Ralga

Rwanda Association of Local Government Authorities

STRATEGIC PLAN
2025-2030

Empowering Local Governments for
Citizen-Centered Service Delivery

FINAL ABRIDGED VERSION

JUNE 2025

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ACRONYMS

AI	Artificial Intelligence
AU	African Union
CLGF	Commonwealth Local Government Forum
CoK	City of Kigali
CPD	Continuous Professional Development
CRC	Citizen Report Card
CSOs	Civil Society Organizations
DDS	District Development Strategy
EAC	East African Community
EALGA	East Africa Local Governments Association
FGDs	Focus Group Discussion
GDSNG	Governance & Decentralization sector Working Group
GDSSP	Governance & Decentralization Sector Strategic Plan
ICT	Information Communication Technology
JADF	Joint Action Development Forum
KPI	Key Performance Indicators
LGCDS	Local Government Capacity Development Strategy
LGDS	Local Government Development Strategy
LGEs	Local Government Entities
LODA	Local Administrative Entities Development Agency
M&E	Monitoring & Evaluation
MIFOTRA	Ministry of public service and Labor
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of finance and economic planning
NST2	National Strategy for Transformation 2
PESTEL	Political Economic Social Technological Environmental Legal
PFM	Public Finance Management
PWDs	People With Disabilities
RALGA	Rwanda Association of Local Government Authorities
RCSP	Rwanda Civil Society Platform
RGB	Rwanda Governance Board
RGS	Rwanda Governance Scorecard
RMI	Rwanda Management Institute
SDGs	Sustainable Development Goals
SMART	Specific Measurable Achievable Relevant and Time-Bound
SWOT	Strength Weakness Opportunity Threat
UCLGA	United Cities and Local Governance of Africa

FOREWORD BY THE CHAIRPERSON

It is with great pleasure that I present the Rwanda Association of Local Government Authorities (RALGA) Strategic Plan 2025-2030. This document outlines our ambitious vision for the next five years, guided by a deep understanding of the evolving needs of our member entities and the broader national development agenda.

This strategic plan is the culmination of extensive consultations with our members, stakeholders, and partners. It reflects their invaluable insights and collective wisdom, ensuring that our priorities are aligned with the realities on the ground and the aspirations of the communities we serve.

The past two decades have witnessed significant progress in decentralization in Rwanda. However, the journey of enhancing local governance continues to address persisting challenges so as to render Local Governments into true engines of socioeconomic transformation. This plan outlines a bold and innovative approach to empowerment of Local Governments. We will invest in capacity building, equipping our members with the skills and knowledge necessary to effectively deliver services to their communities. We will prioritize policy advocacy and representation, ensuring that the needs and concerns of local governments are properly catered for in national policymaking. And we will strengthen our organizational capacity to become a reliable and sustainable institution to better serve our members and contribute to the overall development of Rwanda.

This strategic plan is not merely a document; it is a roadmap for action. It is a call to action for all stakeholders, including local governments, national institutions, development partners, and citizens, to work collaboratively in building a more effective and resilient local governance system that contributes to Rwanda's long-term development aspirations. It requires the dedication and commitment of all RALGA members, staff, and partners.

I therefore urge all stakeholders to embrace this plan, support its implementation, and contribute to its success. Together, we can build a stronger, more effective, and more representative voice for local governments in Rwanda.

CHAIRPERSON

EXECUTIVE SUMMARY

The Rwanda Association of Local Government Authorities (RALGA) Strategic Plan 2025-2030 presents a bold and forward-looking vision for strengthening local governance, improving service delivery, and fostering Rwanda's socio-economic transformation. Developed through extensive consultations with local government entities, national institutions, development partners, and civil society, this plan aligns with the National Strategy for Transformation 2 (NST2) and Vision 2050. It provides a structured approach to addressing key governance challenges while leveraging opportunities for decentralization, capacity building, and technological innovation.

At the core of this strategic plan are three fundamental priorities. The first priority, **Policy Advocacy, Research, and Representation**, seeks to amplify the voice of local governments in policymaking. RALGA will proactively engage with government agencies, policymakers, and other stakeholders to advocate for increased local government resources as well as sector decentralization and local governance effectiveness. This will involve conducting high-quality research and generating evidence-based policy recommendations to inform decision-making. Additionally, RALGA will strengthen its participation in key policy processes and forums, where it will champion the interests of local governments and contribute to policies on fiscal decentralization, urban development, climate resilience, human resources administration in local governments, gender mainstreaming, among others priorities. The organization will also invest in peer learning and knowledge exchange among members and by organizing international conferences, fostering partnerships with regional and global local government networks, and enhancing cooperation with civil society organizations and academia.

