs. They have good housing, often own a vehicle, and have enough money to lend and to get credit from the bank. Many migrate to urban centres.

Source: MINECOFIN, 2002

2.2.2.4 Poverty by region

The MINECOFIN (2002) presents and explains clearly the situation of poverty by region. That is the distribution of households in each province by quintile of the national distribution of real expenditure per equivalent adult.

Table 4: Distribution of households in each province by quintile of the national distribution of real expenditure per equivalent adult

Provinces	Quintile					Total
	1 (lowest)	2	3	4	5 (highest)	
Butare	26.4	23.1	23.6	14.8	12.1	100
Byumba	23.1	20.0	22.2	15.5	19.3	100
Cyangugu	26.1	18.6	19.4	20.2	15.8	100
Gikongoro	32.0	23.2	21.9	15.7	7.2	100
Gisenyi	11.2	21.5	20.8	25.2	21.3	100
Gitarama	14.2	19.2	20.0	27.3	19.3	100
Kibungo	11.2	17.6	21.8	27.4	22.0	100
Kibuye	20.7	24.9	26.4	18.1	9.9	100
Kigali-rural	29.0	22.7	18.9	17.9	11.5	100
Kigali-urban	0.7	3.4	7.9	13.3	74.8	100
Ruhengeri	25.1	25.7	19.4	18.4	11.4	100
Umutara	16.8	15.4	18.0	26.4	23.4	100

Source: MINECOFIN, 2002

The data show an extremely wide gap between Kigali-urban and the other provinces. The table shows that 75% of people in Kigali-urban are in the top expenditure quintile for the country. This is particularly striking given that the index has been deflated by regional prices. Additionally, food poverty is largely rural with 96% of the food-poor living in rural areas. The ranking of provinces confirms that Gikongoro, Kigali-Ngali and Butare are also very poor.

All the provinces of Rwanda share certain features. All areas have probably seen reductions in household incomes. All rural areas, with the possible exception of parts of Umutara, have experienced loss of livestock and declining soil fertility. All areas are still affected by the consequences of the genocide, with the portion of widow-headed households varying from 13% in Gikongoro to 28% in Butare.

However, there are important differences between provinces. Some, like Ruhengeri and Gisenyi, are of high agricultural potential but have been badly affected by insecurity and have many people without housing. Some, like Kibungo and Umutara, have had very large inflows of population and therefore have a deficit of infrastructure, and are facing environmental pressure. Finally, other provinces, such as Kigali-Ngali, Butare and Gikongoro have chronically low incomes arising from dense population, relative aridity and soil acidity. This has been compounded by a high number of vulnerable households as a result of the genocide, and has been aggravated by the recent drought. Within provinces, Gini coefficients range from 0.324 to 0.433, with inequality levels being highest within Cyangugu, Butare and Kigali-urban, and lowest in Kibuye and Gitarama. There are also important differences in the incidence of consumption poverty across provinces. The proportion of poor is highest in Gikongoro, where 77.2% of the population are poor. In the provinces of Butare, Kibuye, Kigali-Ngali and Ruhengeri more than 70% of the residents have consumption levels below the poverty line, and they are disproportionately associated with women-headed households.

The large numbers of people reporting illness during the two weeks preceding the interview, who were sick on average for 8.34 days, highlights the significance of levels of ill health. The levels ranged from 15.2% in Gisenyi to 33.4% in Butare. The long distances to potable water sources represent a significant burden for time use, particularly for women and girls. This problem is particularly acute in Kibungo, Kigali Ngali, Umutara and Butare, where people live on average more than 800m from the water source. Significant numbers of people also live in houses without toilets in Umutara (8.4%), Gikongoro (7.8%), Butare (7.2%) and Gisenyi (5.6%). At a provincial level Cyangugu shows the highest number of landless households, while Butare, Gikongoro, Cyangugu, and Ruhengeri are the provinces with the highest percentage of households with farm sizes of less than 0.2 ha. There is little difference in primary enrolment rates across provinces, with Kigali urban, Gitarama and Kigali Ngali having rates of above 75%, and only Gisenyi and Kibungo falling below 70% (MINECOFIN, 2002).

2.2.3 Toward poverty reduction

Policies and programs toward poverty reduction have been set up.

2.2.3.1 Vision 2020

The MINECOFIN (2002) reports that the PRSP is guided by Vision 2020 and represents a short-medium term instrument for addressing the challenges of Vision 2020. Vision 2020 identifies the key objectives that need to be attained for Rwanda to become a middle-income country by 2020. The development of Rwanda is supposed to be guided by its long-term perspective Vision 2020, which has the following 7 goals:

1. Good political and economic governance: Good governance is essential to successful development. Security is an absolute prerequisite, as Rwanda's experience has clearly shown. Respect for human rights and increased popular participation in government, through the bottom-up approach to democratization, are critical. Equally important is the establishment of sound economic management and macroeconomic stability.

2. Rural economic transformation: In order to raise agricultural incomes and generate opportunities to earn incomes outside agriculture, the rural economy needs to be re-capitalized and transformed. This can be achieved by building on the traditional strengths of the rural Rwandan economy and by introducing new technologies.

3. Development of services and manufacturing: As incomes rise, Rwanda needs to develop other engines of growth and to transform our economy. Rwanda needs also to increase competitiveness in services and industry. Key sectors identified are the re-establishment of Rwanda as a regional trade and service center, by strengthening our use of Information and Communication Technology (ICT) and by encouraging the development of tourism. In the manufacturing sector there are opportunities to expand the production of mass consumer goods, in particular of garments.

4. Human resource development: Rwanda currently imports human resources within the region (and has exported human resources too to other countries in the region and beyond) and has scarce human capacity. An increase in educational attainment is needed at all levels. Better health care is needed to reverse the decline in health indicators and to confront the major killer diseases, HIV/AIDS and malaria.

5. *Development and promotion of the private sector:* Private sector development calls for further liberalization, privatization and enhanced public-private partnership. In order to lower the risks of doing business in Rwanda, and to encourage the formalization of existing informal enterprises, the whole legal framework for business needs to be reviewed.

6. *Regional and international economic integration:* Rwanda has joined the Common Market for Eastern and Southern Africa (COMESA) with a three year phasing in period of the free trade area. Rwanda has applied to join the East African Community, and is committed to exploiting the opportunities offered by international trade agreements, including the World Trade Organization and the recent Africa Growth and Opportunities Act (AGOA) in the USA.

7. *Poverty reduction:* The reduction of poverty is not a separate objective, but the effect of the achievement of the other objectives. A concern with the reduction of inequality needs to be the foundation for all public actions. This includes reducing inequalities arising from gender and age.

2.2.3.2 The National Poverty Reduction Programme (NPRP)

In June 2000 His Excellency, the President of the Republic of Rwanda launched officially the National Poverty Reduction Programme (NPRP). It can be seen in two perspectives. Firstly, it can be seen as one of the key instruments of carrying out Vision 2020.

The latter is a long term programme which in general terms aims at reducing by half the level of poverty and removing Rwanda from the list of poor countries by the Year 2020.

A second perspective is planning and carrying out a PRSP process. The latter is a process, which involves a “conditionality” of including poverty reduction in a poor country’s programme so that it can have access to the Poverty Reduction and Growth Facility run by the International Monetary Fund (IMF).

Within a short span of time NPRP has initiated a number of forward looking actions. Together with an existing Poverty Observatory it is gradually but significantly drawing a clearer picture of the state of poverty in Rwanda. This is in terms of putting together data, information and profiles of poverty in Rwanda, which should eventually provide a basis for an informed intervention into poverty.

In the course of 12 months of its existence it drew out an Interim PRSP. This has signaled a good course towards drawing a final PRSP and qualifying Rwanda as a member of HIPC, a harbinger to debt relief. It is important to note that the activities of the NPRP revolve on two major objectives:

- To develop a comprehensive and participatory national strategy for poverty reduction;
- To develop poverty indicators and related monitoring system for poverty reduction, (MINECOFIN, 2002).

In specific operational terms, the NPRP poverty reduction actions aim to address a diversified range of socio-economic concerns as outlined below (MINECOFIN, 2001):

- Need to increase income; employment opportunities; raise labour productivity; recapitalisation of the rural areas in particular, the country in general; support rural credit schemes and rural infrastructures including rural roads, water supply and other facilities;
- Promote better living standards of the poor through encouraging economically viable resettlement schemes; health care; education; energy and water supply made easily accessible to the people;
- Facilitate sustainable support of the vulnerable groups both in urban and rural areas;
- Facilitate training and employment opportunities for the youth; income generating activities and acquisition of appropriate technical skills by the youth;
- Promotion of favourable administrative environment in the country embracing good governance, the rule of law; participatory culture and create attractive investment opportunities in the country, but especially in the rural areas;
- Enhancing and supporting practical implementation of the government's decentralisation policy, encouraging the population to be involved in the decision making process in socio-economic activities that affect their lives.

