



DRAFT RISK MATRIX FOR THE REVISED NATIONAL POLICY ON RURAL DEVELOPMENT

October 2025

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1 INTRODUCTION

This document presents the Risk Management Matrix for the National Policy on Rural Development (RNPRD)(2025). The Policy comes about after a comprehensive review of the Revised National Policy on Rural Development for 2002.

The Risk Matrix is an accompanying document to the Rural Development Policy (RDP) and it articulates the risks that policy implementers may encounter in the course of their tasks. This Risk Matrix is derived from the Implementation Plan and can only be applied in concert with it. Together the two documents are intended to enhance the effectiveness of the Policy.

The RDP is not the only policy in pursuit of rural development, and thus the scope of risks facing the development of rural communities spreads beyond the scope of the RDP. Nevertheless it is worth noting that a risk matrix is a credible attempt at anticipating and better addressing the impending implementation challenges.

The Risk Matrix adopts a grading of the likelihood of the risk occurring. It also grades the impact that may result from such a risk if it is not mitigated. The risks chances of occurrence are graded level as low, medium or high. The likely impacts are also similarly graded. The gradings and their meanings are indicated below:

Likelihood of Occurrence

1. Low - less likely to happen.
2. Medium – average chances of it happening.
3. High – high chances of the phenomenon occurring.

Effect of Impact

1. Low impact – even if the phenomenon was to occur its impact will be negligible and does not need attention.
2. Medium impact – the impact might be significant and some attention is needed to mitigate its impact.
3. High impact - the impact may have devastating consequences and must be addressed to limit its impact.

The risk owner in each situation is the Key Agency as shown in the Implementation Plan, including coordination and delegation to partners. Each implementing agency should form a Risk Management Committee, whose role will be to evaluate/monitor operational risks to their activities using the guidelines in the strategy section. They should liaise with the National and District Disaster Management Committees and community based risk management structures, and ensure access to qualified guidance throughout the assessment, mitigation, and monitoring process.

1.1 JOB CREATION AND LIVELIHOODS OPPORTUNITIES

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Targeted skills development and training programmes developed, funded, and implemented.	Lack of funding.	M	M	Ensure budgetary provision for the training programme.
Develop a rural infrastructure programme that establishes minimum standards for infrastructure development in rural settlements.	Infrastructure standards not developed.	H	M	RDC will continuously engage with public infrastructure providers.
Promote and support the involvement of rural communities in the tourism sector through the Citizen Economic Inclusion Act.	Resistance from investors.	M	H	RDC to continuously engage with HATAB to ensure the development of an inclusive tourism sector.
An implementation plan of the LED programme developed and approved.	Implementation plan not developed or adopted.	L	M	Ministry of Local Government and Traditional Affairs (MLGTA) will ensure the LED programme is adopted and has an implementation plan developed.
Develop agriculture programme for the adoption of new technologies for the resource poor farmers resident in rural areas.	Targeted agriculture programme not developed.	H	H	RDC will engage with the Ministry of Lands and Agriculture to ensure there is an agro programme that specifically targets low income groups.
Reliable telecommunications infrastructure provided to rural settlements to facilitate connectivity.	Telecommunications infrastructure remains unreliable.	M	H	Ensuring timely proper maintenance so that potential hazards can be identified and addressed promptly. This will also ensure societal resilience and preparedness for unforeseen eventualities that can disrupt connectivity.
Promote research on rural livelihoods.	Lack of funding.	H	M	Adopt a public, private and academic sector partnerships approach to ensure sustainable funding.

1.2 YOUTH DEVELOPMENT

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Out of school youth in rural areas owning and sustainably running thriving businesses.	Inadequate entrepreneurship capacity in terms of: • How to run a business (business management skills); • Financial management and discipline; and • Planned steady business growth.	M	H	a) Strengthen mentorship/ twinning programmes, with similar established businesses, supported by a closely monitored enterprise development programme.
				b) Structure support (including funding) to allow for a phased developmental business approach, allowing for ' <i>on the business</i> ' growth; with incremental incentives based on the performance of the pilot/infancy stage of the business.
Proportionately higher and more meaningful democratically identified representation of women and men, young people, people with disabilities in all rural development structures and at all levels	a) Popular or competing agenda-aligned versus knowledgeable committed representatives.	M	M	a) Design/implement responsive mitigation measures building capacities and resilience to ensure equitable involvement and impactful representational participation by all groups.
	b) Limited exposure and therefore lack of confidence.	H	H	b) Intensify general leadership and governance training at community, for general public engagement and to create a platform for identifying leadership potential.
	c) Negative cultural and discriminatory traditional norms and practices.	M	H	c) Strengthen community dialogue to create a healthy balance between current cultural norms and traditional practices, and their impact on the rights, choices, etc. of individuals; and the overall impact on rural development – especially against the commitment to ensure no one gets left behind.