The second priority, **Local Government Capacities for Service Delivery**, focuses on improving the performance and operational capacity of local governments to ensure efficient, citizen-centered service provision. RALGA will implement a comprehensive Local Governance Capacity Development Program, targeting both elected leaders and technical staff at all levels. This program will utilize both in-person training and digital learning platforms to enhance skills in critical areas and function-tailored. Emphasis will be put on public financial management, leadership and management capacities as well as planning and delivery capacities in specific service delivery areas. Additionally, RALGA will accompany the digitization of local government operations by promoting e-governance and data-driven decision-making tools. The association will further streamline and enhance the professional recruitment of local government personnel, their on boarding and inductions, ensuring that local government entities are adequately staffed with competent professionals. Furthermore, RALGA will enhance mechanisms for local governments to share best practices, engage in joint problem-solving, and collaborate on innovative approaches to governance challenges.

The third priority, **Organizational and Institutional Strengthening,** is designed to ensure

RALGA's long-term sustainability and effectiveness as an institution. Recognizing the need for financial resilience, RALGA will diversify its funding sources through strategic resource mobilization, exploring opportunities for revenue generation, partnerships with international funding and development agencies and private sector stakeholders. The association will also strengthen its internal governance structures by investing in staff capacity development, enhancing operational efficiency through digital transformation, and updating key organizational policies to reflect best practices in transparency and accountability. RALGA will construct and operationalize **a Centre of Excellence on Local Governance** to serve as a knowledge hub on local governance expertise, innovation, and capacity building. Furthermore, RALGA will revamp its members and stakeholder' engagement and communication strategies, ensuring effective timely meaningful interactions and feedback.

A robust monitoring and evaluation (M&E) framework will guide the implementation of this strategic plan, ensuring accountability, transparency, and measurable impact. RALGA has developed clear performance indicators for each strategic priority. The association will conduct periodic progress evaluations and publish annual performance reports to track the effectiveness of its interventions. Regular feedback mechanisms, including stakeholder surveys and policy impact assessments, will allow for adaptive management and continuous improvement of RALGA's programs.

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1. Introduction

1.1. About RALGA

The Rwanda Association of Local Government Authorities RALGA is a membership organization established in 2002 that brings together all local government entities in Rwanda (Districts and the City of Kigali). It derived its reason for existence from the decentralization process.

The Association was mandated by its members to assist them in achieving their mission, complying with principles of good governance and decentralization. RALGA has the responsibility of representing local Government entities, carrying out their advocacy and capacity building in the sectors of decentralisation policy, increasing finance of local government entities, local economic development and increasing the social development. RALGA is also responsible for strengthening collaboration between Rwanda local Government entities among themselves and with foreign local Government entities. Its governing organs include the General Assembly as a supreme organ, the Executive Committee as the strategic management organ, Four Commissions, as well as the General Secretariat for day to day implementation of RALGA interventions. Other essential organs are also the Audit Committee and the Conflict Resolution Committee.

RALGA plays a vital role in supporting the successful implementation of the national decentralization policy and contributing to the overall development of Rwanda. Through promoting collaboration, enhancing capacity, and promoting good governance at the local level, RALGA supports local governments to effectively serve their communities and contribute to national development objectives.

1.2. Vision

In five years, RALGA will be recognized as an enabler of innovative local governance, empowering districts with the skills, capacity and knowledge to deliver their development priorities, and drive the achievement of NST2 goals.

1.3. Mission

RALGA aims to be a trusted resource, driving forward the success of Rwanda's Local Governments while ensuring members derive value and satisfaction from its services and support.

1.4. Values

RALGA champions **governance innovation and expertise** on local governance in Rwanda. The values of Excellence, Integrity, Adaptability and Independence are key to RALGA's capacity to serve its members and effectively implement its mandate.

Box 1: Core values

Core Values

Innovation: RALGA promotes a culture of experimentation, supporting local government in exploring new approaches to community challenges. It fosters knowledge sharing and provides training to equip members with innovative problem-solving skills, rewarding successful practices.

Excellence in Execution: RALGA prioritizes high performance through clear service delivery standards, continuous training, and strong monitoring systems.

Integrity: Transparency, accountability, and public trust are fundamental to RALGA's operations.

Adaptability: RALGA embraces continuous learning, feedback, and new technology to address emerging challenges in local governance.

1.5. About this strategy

RALGA embarks on a new strategic direction for the period 2025-2030. While our core mandate remains steadfast, the evolving national development landscape necessitates an evolution in our approach. This strategic plan prioritizes excellence in execution and delivering greater value to our membership. RALGA will strive to demonstrate tangible, positive impacts on enabling local governments in Rwanda to become more effective, through enhanced collaboration and strong partnership building.