2.2.3.3 Poverty Reduction Strategy Paper (PRSP)

Prepared by the NPRP, Rwanda's Poverty Reduction Strategy Paper (PRSP) was produced in November 2001, based on participatory assessments and quantitative surveys on

household living conditions, and is considered as an important reference document for designing appropriate sectoral poverty reduction sub-programmes.

The focus of the PRSP, particularly in the medium term, is to modernize agricultural production and raise its level of productivity; accelerating human resource development and consolidating the process of reconciliation through good governance and decentralisation progress. Modernizing and increasing agricultural productivity is imperative particularly in the medium term, considering that more than 90 percent of the total population live in the rural areas. (MINECOFIN 2001)

2.3 The NGO sector in Rwanda

The government of Rwanda recognises the input of NGOs in its efforts to achieve development objectives, plus their ability to achieve a large part of development plans. The purpose of this section is to present a general overview of the NGO sector in Rwanda.

2.3.1 Components of the NGO sector

In the Rwandan context, the NGO sector comprises the following components, as highlighted by the MINALOC (2003):

- *Trade associations* notably Rwanda Workers' Trade Union (CESTRAR), the Syndicate of farmers (IMBARAGA), the National Council of Free Trade Unions of Rwanda (COSYLI) and Association of Craftsmen (KORA);

- Religious denominations such as Catholic denominations grouped under the Episcopal Conference of Rwanda (CEPR), Protestant denominations grouped under the Protestant Council of Rwanda (CPR), Association of Rwandan Muslims (AMUR) and other churches;
- Media;
- Associations for the Defence of Human and Media Rights, notably the associations for the defence of Human Right grouped under the Collective Association known as “CLADHO” and the Association of Rwandan Journalists.

2.3.2 Origin of NGOs

Activities of NGOs started in Rwanda in 1957, when the oldest Rwandan NGO “Joc” was found. As time went on, more national NGOs like INADES, CFRC- IWACU and ARDI were formed, and it is in this period that international NGOs started to arrive in the country. In 1989, INADES, sponsored by the World Bank, carried out a study to take stock of NGOs and found 143 NGOs operating in the country. By 1991 the number of NGOs had increased to 170.

Since 1994, NGOs have assisted Rwanda to a considerable degree. Almost all the infrastructure and services were destroyed or interrupted and required immediate reconstruction. It is for this reason that NGOs came from all over the world; working with others from within Rwanda, to rehabilitate and re-build Rwanda. By 1996, Rwanda had

officially registered 115 NGOs including 28 local NGOs and 87 international. Currently, the country counts 216, among which 94 are international (MINALOC, 2003).

2.3.3 Trends in NGO activities

A report from the MINIREISO (2000) shows that normally, NGOs engage in a wider range of activities depending on the environment at stake.

Data on NGO activities before the 1994 genocide revealed main domains of activity such as: domestic energy, environment, hygiene, peasant self promotion, training in management, health, rural water, handicaps, income generating projects, forestry, general training, habitats, agriculture and animal husbandry. It is important to note that the sectors of agriculture, forestry and general training were given high priorities, while others were less prioritised.

After the 1994 war and genocide, NGOs changed their trend of activities to suit the demand of Rwanda after the tragedy. The domain of activities became: medical, agriculture, unaccompanied children, water and sanitation, micro-projects, education, shelter, roads, food distribution and repatriation. It is important to note that health, agriculture and unaccompanied children sectors were attached high value and some NGOs can cover more than one sector (MINIREISO, 2000).

2.3.4 Organizational capacity of NGOs in Rwanda

As highlighted by the MINALOC (2003), there are many differences between NGOs in Rwanda with respect to their capacity. Some are specialized in certain activities targeting certain groups of people. In fact, there are NGOs that tend to stress long-term structural solutions of poverty by addressing basic health, nutrition, housing, education, income generating activities, etc. In this specialization, they target their resources predominantly on support of social services at grass root level among the poor.

A distinction between NGOs is also made on the basis of age. In Rwanda NGOs are categorized into two categories according to age: old NGOs, which started operations before the 1994 war and genocide; and young NGOs, which existed during or after 1994. The only advantage that old NGOs may have over the young ones is the network of relationships with the international partners and donors.

A third distinction is made on the basis of geographical position of origin: those NGOs that originate in and operate within Rwanda are called Local and/or National NGOs, while those that were formed outside the country are called international NGOs. International NGOs have more resources than local NGOs. As a result international NGOs enjoy financial autonomy, while local NGOs depend upon the generosity of foreign donors and quite often they depend on job contracts from international NGOs.

The fourth organizational characteristic is within national NGOs. Among these NGOs, Rwanda has three federations: CLADHO (Collective des Ligues et Associations de Défense des Droits de l'Homme) federates active organisations in the human rights watch sector, women groups have federated into PRO-FEMMES/TWESE HAMWE, while development organisations have gathered into CCOAIB.

2.3.5 Registration of NGOs in Rwanda

Before an NGO starts its operations in the country, it has to sign a basic agreement, and as a result all NGOs intending to work in Rwanda apply for registration to the Ministry of Local Government, which registers them and signs a basic agreement with them. On approval, the applying NGO is given a temporary registration of a period not exceeding three months. Then, when a Community Based Project Proposal is accepted, an applying NGO is given the chance to sign a basic agreement with MINALOC, on behalf of the government. When an NGO has signed the basic agreement with the government it is given guiding principles to encourage genuine collaboration between government and NGOs.

2.3.6 General guiding principles of NGOs

To ensure that NGOs operating in some areas and sectors of Rwanda are not better represented, served and resourced more than others, the government of Rwanda has delegated the responsibility for such coordination to the Ministry of Local Government.

The Ministry of Local Government with line ministries suggests and guides all NGO activities in Rwanda on behalf of the government. As a result all NGOs desiring to work in Rwanda must demonstrate to MINALOC that they possess the resources, the technical capacity, the expertise and the commitment required to make a significant contribution to the improvement of living standards of Rwandan society. Any project implemented through an NGO must suit its goals for national development and must be a complementary force to government efforts.

2.3.7 Co-ordination of NGOs

To facilitate and co-ordinate the work of NGOs the mandated government ministry (MINALOC) has created a division in charge of co-ordination. This division serves as a focal point for NGOs affairs. However, there are matters requiring further consultation with line ministries. For better and easier NGO project planning, implementation and co-ordination, there has been the establishment of offices in charge of NGO matters at decentralised levels in the provinces.

2.3.8 NGOs activities in Rwanda

The activities of NGOs in Rwanda can be grouped into six priority categories (MINALOC, 2003): the first is the immediate alleviation of human suffering (hunger, sickness, lack of shelter, etc.). NGOs that engage in this activity tend to get involved in the distribution of food, drinking water, provision of health and nutrition services, shelter management and

the satisfying of other basic needs of the affected population, on request and approval of MINALOC.

The second activity of NGOs is that of increasing income and/or employment opportunities for the poor. In this respect, NGOs endeavour to build a local capacity by placing high value on employing local staff.

The third activity on NGOs in Rwanda is enhancing the bargaining power of “receipts” to secure equitable arrangements with important groups and institutions that can assist them.

The fourth activity is the building of new institutions and networks of socio-economic participation designed and operated primarily by the poor themselves.

The fifth activity is improving the skills, knowledge and capacity of Rwandans, which in turn help them to solve their own problems and manage programs.

The last activity of NGOs in Rwanda is the empowerment of Rwandans to challenge and change the dominant economic structures in their environment.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

The research design of this study was *qualitative*, focusing on personal/individual interviews as well as focus group discussions. According to Bride B. and Schostak J. (2003), qualitative method is a more precise reflection of the situation than the numerical perception.

This chapter explains in details how the study was carried out. It explains the how and why of the use of the *methods* and *techniques* of data collection and analysis. Moreover, it shows the population of the study, how the samples were selected, how the data was collected, processed and analysed.