Stronger, community-based and responsive Affirmative Action programmes that are directly informed by the needs of the community.	a) More documentation needed to facilitate disaggregation, therefore constituting a significant departure from normal procedure; is likely to be a barrier to spontaneous case by case approach.	H	M	a) Develop a standard assessment procedure and clear guidelines on the administration of disaggregated Affirmative Action programmes. These guidelines should be regularly reviewed and updated for effectiveness.
	b) Fear of the new approach and change of implementation orientation.	M	M	b) Carryout orientation for programme implementers – underscoring the principal need for human development as a primary goal for rural development.

1.3 INDIGENOUS KNOWLEDGE

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	likely hood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
1.Develop Indigenous knowledge infused/smart development plans	Lack of political or administrative will to infuse indigenous knowledge in development plans.	M	H	Ensure adoption and acceptance of indigenous knowledge through continual education of decision makers. Inclusion of indigenous knowledge as one of the KPIs of all concerned ministries to ensure uptake and enforcement
2.Develop a public awareness strategy geared at promoting indigenous knowledge	Low uptake and lack of prioritization of indigenous knowledge by stakeholders who need to promote it.	M	H	Government, and other key stakeholders including NGOs, private sector must work together to continually educate the rural communities to increase their knowledge and adoption of indigenous knowledge. Documentation of indigenous knowledge
3.Promote the monetization of Indigenous Knowledge for economic benefit of communities	Limited skills on monetization of indigenous knowledge by implementing agencies	M	H	Collaboration of indigenous knowledge implementers with those who have business and financial acumen (Business and financial institutions/organizations).

1.4 DIGITALISATION (ICTS) AND SMART VILLAGES

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Digitilisation of rural areas, through infrastructure development and extension of network coverage	Low computer literacy and cultural barriers for uptake in rural areas	M	M	Ensure access to ICT education and extension services in rural areas.
Building collaborative relationships with key stakeholders such as research and learning institutions to improve the use of digital technologies.	Lack of administrative will to collaborate with academia.	L	M	Sign MoUs for collaboration and partnerships. Create research transfer offices/desk in academic institutions as incubation hubs to improve linkages.
Promotion and facilitation of the adoption of alternative energy sources, such as solar energy, to advance rural digitalisation for improved rural livelihoods.	Lack of political or administrative will to market and implement solar energy.	M	H	Government, and other key stakeholders including NGOs must work together to provide credit service for rural households to increase the adoption of solar energy technology
	Negative perception of solar energy may create resistance to its uptake from the public	H	H	Champion usage of solar energy in government and other state-owned entities to change the narrative.
3. Leveraging on the burgeoning technological development in the country as one way of increasing the diversity of rural livelihoods (such as smart agriculture).	Limited ICT connectivity	M	H	Promoting public private partnerships in constructing well-furnished one stop shop centres in rural areas for collaborative usage.
Promoting social and industrial hackathons to generate new livelihood opportunities by encouraging innovation.	Insufficient and unavailable experienced experts especially from the public sector.	M	H	Utilising retired seniors on voluntary basis to impart knowledge and skills to young fresh unemployed ICT graduates. Government to outsource and collaborate with private sector, development partners and NGOs.

1.5 LAND TENURE AND MARKET

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
1. Land board allocation processes incorporate value recovery.	Lack of political or administrative will to implement cost recovery in central or local government.	M	H	Ensure appropriate and committed staff in place. Awareness and attitude training
Rural property rating system in operation.	Lack of political or administrative will to implement rural property rating within central or local government. Resistance to property rating from the public.	M	H	Effective management structures be established. Publicise rational for need and benefits that will derive to the rural population
2. Land board allocation policies ensure that there is no income threshold for access to land.	No issue.	L	L	None needed, ongoing M&E to identify any shortcomings and cause review.
Support system for construction of low-cost rural areas housing is developed.	Failure of concerned offices to design and implement.	L	M	Effective management and coordination structures be established