This renewed focus will be underpinned by several key shifts:

- **Professionalizing Local Government Capacity Development:** RALGA will professionalize its LG Capacity Development services to provide its members with tailored and demand-driven skills-set for high-end services. Capacity development will contribute to navigating critical transitions, including on leadership, various institutional capacities for effective service delivery, public finance management (PFM), climate change mitigation and adaptation, urbanization, advancing gender equality among many others, all aimed at improving the quality of service delivery as per NST 2 goals.

- **Strengthening Public Advocacy and Representation:** RALGA will enhance realization of its core mandate of policy advocacy and representation of local governments. This will involve a more proactive approach to policies engagement, working with key

stakeholders, to amplifying the voices of local governments in key policy processes for effective realization of decentralised governance.

- **Leveraging Technology and Digitization:** Over the strategy period, RALGA will leverage technology and digitization to enhance its governance and services delivery to its members. We will also double efforts in supporting our members to embrace and employ technological solutions for effective service delivery and strengthen data-driven decision-making.

- **Transforming Organizational Agility:** Transforming RALGA to become a more adaptable, agile, and resilient organization. RALGA will invest in our human capital, diversify our resource basket, modernize our operations, and ensure our structures, organs, and systems are fit for purpose.

This strategic plan outlines the strategic roadmap for RALGA to become a more effective, impactful, and representative voice for local governments in Rwanda. It is a commitment to contributing to realizing the objectives of the second medium term National Strategy for Transformation (NST2) and the long-term Vision 2050 of sustainable economic growth, prosperity, and a high quality of life for all citizens.

2. METHODOLOGY

The development of the RALGA Strategic Plan 2025-2030 was conducted through a structured four-phase approach:

1. Desk Review and Situational Analysis	**2. Stakeholder Consultations**
A comprehensive review of relevant documents established RALGA's strategic context. This included analysing RALGA's internal documents, national and international policy frameworks, sectoral plans, organs and stakeholders' reports, and international best practices. The review identified challenges, opportunities, and trends in governance and decentralization.	An inclusive consultation approach ensured diverse stakeholders' input. Consultations included local governments, key informant interviews, focus group discussions, and strategic workshops. Stakeholders from government, districts, civil society, private sector, academia, and development partners contributed to refining priorities and aligning objectives with broader needs.
4. Development of Strategic Objectives and Priorities Insights from the previous phases were used to define the strategic direction. This included: - Setting strategic priorities and objectives for the next five years. - Identifying expected impacts, outcomes, and outputs. - Identifying high-level interventions to achieve these objectives and address members and stakeholders' needs effectively.	**3.SWOT and PESTEL Analyses** Two analytical tools were used to assess RALGA's internal and external environments • **SWOT Analysis:** Identified strengths, weaknesses, opportunities, and threats to guide capacity building and risk mitigation. • **PESTEL Analysis:** Evaluated political, economic, social, technological, environmental, and legal factors impacting RALGA and governance in Rwanda.

3. SITUATIONAL AND CONTEXT ANALYSIS

3.1. Previous five-year performance analysis

3.1.1. Notable Successes and Accomplishments

Participation in Policy Making

RALGA actively contributed to key policies through participation in Sector Working Groups (SWGs) for Health, Agriculture, Governance, Urbanization, Fiscal Decentralization, and Social Protection. While participation in these forums provided a platform for raising local government concerns, a proactive approach is needed to optimize their potential in effectively addressing Local Governments priorities in policy decisions in alignment with the National Decentralization Policy.

RALGA played a crucial role in influencing key policy decisions, publishing guiding documents for local government operations, and advocating for sectoral decentralization. An example contribution was RALGA's technical assessment, which informed the development of national guidelines for participatory land readjustment.

RALGA conducted impactful research and developed policy briefs on critical issues such as agricultural financing, affordable housing, urbanization, gender-based violence prevention, food and nutrition, and disaster management, including the impact of COVID-19. These evidence-based approaches strengthened the impact of RALGA's policy advocacy efforts.

Strengthened Partnerships and Representation

RALGA fostered communication and knowledge sharing among its members through platforms such as the Public Financial Management (PFM) Forum and Executive Secretaries' Forum. Successful partnerships were forged at both the national and international levels. At the national level, partnerships with various ministries and agencies permitted the implementation of various interventions including LG staff recruitments and their inductions, regular PFM forums, and many others. At the international level, active membership in EACLGA, UCLG Africa, CLGF, and ICLEI enabled to contribute to global discussions advancing local governments priorities and share the experiences of Rwanda local governance.