3.1 Methodological approaches

The study used *descriptive and analytical* approaches as methods. According to Williamson, et al., (1982), description is noting in meticulous detail how things or someone looks and acts, both as a separate entity and in combination with other things or people. This research describes how local NGOs participate in poverty reduction in Rwanda. That concerns their objectives, programs and activities toward poverty reduction.

The analytical approach was used in order to analyse whether the participation of local NGOs is responding to what is/was expected of them towards poverty reduction. That concerns the impact of local NGOs' support on the lives of the beneficiaries. The

beneficiaries' testimonies facilitated the analysis of the extent to which local NGOs support and empower poor communities. The analytical approach was helpful to allow the researcher to make interpretations leading to the necessary recommendations. However, the success of the above methods depended on some techniques of data collection.

3.2 Techniques of data collection

The techniques used in this study were threefold: interviews, documentary and observation techniques.

3.2.1 Interviews

This study used personal interview. The interview was used in meeting with different respondents targeted, and especially in focus group discussions with the beneficiaries of local NGOs' support. It is reminded that, the "beneficiaries" in question, in this study, were either members or other poor people supported by local NGOs.

The interview was consisted of face-to-face conversation, which allowed the researcher to get more relevant and quality information. This technique was useful and relevant as the survey of the study concerned the beneficiaries of local NGOs' support, of whom some could not read and write, or did so with difficulty.

By using the technique of interview, respondents easily revealed information about emotional issues and subjects, or probed sentiments that may underline an expressed opinion. This technique was very useful where questions guiding the interview needed to be clarified, as well as to be translated into a language the respondents understood better.

3.2.2 Documentary technique

This involved data collection based on reading literature from books and other documents related to poverty and local NGOs.

3.2.3 Observation technique

This technique was applied during the period of data collection by visiting the beneficiaries' project sites. The researcher observed how the people interviewed felt about their situation and relationship with the organization they are in relation with. The technique of observation was also used to cross check information derived from other research procedures.

3.3 The study population

The study population was composed of individuals from:

- a) *Local NGOs* in Butare province: DUTERIMBERE, HUGUKA, HAGURUKA, and URWEGO.

- b) *People* beneficiaries of the above local NGOs' support.
- c) *Ministry* in charge of local NGOs (MINALOC), the *Ministry* of Finance and Economic Planning (MINECOFIN) where the National Poverty Reduction Program sits, as well as the members of Parliament;
- d) *National NGOs/forum*: The following national and/or forum of NGOs as highlighted by MINALOC (2003) have been visited in order to have a general overview on local NGOs' operations in Rwanda. Those were:
- ✓ Community Initiatives Support Organisations (OAIB) grouped under the Council of Community Initiatives Support Organisations (CCOAIB), which groups together 23 organisations supporting communities based organisations;
 - ✓ Associations for the Promotion of the Socio-Economic Development of Women grouped under the collective association known as "PROFEMME TWESE HAMWE" which groups together 35 organisations of Women's promotion;
 - ✓ Associations of Parents for the promotion of private Secondary Education known as "Cultural Associations"
 - ✓ Forum of Rwandan NGOs (FORWA), which is a forum of 32 development NGOs.
- e) *Training centres*: (CFRC-IWACU and INADES-formation) were visited because they often collaborate with local NGOs while supporting them in training;

- f) *Local government officials:* at province, district, sector and/or cell levels in Butare province;
- g) *UN agencies: Officials from UNICEF, UNDP, WHO.*

However, bearing in mind the limited time, material and financial resources and the great number of the population mentioned above, the study did not encompass all of them. Sample selection was therefore important.

3.4 Sample selection

Purposive sampling strategy was used in the selection of the required number of respondents that had to be interviewed. Those were:

- *Government officials:* 3 respectively from the ministries in charge of civil society organisations and the Ministry of Finance and Economic Planning; 2 from Butare province and at district levels; and 5 members of the executive committees at sector levels where local NGOs operate. *The total was 10;*
- *Two* members of Parliament from different political parties;
- *Four* representatives of national/forum NGOs operating in the country as mentioned above;
- *Two* representatives from training centres (CFRC-IWACU and INADES-formation);
- *Four* representatives (staffs) from four targeted local NGOs in Butare province;

- Forty people-beneficiaries of four local NGOs operating in Butare province (10 people per organisation visited);
- Three from UN agencies above mentioned.

Thus, the total of the respondents was 65.

3.5 Administration of the field research

In the field, discussions with the beneficiaries of local NGOs support were done in focus groups. During the interviews, all the respondents were asked similar questions (based on the sample list: Appendix I). Research instruments such as in-depth interview guide, semi-structured questions were employed on the sample selected.

3.6 Data collection, processing and analysis

Data collection was done after a period of four weeks. Here, the techniques of interview and observation allowed the researcher to discuss with the respondents by simulating and recording the responses. It allowed him to make clarifications, control environment so that no question was (supposed to be) left unanswered. Observation on the feelings and emotions of the respondents towards the poverty issue in Rwanda was also taken into consideration.

After the period of data collection, data was processed. This is the correlation between data processing and data analysis. The data analysis was emphasized through editing and

coding. Editing was done in the field and during nights after each successive fieldwork. This was basically done to ensure completeness, accuracy and uniformity of interview schedule consequently facilitating coding. Coding consisted of classifying the answer to questions into meaningful categories, so as to bring out their essential patterns. The major reason why coding was used in this study was to summarise data by classifying the different responses given into categories for easier analysis. Therefore, the next chapter encompass the results.



CHAPTER 4: RESULTS: PRESENTATION AND DISCUSSION

4.1 Introduction

This chapter displays the findings on the role of local NGOs in poverty reduction in Rwanda taking Butare province as a specific reference. The study focuses on four local NGOs, notably HUGUKA, HAGURUKA, DUTERIMBERE and URWEGO. The particular accent of the findings concerns mainly their objectives, programs and activities in supporting and empowering poor communities. However, before the presentation of the findings in detail, it is important to give an overview of the study area as well as the characteristics of the respondents.

4.2 Study area

The study was conducted in Butare province. Butare is situated in central-southern Rwanda. It borders Gitarama province to the north, Gikongoro province to the northwest and the Republic of Burundi to the southeast.

Butare provincial administrative block is located in Butare town, which is 130 kilometres from the capital city of Rwanda, Kigali, on the route to Burundi.

Concerning the historical background, it is important to mention that, like other provinces apart from both Kigali town and Umutara province, which were formed after the 1994 war and genocide, the origin of the provinces including Butare province dates back to the colonial era. From the national census of 2002, the population of Butare province is 722 616 (Ndatabaya R. 2002), which ranks it at the 3rd position in the country.

4.3 Characteristics of the respondents

As mentioned in the section related to the methodology of the study, different categories of the respondents have been taken into consideration. Considering the total of 65 respondents:

- 61.5% of the respondents are women (40/65 respondents);
- 90.7% of the respondents are adult (58/65 respondents);
- 75.3 % are widows, orphans and children headed households (49/65 respondents);

Concerning the level of education, the respondents from national NGOs, training centres as well as from central government and UN agencies have at least finished secondary school. Seven of them have finished their bachelors' degree while two have Masters degrees. At local level, only two of the respondents had a bachelors' degree. With regard to local NGOs, all of their representatives interviewed had finished secondary school. Only 46 of the people who were beneficiaries of local NGOs' support had finished primary school, while the rest do not know how to read and write.

4.4 Definition of poverty and NGO

At the beginning of each discussion a general question on the meaning of poverty, as well as NGO in Rwandan context, was cast to all the respondents. This section encompasses the results.

4.4.1 The concept of poverty

Data from local NGOs' representatives and focus group discussions show that poverty is conceived as the impossibility to have something to eat, to wear, lack of medical care, insurance and shelter.

According to government officials at local and central levels, as well as the representatives from national NGOs and training centres, poverty is conceived as the inability to attain a minimal standard of living measured in terms of basic consumption needs or income required for satisfying them.