1.6 PLANNING AND MANAGEMENT

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
New or revised settlement development plans will focus on locations referred in the NSP as having potential for high social and economic advancements and have regard to proposals in the NUA and the NDC. Villages are declared as towns where sufficient growth has occurred, and urban linkages are strengthened.	Unsuitable locations chosen for implementation due to poor interpretation of plans. Inadequate definition or interpretation of criteria for declaration of being a town.	L L	L L	Ongoing M&E to identify any shortcomings and cause review. Review with the view to amend the Local Government Act and the National Settlement Policy with the view to improving processes for declaring settlements urban.
Potential inward and other business development investors are aware of locations suitable and with acceptable infrastructure provisions planned or available.	Poor outreach, identification, and communication with prospects.	L	M	The MLGTA will assist the Local Authorities to adopt Open Data for their jurisdictions.
Locations identified for use development or allocation have acceptable ecological use and intensity grading to ensure protection against degradation together with requirements for climate change mitigations defined.	Unsuitable locations chosen for implementation due to poor interpretation of plans.	L	M	Local Authorities will adopt the use of the National Spatial Plan in their decision making.

1.7 ENVIRONMENT RISK LOG

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
1.Promote and support the adoption and use of renewable energy especially in rural places where the national grid does not reach.	High cost of installation renewable energy sources	H	H	Ensure reduced costs/subsidies for renewable energy installation.
2.Develop a circular economy policy and action plan to promote waste management and create jobs through the commercialisation of waste.	Negative perception on working with waste may create resistance to its uptake from the public.	M	M	Government, and other key stakeholders including NGOs must collaborate to ensure continual education of the rural communities on the value of waste and the associated benefits.
3.Encourage the incorporation of the ecosystem-based approach to planning at both the national and subnational levels.	Government structures that encourage working in silos	M	L	Encourage and strengthen collaborative and coordinated planning from the grassroots.
4.Develop a human wildlife conflict policy that is holistic in approach.	Limited incentives and benefits of wildlife conservation (e.g. low compensation rates) may reduce uptake of the policy.	H	H	Develop new strategies to ensure improved benefits from conservation i.e. incentives that offset costs incurred during human-wildlife conflict.
Promote and integrate climate-smart agriculture and climate change risk management into the entire agricultural sector.	Limited skilled personnel and technologies to ensure climate change risk management	M	H	Invest in high-end technologies used to monitor climate risk. Improve capacity of staff.

1.8 LAND AND NATURAL RESOURCE USE

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Land use and allocation plans identify parameters that ensure land use does not cause resource degradation and incorporate limits that mitigate climate change; also that encompass their entire community needs for beneficial use	Unsuitable locations chosen for implementation due to poor interpretation of plans.	L	M	Sufficient and qualified staff that compile, interpret and use these plans are required. They should be prepared and used with coordination between land use and environmental practitioners
CBNRM and CBS are well provided for natural resource protection along with promotion of indigenous knowledge with support from the NGO community	There may be unsatisfactory results of support of the NGO community due to poor communication or misalignment of objectives	M	M	Undertake needs assessments to establish what resources are required within government, NGOs and communities and arrange for sufficient funds and resources to be allocated
Rural communities will understand the implications to their future livelihoods of increasing imbalance between the available resource and demand, and commit to careful management of water use, including techniques like dry and low water use sanitation systems, which are accepted and in use by the rural communities.	Inadequate design, spread and implementation of awareness raising outreach may result in communities not being aware or understanding the need to manage the resource. There may be poor uptake of innovative use management methods at community level.	M	H	Involve all interested and affected parties in design and implementation of an ongoing programme, throughout the rural areas. Follow up testing to determine community understanding and attitudes
Awareness of new water sources, their feasibility, and their potential impact for rural development	There may be inadequate research, understanding and monitoring of activities that indicate potential new sources.	M	H	Identify the offices to be involved and ensure they have sufficient staff, funding and other resources to undertake this and provide regular progress reports to all interested parties

1.9 GENDER, YOUTH AND MARGINALIZED GROUPS

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
1) A systemic approach for equitable inclusion of gender, youth, people with disabilities, and other vulnerable groups.	No legislative and administrative frameworks for implementation of mainstreaming processes.	H	H	Adopt legislative and administrative measures preventing marginalization by gender, age or level of ability and other areas of vulnerability.
2) All policies and programmes routinely mainstream gender, youth, people with disabilities, and other vulnerable groups.	Inadequate structures and lack of entrenched processes.	H	H	Develop gender/youth/ vulnerability mainstreaming system, processes and human capital (capacity building)
	Weak political will.	M	H	Garner support for mainstreaming at all levels – including through periodic policy briefs on different government business themes.
3) Strong institutional capacity (dedicated trained personnel, competence, financial/technical/ technological resources.	No agreed standards and enforceable targets promoting gender equal participation nor equitable inclusion of youth and vulnerable groups.	H	H	Adopt guidelines/or a generally applicable standard with agreed enforceable targets to be used at national level to assess progress.
4) Monitoring and evaluation system in place.	Limited gender, youth, and vulnerability mainstreaming and policy performance tracking skills and experience	H	H	MLGTA to work with SB and NPC to collect data and analyse it for trends and rural development planning.
5) Routine gender/age/vulnerability (defined) standardised data collection and trends analysis.	Lack of standardised data collection tools for assessment of equitable participation and outcomes.	H	H	Develop a toolkit/field guide for policy and programme development, implementation, monitoring and evaluation of the mainstreaming of gender, youth, disabilities and other forms of vulnerability.