A Rwanda Local Government Women Network was created, as a framework to advance peer to peer learning and mentorship among women in local governance. The professional internship program for female graduates provided valuable opportunities for women's professional development within the sector.

Enhanced Capacity Building

Capacity building activities was provided to elected leaders and technical staff at all levels (District, Sector, Cell, and Village). A total of 111,024 individuals were reached by various training interventions across various areas.

RALGA developed a customized e-learning platform with modules on Citizen Participation, Education, Health, and Agriculture. This innovative approach is expected to enhance accessibility and cost-effectiveness of capacity building programs.

Improved Service Delivery to Members

RALGA streamlined recruitment processes for local government employees, ensuring transparency and fairness. A total of 8,179 employees were recruited through competitive processes during the last plan period.

Effective Organizational Operations

RALGA governance was enhanced by ensuring that all statutory meetings (General Assembly, Executive Committee, Conflict Resolution Committee, Audit Committee) were held regularly. Key organizational documents, including the Articles of Association, Internal Rules and Regulations, and Operations Procedure Manual were updated. The celebration of RALGA's 20th anniversary provided an opportunity to reflect on past achievements and document the history of the organization.

3.1.2. Lessons Learned and Recommendations

While RALGA actively participated in Sector Working Groups (SWGs), the extent to which its input directly influenced policy outcomes still need to be established. There is a need for robust data and monitoring systems to support and track RALGA's influence in policymaking processes as well as staff advocacy capacity development.

A long term strategy for the e-learning systems will be important to guide maintenance, content creation and updates, and effective user support.

Engagement with lower-level local government entities (sector, cell, village) is limited due to huge numbers of target beneficiaries. Capacity building initiatives require a structured approach, informed by needs assessments and clear implementation plans. Additionally, a structured training calendar, tailored training resources, and a demand-driven approach to training is important to develop to improve effectiveness and predictability of capacity development services.

RALGA's communication strategy with members needs revamping, to be more proactive and innovative.

Funding mobilization remains a significant challenge, leading to program delays and an over-reliance

on grants. Diversification of funding sources is key going forward and thus the need for a new Resource Mobilization Strategy.

RALGA's organizational structure requires alignment to better support its "think tank" and "service delivery" functions. The association will need to invest in digital technologies for operational efficiency. Furthermore, greater predictability and adaptability in its operations are needed to meet member expectations.

3.2. Global, Continental, Regional and National Orientations

The RALGA Strategic Plan 2025–2030 is strongly aligned with global, continental, regional, and national development frameworks, ensuring relevance, coherence, and meaningful contribution across governance levels.

At the **global level,** the Sustainable Development Goals (SDGs) serve as a universal framework guiding RALGA's interventions. Focus areas include SDG 16 (peace, justice, and strong institutions) and SDG 11 (sustainable cities and communities). RALGA supports local governments to localize the SDGs through capacity building, project implementation, and monitoring systems that foster inclusive and accountable governance.

At the **continental level**, the African Union's Agenda 2063 informs RALGA's strategic priorities, particularly in enhancing governance (Aspiration 3) and people-driven development (Aspiration 6). Through peer learning and regional cooperation, RALGA supports Rwanda's local governments to contribute to continental integration and development ambitions.

Regionally, the East African Community (EAC) Vision 2050 outlines a roadmap for shared prosperity. This vision emphasizes regional integration, infrastructure development, and sustainable development across the East African region. RALGA acknowledges that support to local governments in contributing to these regional goals, such as by facilitating cross-border cooperation and promoting the harmonization of local policies with regional frameworks is paramount. Strengthening collaboration with regional bodies for capacity building and knowledge sharing will ensure that local governments contribute effectively to regional integration and sustainable development.

At the **national level**, Rwanda's Vision 2050 and the National Strategy for Transformation (NST2) set the long-term and medium-term direction for socio-economic transformation. RALGA positions itself as a key enabler of local government contributions to these goals, advocating for adequate resources and supporting districts to implement NST2-aligned projects. This includes contributions to Transformational Governance goals such as service delivery, citizen participation, PFM capacities, and international cooperation, while also addressing cross-cutting priorities such as climate change, gender, and capacity development.

RALGA's strategy also aligns with the Governance and Decentralization Sector Strategic Plan

(GDSSP 2025–2030), which emphasizes local economic development, service delivery transparency and citizen engagement. RALGA will continue strengthening local leadership capacities, supporting decentralized inclusive planning, budgeting, projects implementation and promoting accountability. Performance monitoring tools like the Rwanda Governance Scorecard (RGS), Citizen Report Card (CRC) and other country data sources will be used to inform evidence-based advocacy and support improvements in local governance performance and service delivery.