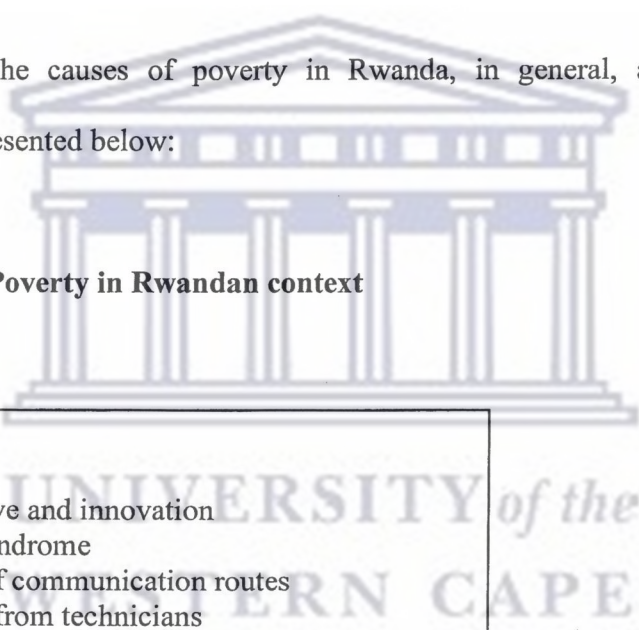
Thus, in the Rwandan context, poverty refers to a failure/inability to meet the basic requirements, which allow satisfying socio- economic needs for human development. Julian M. (1998) argues that this inability is one, which includes alienation from the community, food insecurity, crowded homes, usage of unsafe and inefficient forms of energy, lack of adequately paid and secure jobs, and fragmentation of the family.

From the above, poverty in Rwanda is defined in terms of people's incomes, the problems they face, and their ability to look after themselves. This aligns with the definition provided by OECD/DAC (2001) that conceives poverty as the inability of people to meet economic, social and other standards of well-being.

4.4.2 The causes of poverty in Rwanda

A summary of the causes of poverty in Rwanda, in general, as expressed by the respondents, is presented below:

Box 1: Cause of Poverty in Rwandan context

- 
- Ignorance
 - Lack of initiative and innovation
 - Dependency syndrome
 - Deterioration of communication routes
 - Lack of model from technicians
 - Lack of training
 - Lack of information about state policies

Ranking the above causes, respondents pointed out ignorance and dependency as the main causes of poverty in Rwanda. They expressed that most Rwandans are aware that their lives depend on donors, and that they are incapable to overcome their problems by themselves.

4.4.3 Definition of NGO

Apart from the people who are beneficiaries of local NGOs support, for whom it was difficult to define an NGO, the rest of the respondents conceived NGOs as organisations that promote the interests of the poor, protect the environment and provide services for the development of the country. National/local NGOs are conceived as non-governmental associations that rose within a country, at local level, and which are not incorporated in the private sector. They are characterised by:

- Being non-profit making;
- Aiming to promote people at grass-root levels;
- Being autonomous;
- Aiming to promote solidarity;
- Being apolitical (but without being insensitive to democratic ideals).

4.5 NGOs and poverty reduction

This section concerns data from ministries members of parliament, national NGOs, training centres and UN agencies. The respondents expressed how they consider local NGOs in general regarding poverty reduction.

In fact, all of them agree that local NGOs can play a crucial role in poverty reduction in Rwanda. Their main arguments are as follows:

- *“There has always been a spirit of solidarity among Rwandan people. Thus, that spirit may be useful to be utilised by local NGOs for more benefits.”*

- *“Being in permanent contact with poor people, local NGOs are capable of identifying their problems and finding solutions”.*

This argument agrees with Riddle, R.C. & Robinson, M.C. (1996) who state that poor communities that are trapped in the vicious cycle of poverty. They need the support of an entity committed and willing to assist them, identify their needs, set priorities, mobilize resources, organize and design viable activities to a standard acceptable to the funding agencies.

- *“local NGOs support poor people in carrying out small projects which may help them to survive.”*

This view is supported by Muganwa, D. (1999), who argues that local NGOs have the capacity to assist local communities to implement project activities, help mobilize additional resources and act as financial intermediaries or suppliers of financial knowledge to the beneficiaries.

- *“local NGOs are capable of targeting the real poor communities and in the process of supporting them, it may be easier to get them to participate in poverty reduction.”*

This assumption joins the one of Clark, J. (1991), who argues that local NGOs are believed to have a comparative advantage in several areas, including targeting the poor,

strengthening grassroots organizations by the use of more efficient management procedures and ability to attract better qualified and motivated staff. They have a special ability to work with local communities and are more willing to involve communities in their decision-making processes, thus enhancing sustainability and suitability. Muhikira, B., (1999), expresses that the major strengths of local NGOs are their ability to mobilize people into organized voluntary groups, and encourage people to make better use of their own local resources and services to promote equity, alleviate poverty, influence government actions towards the same objectives, and to establish new constitutional frameworks that will sustain people-centered development.

4.6 The case of Butare province

Butare province served as a specific reference. Before presenting the data from local NGOs visited, it is important to highlight the factors leading to poverty in the province in question.

4.6.1. Factors leading to poverty in Butare province

The factors leading to poverty vary from individual to individual and from place to place. However, data from local government officials and local NGO representatives show that the major factors that cause poverty in Butare province include poor soils, low income, low level of education, lack of human resources, lack of manpower, poor methods of farming,

lack of inputs, laziness, ignorance, poor technology, limited banking facilities, brain drain, poor infrastructures, unemployment, climatic changes and political factors.

a) Poor soils

Poor soils are conceived as a major cause of poverty in Butare province. Poor soils include acidic soils and infertile soils, which lead to low agricultural production. The soils are considered to be harsh to almost all the subsistence crops, and this leads to poor yields. The soils are of poor quality and cannot support agriculture because they are infertile. This shows clearly how poor soils contributed, and are still contributing to increasing poverty in a province, where about 95% of the population depend on agriculture.

b) Ignorance

Ignorance is one of the overriding factors that cause poverty in Butare province. In fact, respondents expressed ignorance as being a serious problem as mainly brought about by lack of education. They revealed that most people do not know the advantages of education and oblige their children to help them in farming activities.

c) Laziness

This problem is linked to ignorance. Respondents concurred that laziness, especially among the youth, is a big cause of poverty. One respondent commented:

“ Our youth are too lazy. Their occupation is to sit in the trading centres from morning to evening doing nothing. Unfortunately, they have grown up in a poor province. Nevertheless, they make the future working force of the country in general and of the province in particular and constitute the majority of the whole population”.

It was noted also that the youth as well as the majority of other people in Butare province wake up each morning and go into the town roaming the streets. One of the respondents said:

“ How can people wake up every morning and go into the town without anything carried there? These people do not carry anything! Most of these are farmers; they do not have jobs and do not know any craft. We all know that they go there for begging what they will use for drinking beers, and most of the time they go there to rob”.

The above information shows that laziness especially among the youth is seen as a real cause of poverty in Butare province. It develops a low level of participation of people, reduces work done in the community, and results in failure of ownership and people's participation to work for their lives.

d) Poor methods of farming and lack of inputs

Respondents stated that the people in Butare province still use rudimentary farming tools like hand hoes and machetes, which leads to low yield and low income. The lack of inputs such as improved quality seeds and fertilisers are frequently stated as cause for the food insecurity in the province. Nevertheless, agriculture is the predominant activity in Butare province. Lack of fertilisers and pesticides by the farmers, have contributed and does still contribute a great deal to poverty in the area. This is a serious problem, which needs great attention because the area is made up of poor soils, as about 95% of the population depend on agriculture for survival.

As described before, four local NGOs were visited in order to discuss with their staff and the beneficiaries of their support. Data allowed the researcher to know as to what extent local NGOs may support poor communities and thus contribute to poverty reduction.

Discussions with these respondents were mainly focusing on the following points:

- Local NGOs missions, areas of interventions, activities and projects to improve; on welfare of the population in trying to solve the poverty issue;
- Satisfaction of the beneficiaries;
- Surviving without local NGOs intervention;
- Capabilities of local NGOs;
- Collaboration with other partners of development.

4.6.2 Experiences from local NGOs visited

A number of local NGOs operate in Butare province. However, for the purpose of the study, the survey was conducted on four local NGOs. These are URWEGO, HAGURUKA, HUGUKA and DUTERIMBERE.

4.6.2.1 URWEGO organisation

URWEGO (ladder) is a Christian organisation that introduced the micro finance system for the first time in Rwanda (since 1997). Normally, URWEGO is a work instrument supporting a person to climb up. In this way, the main aim of URWEGO is to enable the poor to survive by financing their projects (investments).