6) High visibility and equal contribution of women and men, youth, and people with disabilities in all rural development policy and programme development platforms and initiatives.	Lack of appreciation of lived realities of rural communities in terms of actual gender dynamics, youth experiences as well as those of other vulnerable groups.	M	M	a) Regularly analyse trends in the development of rural policies and programmes (gender parity, participation of youth and marginalized groups), to ensure they respond to identified needs.
				b) Monitor trends regularly to sustain mainstream efforts by MLGTA; and use findings as baseline data for policy review, programme development and delivery.
7) Informed choices based on personal interest, possession of critical skills and support to optimise benefit from available opportunities.	Limited knowledge among marginalized groups – especially regarding current or emerging development opportunities.	M	M	a) Produce simple time-sensitive briefs highlighting critical public information on opportunities and the process of accessing them. (Information on the opportunity).
				b) Provide advice on how to access specified opportunities, using different options – voice call, fixed line or mobile phone contact, email address; as well as other platforms (to be specified and may vary with regions).
				c) Monitor the participation of different groups, analysing the data to inform policy and programme decisions.
8) Active mutual consultation, collaboration, networking and coalition building between MLGTA and CSOs/NSAs (Partnership development)	The involvement of civil society organizations remaining undefined and often unstructured.	H	H	a) Encourage, recognize, celebrate and negotiate emerging partnerships; and onboard CSOs/NSAs as indispensable partners in the assembling and delivery of rural development interventions.
				b) All enrolled partners should hold each other responsible and accountable for assigned programme responsibilities and duties, to promote transparency, creativity and accountability; including through systematic performance reporting by all partners.

1.10 INSTITUTIONAL ARRANGEMENTS

Desired outcomes as shown in Action Plan	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Reform and restructure the Rural Development Council to enhance its capacity to deliver, by reviewing its mandate, membership, and committee structures.	Resistance by other Ministries.	M	H	Continuous process of buy-in.
Mainstream rural development projects into relevant development and annual plans, with proper oversight measures developed.	Resistance by Ministries / or the RDC.	L	M	Continuous engagement of Ministries and departments by NPC.
Improve implementation capacity by developing a framework for private sector and civil society engagement in rural development.	Implementation framework not developed.	L	H	RDC will ensure the continuous engagement of all stakeholders in the implementation of the Policy.

1.11CAPACITY BUILDING

Desired outcomes as shown in the Action Plan Table	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Leadership capacity building for line staff.	Lack of support from heads of implementing agencies.	M	H	Each Ministry should submit report of the capacity building programme to the RDC for monitoring and support.
Leadership training for community leaders.	Lack of funding.	L	M	Include programme in the annual budget and involve development partners to assist with budget support.
Development of rural communities disaster resilience capacity building.	Lack of funding.	H	H	Disaster Management to coordinate funding for the programme.

1.12 MONITORING AND EVALUATION RISK

Desired outcomes as shown in Action Plan	Risks to achieving the desired outcome	Likelihood Low Medium High	Impact Low Medium High	Mitigations (actions to reduce probability of occurring &/or limiting the effects)
Design a standardised Monitoring and Evaluation framework for rural development.	Buy in by local authorities.	H	M	RDC will engage with MLGTA to coordinate the development of M&E framework for Local Authorities.
	Lack of funding for M&E system.	H	M	NPC to engage with Local Authorities to budget for the development of M&E systems in their respective jurisdictions.
Align rural development monitoring and evaluation plans, to the National Monitoring and Evaluation System (NMES).	Expertise to build the system.	M	H	NPC to continuous engage with RDC to ensure alignment of the Policy's M&E and NMES.
Build and capacitate an M&E Unit within the RDC to enhance evidence-based policy making for rural development.	Lack of funding for an expanded organisational structure.	H	M	RDC to demonstrate the need to build capacity to be able to effectively monitor the implementation of the Policy.