Finally, District Development Strategies (DDS) are key operational tools for translating national goals into local action. RALGA will provide technical support to ensure DDS coherence with national and regional priorities while encouraging collaboration among districts.

3.3. Strengths Weaknesses Opportunities and Threats (SWOT) Analysis

RALGA possesses numerous **strengths** that position it as a key player in Rwanda's local governance ecosystem. RALGA fully owned by its members and widely recognized as an essential stakeholder on local governance, supported by a committed team and effective financial management systems. Members actively participate and demonstrate trust in the organization, while strategic partnerships and a vast network further bolster its influence. Tangible assets, including office space and land, provide a solid operational base.

However, some **weaknesses** persist. The absence of a systematized advocacy and capacity-building strategy, limited infrastructure for tailored support, and weak resource mobilization hinder performance. High turnover in LGEs, inadequate digitization, and reactive engagement approaches also pose challenges. RALGA's relationships with key central institutions (e.g., MINALOC, MINECOFIN, MIFOTRA, MIGEPROF) present untapped opportunities for stronger policy influence and service delivery enhancement.

RALGA can seize several **opportunities**, including increasing partner interest, high member expectations for NST2 implementation support, and emerging trends such as climate action and AI. However, it must navigate **threats** such as declining development funding, shifting policy landscapes, and global economic volatility.

3.4. Political Economic Social Technological Environmental and Legal (PESTEL) Analysis

Political: Rwanda maintains strong decentralization commitments, but frequent reforms require RALGA's proactive advocacy. Collaborative engagement across sectors is needed to treat decentralization as a shared national priority, to support the implementation of the Prime Minister' Order on Sector Decentralization.

Economically, decentralization finance remains a critical factor. RALGA must advocate for

equitable resource allocation while supporting its members in generating more own revenues, exploring innovative financing mechanisms and enhancing budget management. The government's emphasis on private sector-led growth also offers opportunities for RALGA to facilitate partnerships that promote local economic development. Building resilience against global economic shocks will be key, requiring diversification of revenue sources and capacity building for crisis response.

On the **social** front, gender equality in local governance and inclusion overall remain a priority. Although progress has been made, RALGA should continue advocating for and support women's representation and leadership, supporting their professional development and creating an inclusive environment for women in local government. Furthermore, youth empowerment, particularly job creation is a key priority for LG in the NST2 which RALGA must consider in its support interventions.

Technological: Rapid digital transformation and AI present both promise and risk. RALGA will promote digital literacy, advocate for equitable access, and explore AI applications in service delivery and urban planning while ensuring ethical and inclusive adoption.

Environmentally, climate change poses significant risks to local communities, including natural disasters and food insecurity. Impact of climate change has significant costs to Rwanda while LGEs are at the forefront of the fight. They however lack proper financing and capacities to implement mitigation and adaptation measures. RALGA must build awareness and capacity among its members to develop and implement climate change adaptation and mitigation strategies. Access to resources and expertise will be vital in this regard.

Legally, the evolving framework governing local governments requires RALGA to remain engaged, advocating for reforms that streamline administrative processes and enhance the effectiveness of local governance, including on local government structure and effective human resources management.

4. STRATEGIC FRAMEWORK

4.1. Advocacy, Research and Representation

4.1.1 . Introduction

The Advocacy, Research and Representation pillar aims to solidify RALGA's role as a strong advocate for local governments in Rwanda. This will be achieved through active participation in policy development, ensuring members have the necessary knowledge and capacity to implement policies, and building strategic partnerships with key stakeholders. RALGA will work to create a policy environment that empowers local governments and supports their effective functioning. This includes advocating for policies that promote decentralization, ensure equitable resource allocation, and enhance the capacity of local governments to deliver on their mandates.

By strengthening its representation at national, regional, and international levels, RALGA will amplify the voice of Rwandan Local Governments and contribute to policy decisions. This will involve building strategic alliances with government agencies, development partners, the private sector, civil society organizations. Through these efforts, RALGA will ensure that the interests of local governments are effectively represented and that their contributions to socio-economic transformation of Rwanda are fully recognized and supported.

4.1.2. Strategic Objective: Strengthen the role of RALGA in advocating for, representing, and supporting local government (LGEs) to enhance their effectiveness in socio-economic transformation.

Outcome 1: More conducive and enabling national policies, laws, and strategies to support LGEs deliver their mandates are enacted and implemented.