Without discriminating against men, findings indicate that URWEGO works firstly with poor women who already have projects in whatever domain, and who express the need of funds and the guarantee of getting a return on the funds to be received, and consequently who will be capable to repay their development loans (credits).

a) Objectives towards poverty reduction

URWEGO is a community-banking program founded by World Relief Rwanda in 1997. Its mission is to alleviate poverty in Rwanda in the name of Christ by empowering the poor to help themselves. URWEGO staff argued:

“ I believe that giving the poor a "hand-up" is more effective and produces longer-term results than merely giving a "hand-out." Many of the world's poor remain poor, despite their hard work, due to lack of access to capital.”

b) Activities towards poverty reduction

Findings indicate the main activities towards poverty reduction as:

❖ Community banking

The program is built on a strong belief in women and their potential. The URWEGO community-banking program uses the methodology of "community banking," or "village banking" which received international attention through the "Grameen Bank" in Bangladesh. Adaptations have been made for the Rwandan context, but the concept remains the same. Groups of approximately 30 members work together to provide a mutual guarantee, thereby increasing repayment rates, and a cost effective delivery mechanism in which economies of scale minimize the cost of delivering financial services and training. Initial loans are \$50 with the possibility of increasing this amount in subsequent loan cycles (specifically, future loans are calculated by adding the base amount to twice the amount of accumulated savings). Loans are repaid with interest over a four-month cycle.

URWEGO provides basic business training to all clients as well as emphasizing the importance of savings. Community banking members have managed to use their savings to

provide for emergencies, for expanding businesses, capital needs, or other family or personal needs. URWEGO community bank and solidarity group members have begun many types of businesses. These include: restaurants, general stores, bike taxis, seamstresses, Laundromats, shoe shine stands, food (fruit, vegetable, flour, meat) stands, ironing businesses, and clothing stores.

These businesses have helped members to send children to school, to build and rebuild homes, care for orphans, go to the doctor and obtain medicine, care for the elderly, buy clothes, and feed their families. Members are also trained in financial management and good business practices, skills that can be put to use in many different aspects of life.

This shows that in a country, which has experienced so much recent heartache, community banks are a way to bring reconciliation and forgiveness. Different ethnic groups work together within their communities to improve their lives. Many members share that after joining a community bank, they now have a sense of hope in their lives that they did not have before. Each group that joins URWEGO selects a name that is meaningful to them. Some favourites are listed below:

- *Twizerane* (“Let's have faith in each other”)
- *Abateraninkunga* (“Those who gather strength from helping one another”)
- *Amizero* (“Hope”)
- *Indahemuka* (“Those who trust one another”)
- *Ababerarugo* (“A woman who is a good provider for her home”)

❖ Other technical supports

URWEGO provides micro-finance to small-scale traders and assistance is made in the following ways:

- Personal financial credits
- Groups financial credits
- Training on how to save for next investments
- Training on: how to make profits, how to analyse what may cause bankruptcy, how to make business transactions (sell)
- Training on HIV/AIDS and its prevention as well as helping those infected

c) Micro finance

The reason for URWEGO support to poor communities through micro finance is explained as follows:

✓ *Self-promotion*

Starting or supporting loans help the poor to have better living conditions and facilitate self-management of their personal assets. These loans also facilitate self-promotion and self-confidence of the poor, which leads to their integrity (honesty).

✓ *Family poverty reduction*

The people in Rwanda and in Butare province in particular are often concerned with income generating micro activities and projects. Thus, it is a great chance to obtain credits because poor people will be capable to develop their region and manage their destiny.

✓ *Self-management (repay)*

The micro finance programme has a self-management capability. Interests from credits permit the continuation of micro finance programme and generate new credits to distribute to other people in the region.

✓ *Training*

The beneficiaries of micro finance training are capable of self-development, planning, saving, self-management and how to overcome the HIV/AIDS pandemic to improve their living conditions.

d) Partners

- a. World Relief: churches Helping Churches Help the Hurting. The mission of World Relief, as commissioned by the National Association of Evangelicals, is to work with the church in alleviating human suffering worldwide in the name of Christ.
- b. Tearfund: Christian action with the world's poor. The purpose of Tearfund is to serve Jesus Christ by enabling those who share evangelical Christian beliefs to bring good news to the poor.
- c. PlaNet Finance: As a non-governmental organization, PlaNet Finance contributes in the professionalization and financing of Microfinance institutions.

e) Impact on beneficiaries

The findings indicate that all the beneficiaries are satisfied with the assistance received from URWEGO. For instance, on micro finance, they all emphasised that before the intervention by URWEGO, their businesses were crippled because of lack of enough capital. Support from URWEGO backed their business, making them able to repay and save. In the same way on combating the AIDS pandemic, the people thanked the organisation for its contribution since the development of the country cannot be achieved without a healthy population. The beneficiaries of URWEGO support expressed their satisfaction in this regard. The following are some of the main testimonies of URWEGO's beneficiaries:

Box 2: Martha's testimony on URWEGO's support

Martha, a widow of genocide:

Like many of the other women in World Relief Rwanda's, through URWEGO Community Bank program, Martha is a widow who lost her husband in Rwanda's 1994 genocide.

"I am Martha Muteteli, a widow of genocide.

After the war, I started selling tomatoes. I normally buy them from local farmers and sell them from a small stand. One of World Relief's community bank loan officers came once to visit me and asked me if I would be interested in their program. I accepted and joined URWEGO's, where I received training, and after a couple of months they gave me a loan of 25 000 francs rwandais. Since then, I have taken out loans up to twice that amount and paid them all back. URWEGO was like a saviour for my situation: I had nothing to do and nothing to survive on, but today my children can go to school and I have enough to live on."

Box 3: Jerome's testimony

Jerome, an orphan headed household:

Just a few months ago, Jerome bumped into some of his neighbours as they returned from Urwego community bank meeting. But he also had another idea. While many rural Rwandans do not have running water, Jerome had a faucet on his property, next to the store. With the credit, he was able to purchase from Electrogaz, the state utility company, and the right to sell water wholesale. Profit from the water is not the only benefit. For Jerome's customers, the nearest clean water is a good walk away, life is much easier now that they don't have to carry the water so far. Though Jerome is single, he has a family to provide for: his sister and the orphans she cares for. When they needed shelter, he was able to build them a house, after which he built a home for himself:

"URWEGO means a lot to me. Now I can feed my brothers and sisters, they can go to school, and our house is on the way to completion.

4.6.2.2 HAGURUKA organisation

HAGURUKA ("stand up"!) is a non-profit making organization established on the 16th June 1991 to work for the rights of Rwandan citizens with the mission to defend the rights of women and children.

Given the state of ignorance in which most women and children find themselves in relation to their rights, and seeing the inadequacy of the legal assistance services, which remain inaccessible to women because of their poverty, HAGURUKA association was formed with the aim to train and inform women about their rights, and to provide legal assistance to those in the most severe financial difficulty, to help them regain their rights.

a) Objectives towards poverty reduction

The findings indicate that the principal objectives of HAGURUKA are as follows:

- To promote equal rights for men and women in the economic, legal, socio-cultural and political areas conforming to the Universal Declaration of Human Rights and to the International Convention on Civil and Political Rights, and the Rwandan Constitution;
- To promote the implementation of the Convention on the Rights of the Child, to participate actively in the elimination of all forms of discrimination with regard to women;
- To place emphasis on activities aimed at raising the level of consciousness of women with regard to their responsibilities, their rights and their role in society;
- To research, analyse, inform and denounce the fundamental causes of problems encountered by women and children, in order to find appropriate solutions;
- To conduct a defence plea for women and children to influential groups, politically active people and agencies involved in bilateral and multilateral cooperation.

b) HAGURUKA activities with regard to poverty reduction

As said before, a major factor leading to poverty in Rwanda, and in Butare province in particular, is ignorance of people. Women and children in particular are more affected because of their vulnerability. They are incapable of defending their rights. The abuse of their rights makes them poorer. This is why the role of HAGURUKA is crucial in such a

way that they will be trained, informed, receive economic, legal and socio-cultural assistance.

❖ *Training*

Training represents a central element in the activities of HAGURUKA. The diffusion of information on the rights of women and children is spread to all corners of the province. This constitutes the first stage in permitting women to pride themselves in their rights and the rights of their children. To this effect, it ensured that pamphlets and books on the subject of training should be produced.

❖ *Socio-legal assistance*

Women and children who turn to HAGURUKA receive legal advice and if necessary, an advocate's assistance. The most impoverished are assisted as much administratively as legally, and -when the case rises- they also receive socio-economic support.

❖ *Information*

HAGURUKA produces and distributes books, cards, tee shirts, leaflets, brochures, articles, posters and calendars with messages on them regarding the rights of women and children, in order to stimulate exchange and the diffusion of information. It makes use of important

annual dates in the calendar to work with organisations that promote women and children's issues and organise debates and television radiobroadcasts.

❖ *Economic and socio-cultural assistance*

HAGURUKA assists in contributing to ameliorate the situation of children who have difficulties and their foster families by:

- Counselling and training;
- Reintegration into society of the street children trained;
- Financial support for their income generating activities.

❖ *Advocacy and research*

HAGURUKA participates in the elaboration of new laws or legal revision, and denounces all forms of discrimination and violations against women and children.

c) Funding actions and Partners of HAGURUKA

The actions of HAGURUKA are funded by membership subscriptions, donations from members and financial support granted by partners. The partners are local and international institutions and organisations, both governmental and non-governmental, who undertake to defend and promote the rights of human beings in general, but in particular, the rights of women and children.

d) Impact on beneficiaries

It is important to note that all the respondents are satisfied with the support received from HAGURUKA. They want it to expand to encompass as many people as possible.

4.6.2.3 HUGUKA organization

The only rural press in Rwanda, HUGUKA (“be educated”) is an association for rural development through the media and information composed of editing committee’s members (readers representatives from districts’ sectors) in Butare province.

a) Objectives towards poverty reduction

The aim of HUGUKA is mainly to ensure non-stop training in rural areas through the media and information in order to resolve the problems - related to the lack of information needed for the performance of their respective activities - often encountered by the people in rural areas (farmers and stockbreeders).

b) Activities carried out

Findings indicate the major activities carried out by HUGUKA are to:

- Supervise associations of peasants;
- Help peasants to discover the importance of reading;

- Train and inform farmers and stockbreeders about new agricultural and stock breeding techniques and research actions in order to increase production;
- Develop and improve the monthly newspaper “HUGUKA” as a training and communication instrument in rural area in Rwanda;
- Inform and educate the people on their health and other related behaviours.

Through training and information, new agricultural and stock breeding techniques are popularised for production increasing.

c) Impact on beneficiaries

All the people are satisfied with the support received from HUGUKA. The following are some of their testimonies:

Box 4: Testimonies of the beneficiaries of HUGUKA’s support

- “By the new agricultural techniques got from HUGUKA, we are now capable to produce for our lives and at the same time, we get the surplus for markets.” (From the farmers);
- “Even if I had cows, it was hard for my children to drink milk, but because of training from HUGUKA, my cows are currently capable of producing many litres”, a stockbreeder said;
- “People in our region are proud of the way HUGUKA is helping them on how to read by themselves and discover many ways to live their better life.” (Representatives of readers from sector levels).

However, the above respondents claim that the services from HUGUKA are not yet capable of reaching everybody in need.

4.6.2.4 DUTERIMBERE organization

DUTERIMBERE (“Let us develop”) is a non-profit making organisation set up by women for the purpose of promoting women entrepreneurship. It was created to improve the conditions of living of Rwandan women with low income.

a) Objectives towards poverty reduction

The objectives of DUTERIMBERE are as follows:

- To encourage integration of women into economic development through the setting up of a loan fund, in order to back up women’s income generating activities, and to provide for technical support in the working-out and management of projects;
- To facilitate low income women who do not have bank guarantee to get access to bank loans;
- To stimulate women’s entrepreneurship with a view to strengthening women’s awareness of their economic rights, mutual solidarity and trust;
- To improve women economic empowerment policies by lobbying and advocacy.

b) Operating principles

- To ensure that women's self-determination is respected in the selection and implementation of projects. Duterimbere gives them support by safeguarding their self-development;
- To develop women's solidarity through groups solidarity, groupings and small associations. Duterimbere strengthens their assets and aims at widening their networks;
- To idealise devotion, voluntary participation and voluntary help from members of the associations: A member should always spare no effort to improve conditions of living of the poorest lady colleagues;
- To draw much attention to the mission, which aims to reach all levels of poor communities by setting up services accessible to them.

c) DUTERIMBERE activities towards poverty reduction

Findings indicate that the organization engages its beneficiaries in a wide range of activities and services, which are in line with its mission of developing and backing women's entrepreneurship. The services include the following:

- Organization of training courses for the beneficiaries in the management of enterprise. Training is organized at the district, province and national levels;

- The organization offers its expertise in working out and studying projects, as well as in records management, applications for loans from banks and documentation for submission to the organization's loans commission;
- The organization also offers support to its beneficiaries through rendering advice, funding for small scale projects, follow up of projects and assessment of projects' progress and impact on the beneficiaries and the environment;
- The organization provides guidance to the beneficiaries on deposits, withdrawals, savings and reinvestment of income.

It is important to note that findings indicate that DUTERIMBERE depends largely on funds from the donors.

d) Impact on the beneficiaries

Box 5: Testimonies of the beneficiaries of DUTERIMBERE's support

- "If it was not for this organisation's intervention, my family and I might have died a long time ago";
- "None can ignore how this organization helped and is still helping us";
- "...now I am able to send my children to school, feed them and buy clothes for them";
- "Since we have been in relation with Duterimbere, we no longer suffer of hunger";
- " Because of my organisation, I have been capable of building a proper house";
- " I built my house, and I am no longer suffering from rain";
- "I was regular to cultivate for others and get meaningless pay to feed my two daughters; when Duterimbere came, I found it as rain in desert";
- "I no longer sit down at home for the whole day; working with Duterimbere opened my mind without relying on others";
- "Now I am living by myself, but previously; I was begging in order to feed my family".

The above findings from four local NGOs visited show that local NGOs may play a crucial role in poverty reduction. The common testimony from the beneficiaries of local NGOs' support is that Local NGOs did a lot to their lives. They have been capable of feeding and educating their children, build houses and are no longer suffering from hunger. However one can ask her/himself how these beneficiaries feel and think about their surviving without local NGOs' support.

4.6.3 Surviving without local NGOs' support!

When asked whether they can survive by themselves without any support from local NGOs, the majority of the beneficiaries of local NGOs' support expressed that local NGOs are doing a lot for them, so that it would be very hard and even impossible for them to survive. On the other hand, the rest argued that if local NGOs stand down, they could use the techniques and information learned from them and survive on their own.

One of them said:

“We do not have to be lazy; support from our NGOs must be used for self surviving and not a key to laziness. There is no future for anybody relying on donors and benefactors. If they give you a ladder, you must climb by yourself.”

The above information shows the crucial role of local NGOs toward poverty reduction. It is clear that their programs and activities, once successfully executed, focus on facilitating the participation and the empowerment of the beneficiaries. Thus, it is of importance to

enquire about local NGOs' strengths as well as weaknesses so as to know whether and to what extent they are capable of achieving their goals and objectives.

4.6.4 Local NGOs Strengths and weaknesses

The box below details the main strengths and weaknesses of local NGOs in Butare province as expressed by the respondents..

Box 6: Local NGOS' strength and weaknesses

Strengths:

- Participative approach in their intervention;
- Self-promotion and self-organisation philosophy of the Community;
- Working with few means;
- Effort to integrate women;
- Knowledge of the field facilitating easy communication;
- Organisational capacity;
- Participation of the beneficiaries in situation and problem analysis;
- Working in remote areas;
- Investment in the grass root level;
- Varieties of projects.

Weaknesses:

- Lack of convergent vision and synergy of their activities,
- Concentration on day-to-day solutions to immediate problems,
- Weakness in capacity to influence policy orientation,
- Lack of specialisation in one or two precise domains in which an organisation would provide expertise,
- Still locked in punctual activities that characterise transition and have difficulties for dialogue partnership in the development process,
- Lack of capable personnel;
- Serving personal interests to the detriment of beneficiaries' interests;
- Lack of sufficient coordination which causes double work as well as the lack of resources in the similar actions undertaken by different actors in the same area;
- Lack of legal framework;
- Lack of sufficient coordination;
- Difficulties to transfer knowledge at grass root level.

In connection especially to these weaknesses, the findings indicate that although local NGOs may play a crucial role in poverty reduction in Rwanda, they are seriously faced with certain limitations.

4.6.5 Constraints faced by local NGOs

The findings indicate that local NGOs are faced with the following constraints:

4.6.5.1 Creation from outside

The findings indicate that one of the major constraints faced by local NGOs is due to the way they are created (founded). Their creation does not come from members' initiatives. URWEGO organization is one of the main examples as founded by World Relief, an international organization. People are encouraged to group together and/or create local NGOs in order to get financial assistance. Political leaders and administrators promote the creation of local NGOs. The word behind this encouragement is "If you don't group together, you won't get funds". What can one expect from an NGO created in that way? It is obvious that the donors and/or promoters may easily dictate what, when, to whom and how these local NGOs should operate. Consequently, local NGOs will be somehow, largely exposed to the manipulation by the donors and/or promoters. In this regard, government officials as well as some representatives of national NGOs gave a practical example, of the time of the genocide when especially local NGOs served to a large extent as instruments of politicians to organise and execute genocide and massacres in 1994.