Output 1.1: Increased participation and influence of RALGA in national policy review and formulation processes.

Activities:

1. Conduct research on local governance and decentralization policies, practices and regulatory frameworks affecting LGEs (e.g., human resources, sectoral and fiscal decentralization).

2. Participate effectively in forums and sector/technical working groups.

3. Support LGEs and government with evidence-based solutions to policy gaps.

4. Undertake continuous and targeted advocacy to address pertinent issues affecting local governments e.g. gender equality, pending issues on sectoral decentralization, LG staff capacity building, cell-level infrastructure and staffing gaps, among others.

5. Undertake periodic consultations to elicit feedback on representation agendas.

6. Support the development of systems and mechanisms that promote production and use of quality data to drive evidence-based decision-making in planning, budgeting, implementation, monitoring and evaluation.

Output 1.2: Improved access and understanding of updated policies and regulations by LGEs.

Activities:

1. Compile laws and policies and avail them to LGEs in user-friendly formats through digital platforms.

2. Organize training and sensitization sessions on new laws and policies for LGEs.

Outcome 2: Enhanced member representation and partnerships at national, regional, and international levels.

Output 2.1: Capacity of RALGA to advocate and represent its members is increased.

Activities:

1. Draft and implement an advocacy and representation strategy for RALGA's engagement at national and international levels.

2. Strengthen RALGA staff advocacy, research and representation skills and competencies.

3. Publish targeted policy briefs and position papers to influence policy towards deepening sectoral decentralization.

4. Publish and disseminate peer reviewed articles on Rwandan local governance good practices and experiences, for knowledge sharing with regional and international local governance expert community.

5. Develop digital tool and platform to facilitate access and use of RALGA regular policy updates materials by Local Government officials and enable efficient internal data sharing and monitoring of advocacy and representation function processes

Output 2.2: Strengthened platforms and strategic alliances for peer learning and dialogue on local governance in Rwanda.

Activities:

1. Organize peer-learning activities among LGEs around good and promising practices and innovations in local governance in Rwanda.

2. Organize international conferences on local governance for transformation.

3. Establish physical and virtual platforms for peer learning and ongoing dialogue among LG stakeholders.

4. Share achievements and experience with stakeholders, foreign LG affiliations and sister foreign LG Associations.

5. Identify and initiate cooperative frameworks with CSOs, subject experts, academia, and specialized organizations.

6. Stimulate local government diplomacy through promotion of twinning and partnerships between Rwanda LGEs and Foreign LGEs.

7. Support LGEs in resource mobilization, PFM and effective development projects management for efficient climate-resilient inclusive local economic potentialities.

4.2. Service Delivery

4.2.1. Introduction

The Service Delivery pillar focuses on enhancing the capacity and performance of Local Governments (LGEs) to deliver effective, efficient, and citizen-centred services, aligning with decentralisation policy objectives and the Prime Minister's Order on sectoral decentralization.

The pillar focuses on enhancing LGEs' capacity through strengthened institutional frameworks, LG staff recruitment and management support services, technology adoption, and capacity-building for staff and leaders, ensuring efficient and citizen-centered services. This complements the Prime Minister's Order, which emphasizes sectoral decentralization by clearly assigning roles, responsibilities, and resources across governmental levels to promote cohesive implementation and cooperation.

4.2.2. Strategic Objective: Enhance the capacity and performance of LGEs in Rwanda through effective and efficient service delivery.

Outcome 3: Strengthened Capacity of Local Governments to contribute towards Rwanda's socio-economic transformation.

Output 3.1: Enhanced Institutional Capacity and Competencies of LGEs.

Activities:

1. Put in place and operationalize a comprehensive Local Government Capacity Development Programme to cover for inductions, and continuous professional development (CPD) of elected and technical staff in local government entities in coordination with respective public institutions and other relevant stakeholders.

2. Coordinate the development, reviews and upgrades of functions-tailored modules and other training materials for LGEs in coordination with respective public institutions and other relevant stakeholders.

3. Deliver e-learning and face-to-face capacity development services to specific target groups in Local Governments.

4. Actively contribute to the coordination of capacity development interventions for Local Governments in collaboration with responsible government institutions.

5. Provide staff recruitment services to the Districts and City of Kigali in a professional, coordinated and timely manner and propose reforms needed in human resource management of local governments.

6. Contribute to resource mobilization and the creation of a dedicated funding mechanism for

LG capacity development.

7. Establish a platform to offer demand driven specialized technical assistance services to LGEs (e.g. advisory service for project design, appraisal, legal, contractual agreement on big projects, etc.)

8. Promote and facilitate knowledge sharing and peer learning among LGEs.

9. Implement and scale up the current professional internship program to attract young talent into LGEs.

10. Conduct regular surveys for the outcomes of the capacity building interventions provided in LGEs.

Output 3.2: Improved Access to and Utilization of Technology in Service Delivery.

Activities:

1. Develop and implement a RALGA digital transformation strategy to strengthen and make service delivery for LGEs more effective.

2. Customize and develop RALGA's service offerings for technological delivery.

3. Identify, develop, and update tools (e.g., e-learning platform, e-library, RALGA App) to enhance digital services.

4. Support LGEs in the adoption and effective use of ICT tools for service delivery (e.g., e-governance platforms, GIS, data management systems).

4.3. Organizational and Institutional Strengthening

4.3.1. Introduction

The Organizational and Institutional Strengthening pillar aims to build a strong foundation for the organization to effectively serve its members and contribute to local governance in Rwanda. This involves ensuring financial sustainability through diversified funding streams and enhancing fundraising capacity. Additionally, it focuses on developing a skilled and competent workforce by investing in staff training and development, improving working conditions, and enhancing staff well-being. The pillar also emphasizes organizational effectiveness by strengthening RALGA governance organs, implementing digital management systems, and improving communication channels to enhance efficiency and effectiveness.

4.3.2. Strategic Objective: Enhance RALGA's institutional capacity to effectively and sustainably serve its members and contribute to the development of local governance in Rwanda.

Outcome 4: RALGA strengthened its resiliency to shocks and financial sustainability

Output 4.1: Diversified funding streams

Activities:

1. Develop and implement a resource mobilization strategy.

2. Design and develop project proposals for funding mobilization.

3. Build and operationalize the Centre of Excellence on Local Governance.

4. Identify and cost additional services to members as complementary revenue streams.

5. Provide expert guidance services for the implementation of district projects.

6. Conduct feasibility studies for the viability and productivity of RALGA assets (e.g., plots at Masaka, Gahanga, Rwamagana) and subsequently implement them to contribute to RALGA financial sustainability.

7. Manage effectively and adequately account for resources allocated to RALGA by members, stakeholders and development partners.

Outcome 5: RALGA attracts and retains highly skilled and competent workforce

Output 5.1: Strengthened RALGA human capital and wellness

Activities:

1. Develop and implement a RALGA staff development policy .

2. Provide continuous professional training and career development opportunities for staff.

3. Organize regular team retreats and culture-building activities.

Outcome 6: Enhanced Organizational Systems and Institutional Governance

Output 6.1: Strengthened functionality and efficiency of RALGA governance organs and management systems.

Activities:

1. Effectively organize meetings of RALGA organs as stipulated in by-laws.

2. Monitor and follow up on the implementation of resolutions and recommendations from RALGA organs.

3. Organize induction sessions and regular training for members of RALGA organs.

4. Facilitate field visits for members of RALGA organs.

5. Develop and implement a RALGA digital management system.

6. Operationalize an advanced document management system.

7. Train RALGA staff on emerging technologies, including AI

Output 6.2: Enhanced members' communication and visibility of RALGA members' activities.

Activities:

1. Develop and implement a revised communication strategy.

2. Conduct regular media and visibility campaigns for RALGA and its members' activities.

3. Support members in strategizing their communication efforts with expert guidance.

4. Organize exhibitions to showcase LGEs projects and host award ceremonies recognizing LGEs innovations.

4.4. Summarized Strategic Framework and Results Chain

PILLAR	STRATEGIC OBJECTIVE	OUTCOMES	OUTPUTS	ACTIVITIES
Advocacy, Research and Representation	Strengthen the role of RALGA in advocating for, representing, and supporting local government (LGEs) to enhance their effectiveness in socio-economic transformation	Outcome 1: More conducive and enabling national policies, laws, and strategies to support LGEs deliver their mandates are enacted and implemented	2	8
		Outcome 2: Enhanced member representation and partnerships at national, regional, and international levels.	2	12
Service Delivery	Enhance the capacity and performance of Local Government (LGEs) in Rwanda through effective and efficient service delivery.	Outcome 3: Strengthened Capacity of Local Governments to contribute towards Rwanda's socio-economic transformation.	3	16
Organizational and Institutional Strengthening	Enhance RALGA's institutional capacity to effectively and sustainably serve its members and contribute to the development of local governments in Rwanda.	Outcome 4: RALGA becomes resilient to shocks and is financially sustainable	1	6
		Outcome 5: RALGA attracts and retains a highly skilled and competent workforce.	1	3
		Outcome 6: Enhanced Organizational Systems and Institutional Governance	2	10
TOTAL	**3**	**6**	**10**	**54**