Meetings inciting people to genocide were organized through local organizations including NGOs.

From the above information, it is clear that once community mobilisation became an externally motivated obligation and pre-condition of financial assistance and therefore survival, the impetus for such groupings to become the sites of resistance and social change is greatly undermined. Creating local NGOs with outside influence does not ensure that they will have a democratic content or aspire to being vehicles of socio-economic change.

4.6.5.2 Mismanagement

As far as financial management is concerned, it is especially at this point where local NGOs strongly suffer. Financial management of local NGOs in particular is done and/or directed from outside, either by the promoters and/or some individuals who manage funds as they please. The management is only centred to a group of staff, and most of them do not even have basic skills of management and accountancy. Thus, one can ask him/herself whether these local NGOs can efficiently achieve their goals while managed in this way. Their effectiveness may leave a lot to be desired.

4.6.5.3 Inadequate Law

The respondents complained about the current law governing NGOs in general and local NGOs in particular. They argue that even information they gave was not taken into consideration by the parliament. As a result, the law proclaimed (published) does not entirely protect their rights. In fact, the greater part of the law is done in the spirit to limit the freedom and autonomy of NGOs, yet protected by the constitutional law. In addition, the current law is cumbersome, which inhibit local NGOs.

There is a great concern in local NGOs about the (legal) vacuum within which they work. The government of Rwanda has not yet harmonized all policies and procedures regulating NGOs activities and actions in the country into one document.

4.6.5.4 Lack of means and unfavourable environment

Local NGOs lack sufficient material resources and competent staff. In addition, respondents revealed that the environment in which local NGOs operate is not always smooth. It is noted that administrative procedures at the central and local levels often hinder and discourage local NGOs initiatives. The government of Rwanda has not yet put together plans of development that local NGOs should follow in order to have realistic and sustainable development efforts.

4.6.5.5 Dependency burden

Dependency was found to be a serious handicap to sustainable success and effectiveness of most local NGOs. Keeping in mind that they are created in order to function and operate depending upon donors and benefactors, it follows (from this) that the culture of laziness characterised by the people in Butare province will be reinforced/empowered. Once the support from donors will stop, the sustainability of these local NGOs' activities may be doubtful. This dependency may make them less independent and inward oriented.

This is linked to the views of Kelly K. (1999) who argues that many of the structural and attitudinal limitations of the NGOs' sector in Rwanda have if anything, been exacerbated by the massive flood of donor funding into the country since 1994 (post genocide). In the gold rush which accompanied the arrival en masse of the international humanitarian community after 1994, many local Rwandan NGOs followed the money, grew unsustainably large in a very short period of time, and now display serious deficiencies in the most basic organisational development features. By concentrating energies on securing project funding and being too eager to respond to the changing whims and priorities of their international donors, these local NGOs lost sight of their core vision, mission or identity.

In the same way, it is certainly true that, as argued by Bakhit I. et al. (1996), external aid, transfer of financial resources, transfer of knowledge from the industrialized countries to the poor and dispatch of experts alone are no solution for alleviating poverty. Without

active involvement of the population concerned in improving their own lot, relying on their own potentials and on the resources available to them, poverty will continue to strike the masses of the population.

4.6.6 Capability of local NGOs for poverty reduction

Local NGOs capabilities can mostly be measured according to their impacts on beneficiaries. However, even if, from the beneficiaries' views, it is recognized that local NGOs play a crucial role in poverty reduction on one hand, their capability to operate efficiently remains doubtful, on the other hand.

The findings indicate that local NGOs are not yet capable to achieve their goals by themselves, yet their role is crucial for poverty reduction in Rwanda. Their incapability is notably due to the above-mentioned constraints. The creation from outside, dependence upon donors and mismanagement were considered as the major factors hitting local NGOs.

In this way, one of the respondents clarified that it is impossible for local NGOs to survive by themselves because, first, the aid received is not enough to be saved or invested in sustainable projects and, secondly, even these local NGOs were created hoping they will get enough money from donors.

The above information shows clearly that local NGOs are not yet strong enough to survive by themselves. What is worse is that they do not even receive aid to enable them to survive

by themselves. It is clear that whenever local NGOs are created from outside, and whenever aid from donors will stop, their activities will also stop automatically. Thus local NGOs in Butare province have not yet a capacity enabling them to participate as effectively as possible in poverty reduction programs, yet their role is crucial.

4.6.7 Collaboration of local NGOs with other partners of development

The respondents, notably the representatives of local NGOs visited, were asked how they perceive the collaboration among themselves, with other stakeholders.

4.6.7.1 Collaboration with the government

In this regard, the respondents made it clear that, in terms of security, the collaboration is smooth. Security officers help local NGOs in many issues, notably misappropriation of funds (embezzlement) in cases of non-refund. However, with regard to poverty reduction the respondents expressed that the collaboration is not smooth. Policies and programs are set up without involving local NGOs. The government consults only some national NGOs and international NGOs, gaining their support, and does not consider grass root organizations. Laws and regulations are set up at high level, and communicated to local NGOs' staff without any possible complaints.

In addition, the findings indicate that the partnership with the government is not clear and consequently it is not easy for local NGOs to participate in policies and programs aiming

to develop the country. Yet, as expressed by the World Bank (1989), for any development to occur, there must be full participation of the population. Therefore, to develop people, you must involve them in any development project activity in question, and when they are involved all the way they will feel that the project is theirs. People are both the means and end to development. Thus, there is a need for local NGOs to collaborate with the government that is in charge of orienting all policies and programs regarding development, in general, and poverty reduction in particular.

In the same way, Xiaoguang K., (2001) argued that the government has a strong capacity to mobilize resources, and implement new systems while carrying out poverty-relief programs. But the government is relatively weak in improving efficiency and targeting the specific needs of certain groups. Local NGOs happen to have some characteristics that the government does not have. A good cooperation between government and local NGOs will have a better result in poverty reduction. They are involved in implementing more than government.

4.6.7.2 Collaboration with the private sector and other NGOs

The findings indicate that, as it is the case with the private sector, the collaboration of local NGOs among themselves is not clear. Each is concentrated on its own activities, struggling to get funds. They only meet in cases of conflicts. However, the collaboration with national NGOs is very smooth. Through the Forum of Rwandan NGOs (FORWA), training sessions to support local NGOs (training, advice) are organized. Local NGOs present their

projects and programs as well as their problems, and through dialogue and discussion responses and advice are given. On the other hand, the collaboration with international NGOs is not always smooth. There is always coolness between local NGOs and international NGOs, for instance, on where and how to operate within the communities.

4.7 Conclusion

This chapter shows that local NGOs play/and may play a crucial role, to a great extent, in poverty reduction in Butare province. In addition to the objectives and principles of local NGOs, which clarify their important role in this regard, the beneficiaries of local NGOs' support testify that the support from local NGOs helped them to feed their families, educate their children and build proper houses. The majority of the beneficiaries of local NGOs' support expressed that local NGOs are doing a lot for them, so that without that support it would be difficult and even impossible for them to survive. However, the findings indicate that local NGOs in Butare province are weakened by many constraints, notably the mismanagement, inadequate laws, creation from outside and the dependency burden. The research hypothesis was thus confirmed.

CHAPTER 5: GENERAL CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the general conclusions of the study, which was aimed at examining the role of local NGOs in poverty reduction in Rwanda with specific reference to Butare province.

In addition to the literature review on NGOs and poverty, and the overview of poverty and NGO sector in Rwanda, the field survey was especially conducted on four local NGOs operating in Butare province, namely URWEGO, HUGUKA, HAGURUKA and DUTERIMBERE.

Concerning the methodology, the research design of the study was qualitative, focusing on descriptive and analytical approaches on one hand, and interviews, observation and documentation as techniques of data collection on the other hand.

It was hypothesized that local NGOs may play an important role in poverty reduction by supporting and empowering poor communities. However, their participation is limited by many constraints, notably their manipulation by politicians and individuals to the detriment of the beneficiaries' interests on one hand, and the dependence upon the generosity of donors on the other hand.

The data gathered from the respondents were analysed and interpreted so as to make the necessary recommendations. The objectives were successfully achieved, and the

hypothesis was confirmed even revealing much additional information. The results are summarized below.

5.1 Results summary

In the Rwandan context, poverty was conceived as the incapacity to satisfy ones primary needs (food, habitat, clothes, health care and education). NGOs are conceived as organisations that promote the interests of the poor, protect the environment and provide services for the development of the country.

With regard to the role of local NGOs in poverty reduction, the findings indicated that they play and/or may play a crucial role - to a great extent - in the sense that they are often participatory, responsive notably to local needs and able to mobilize communities and support the poor. In Butare province, where the field survey was conducted, findings indicated how the beneficiaries expressed their satisfaction about the support provided by local NGOs. This support enabled the beneficiaries to feed their families, build houses, and send children to school and so on. Some of them revealed that they could not survive without local NGOs support. Local NGOs are playing an important role in this regard, notably by increasing agricultural productivity, expanding economic and social opportunities for women, providing health care, building schools and training centres, protecting the environment and increasing access by the poor to financial resources through micro credits. However, the findings indicated that even though local NGOs are

important for poverty reduction in Rwanda, many constraints limit their capability to fully play their crucial role in this regard. These are mainly the dependency burden, mismanagement, inadequate laws, as well as the fact that they are often created from outside. The findings indicate also that in case there will always be external dependency, local NGOs will fail to promote self-reliance of the poor communities, yet crucial for them to achieve their goals. Thus, for local NGOs to be more effective in poverty reduction, the following measures are recommended.

5.2 Recommendations

Local NGOs may efficiently participate in poverty reduction by focusing on the following points and actions:

- The creation of local NGOs should be initiated by people themselves since they know their problems better and they can see that there is urgent need of working together, which supposes self organization that is not based and/or reliant on external force;
- In Rwanda, there is a need for local NGOs committed to improving their communities through creative innovation and by fostering empowerment that leads to individual self-reliance. Thus, local NGOs must aim at sustainable development really based on people and necessitating full support and total participation of the poor. In this way, local NGOs must first of all undertake research in order to

discover, clarify and point out the real causes of poverty in Rwanda, and how the poor may be supported to efficiently participate in poverty reduction efforts.

- Local NGOs must progressively replace the “outstretched-hand” technique to foreign institutions (begging) with self initiatives undertaking sustainable actions through local potential and resources;
- Funds and other financial resources must be managed clearly, involving all the people concerned with ensuring accountability;
- Considering the importance of women in development, their majority in Rwanda (52,3%: Ndatubaye R., 2002:32), as well as their vulnerability of being mostly poor, it is recommended to local NGOs to accentuate (emphasise) their actions in the sense of women’s empowerment for poverty reduction.

With regard to political and governmental structures, local NGOs must focus on the following aspects:

- Being apolitical, local NGOs should not make a bid for power but rather to help and support communities, especially the poor, in self-reliance. In this way, local NGOs projects and programs should be oriented to activities and actions they can control themselves, being aware of their rights and goals;

and an agreement on how to collaborate should be established. Support should be aimed at creating conditions, which will allow local NGOs to function in an optimal manner, and such activities must be the responsibility of local NGOs themselves.

Furthermore, it is recommended that local NGOs may successfully participate in poverty reduction in Rwanda when they work in cooperation with each other, the government, the private sector as well as international organizations. A department of cooperation and collaboration should be created in every district. Local NGOs should collaborate with each other in order to gain an environment allowing them to perform their functions freely. This environment would provide a legislative and regulatory framework that guarantees the rights of local NGOs, tax and other incentives, and agreed mechanisms for their involvement in decision-making and in the implementation of all decision taken with regard to their freedom of operation.

With regards to their efficient management, local NGOs should respectively promote financial self-reliance and recruit personnel technically competent for efficient management accountability. Moreover, there should be an optimal exploitation of local NGO potential, addressing from the root causes all constraints they are facing. Poor community empowerment is the key to poverty reduction.

To end, it is logical to agree with Kelly K. (1999) and maintain that the best hope for long-term peace and development in Rwanda lies in developing a strong grassroots- based civil society – notably local NGOs. The role of responsible international development or

humanitarian intervention must therefore be to embrace this strategic orientation, not as a new fashionable focus that temporarily guides funding policy, but as an holistic ideological framework that underpins all approaches to engagement in Rwanda.

5.3 Suggested further studies

Lastly, in as far as the objectives of this study are concerned they have been covered satisfactorily. However, some other interesting areas have been identified which necessitate some attention in future research. These areas include the investigation of how practically local NGOs may efficiently collaborate with the public and private sectors as well as international communities toward poverty reduction in Rwanda.

The study was limited in scope and the geographical area covered, therefore it is here suggested that a wider research covering the whole country be undertaken.

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APPENDIX I:

INTERVIEW-GUIDE

A. Questions addressed to the government representatives and members of parliament

1. How do you define poverty in the Rwandan context?
2. What are the causes of poverty in Rwanda?
3. How do you define local NGOs?
4. May local NGOs have an importance in poverty reduction in Rwanda? To what extent?
5. Do they really provide assistance required to the poor?
6. Currently, do are they capable of playing a remarkable role in this regard?
7. What may be the causes of the success and/or failure of local NGOs activities in Rwanda?
8. Did/Does government involve local NGOs in all policies and programs related to poverty reduction in Rwanda?
9. How do you perceive the collaboration/relationship between the government and local NGOs?
10. Do you think that the government itself can deal with the poverty issue without intervention of local NGOs? What is their place in this regard?
11. What recommendations do you have to make as regards with the role of local NGO in poverty reduction in Rwanda?

**B. Questions addressed to the representatives of national NGOs/ forum
and training centres**

1. How do you define poverty in the Rwandan context?
2. What are the causes of poverty in Rwanda?
3. How do you define local NGOs in the Rwandan context?
4. Why and how local NGOs are created?
5. May local NGOs play a role in poverty reduction in Rwanda? To what extent? Are they really capable?
6. Do you think local NGOs really provide necessary assistance to the beneficiaries (the poor)?
7. Do you think local NGOs can survive without intervention of donors?
8. What may be the causes for the success or failure of local NGOs activities?
9. Did/Does government involve local NGOs in all policies and programs related to poverty reduction in Rwanda, e.g. National Poverty Reduction Program?
10. How do you perceive the collaboration between the government and local NGOs?
11. Do you think that the government itself can deal with the poverty issue without intervention of local NGOs?
12. What recommendations do you have to make as regards with the role of local NGO in poverty reduction in Rwanda?

C. Questions addressed to the representatives (staffs) of local NGOs in

Butare province

1. How do you define poverty in the Rwandan context?
2. What are the causes of poverty in Butare province?
3. How do you define local NGOs in the Rwandan context?
4. Why and how did you create your organization?
5. What are the major objectives of your organization?
6. Who is the target group of your project activities?
7. Which activities is your organization involved in and where do you put more emphasis?
8. What are the necessary conditions to become a member?
9. May your local organization have an importance in poverty reduction in your region and/or in Rwanda in general? Are you capable of playing a remarkable role in this regard? To what extent?
10. Does your organization really help the poor? What kinds of assistance does your organization provide to the poor? Are they satisfied?
11. So far what has been the impact of your organization's project activities to the beneficiaries as regards to poverty reduction?
12. Where do you get funds for your organization to operate?
13. Do you think you can efficiently work without intervention of donors?
14. What are the major challenges or constraints your organization faces while operating and/or executing projects in the process of poverty reduction?
15. Are you always involved in all national policies and programs related to poverty reduction in Rwanda?

16. How do you perceive your relationship/ collaboration with the government, the private sector as well as international NGOs?
17. Do you think the government itself can deal with poverty issue without intervention of local NGOs?
18. What recommendations do you have to make as regards with the role of your organization in poverty reduction?

D. Questions addressed to the beneficiaries of local NGOs' support in Butare province

1. How do you define poverty and NGO (in Rwandan context)?
2. What are the causes of poverty in your region?
3. Do you think that an NGO may have an importance in poverty reduction in your region?
4. What kind of relationship are you in, with regards to your organization? (Member...)
5. Do you really receive any assistance from the organization (NGO) you are in relation with? Of what kind?
6. Are you satisfied with this assistance? To what degree?
7. Do you think you can survive without receiving assistance from the organization you are in relation with?
8. What recommendations do you have to make as regards with the organization you are in relation with concerning poverty reduction issue in your region?