4.5. Results Chain Linkages to G&DSSP and NST2 Pillars

RALGA 2025-29 STRATEGIC PLAN OUTCOMES	GOVERNANCE & DECENTRALIZATION SECTOR STRATEGIC PLAN 2025 – 29 PRIORITIES	NATIONAL STRATEGY FOR TRANSFORMATION (NST 2) PILLARS
Outcome 1: More conducive and enabling national policies, laws, and strategies to support LGEs deliver their mandates are enacted and implemented.	**SSP Priority 1:** Strengthen institutional framework, collaboration, and coordination for inclusive, climate-resilient, and gender-transformative Local Economic Development (LED)	Economic Transformation Pillar
Outcome 2: Enhanced member representation and partnerships at national, regional, and international levels.	**SSP Priority 2:** Strengthen multi-sectoral program design, implementation and monitoring focused on human capital development and socio-economic inclusion.	Social Transformation Pillar
Outcome 3: Strengthened Capacity of Local Governments to contribute towards Rwanda's socio-economic transformation.	**SSP Priority 3:** Strengthen local government institutional, organisational, and human resource capacities for effective coordination and collaboration **SSP Priority 6:** Enhance effectiveness of existing citizen participation spaces and mechanisms to strengthen transparency and accountability.	Transformational Governance Pillar
Outcome 4: RALGA becomes resilient to shocks and is financially sustainable	**SSP Priority 7:** Strengthen collaboration and coordination between government and civil society to strengthen accountability and enhance delivery of quality services for socio-economic transformation.	
Outcome 5: RALGA attracts and retains a highly skilled and competent workforce.		
Outcome 6: Enhanced Organizational Systems and Institutional Governance		

5. MONITORING AND EVALUATION FRAMEWORK

This M&E Framework aims to ensure the effective implementation, tracking, and assessment of RALGA's strategic plan. It provides a structured approach for measuring progress, evaluating impact, and informing decision-making processes. The framework also supports accountability to stakeholders, including local government authorities, development partners, and the broader community.

RALGA will utilize digital platforms, surveys, reports, and stakeholder consultations to collect and report data against the identified indicators.

5.1 Roles and Responsibilities

- RALGA Secretariat: Responsible for overseeing M&E activities, consolidating reports, and presenting findings to stakeholders.

- Local Governments: Provide input and data on the implementation of activities and outputs.

- Partners and Stakeholders: Contribute to feedback mechanisms and support independent evaluations.

5.2. Frequency of Monitoring and Evaluation

- Quarterly Monitoring: Track implementation progress of activities and outputs.

- Annual Review: Assess the achievement of outcomes and progress toward strategic objectives.

- Mid-Term Evaluation: Conduct an in-depth review of the strategic plan's implementation after two years.

- Final Evaluation: Evaluate the overall effectiveness, impact, and sustainability of the strategic plan at the end of the five-year period.

6. IMPLEMENTATION FRAMEWORK

This section outlines the implementation framework for the Strategic Plan, detailing the mechanisms for effective execution, monitoring, and evaluation of the planned activities. It emphasizes a stakeholder collaboration and results-based management approach, ensuring accountability and transparency throughout the implementation process. This framework ensures the effective translation of strategic objectives into actionable initiatives, enabling RALGA to achieve its vision and mission.

6.1. Stakeholders' Collaboration

COMPONENT	DETAILS
Governance and Oversight	
Management and Coordination	1. The RALGA Executive Committee will hold overall responsibility for the implementation of the strategic plan. They will provide strategic guidance, monitor progress, and ensure alignment with the overall organizational vision and mission. 2. RALGA Commissions will regularly discuss and provide recommendations on their thematic focus areas of this strategy..
Establishment of Implementation Committee	1. Adjust the secretariat structure in alignment with the three strategic pillars: Advocacy, Research and Representation; Service Delivery; and Organizational and Institutional Strengthening. 2. Set up thematic committees aligned with the three strategic pillars: Advocacy, Research and Representation; Service Delivery; and Organizational and Institutional Strengthening. 3. Ensure committees are composed of RALGA staff, members, and key stakeholders, including development partners and appropriate representatives/stakeholders..

COMPONENT	DETAILS
Monitoring and Evaluation (M&E)	1. Implement the M&E framework with clear indicators for each strategic outcome, output, and activity. 2. Regularly review progress through quarterly and annual performance reports. 3. Conduct mid-term and end-of-plan evaluations to assess impact and adjust strategies as needed.
Decision-Making Processes	1. Utilize RALGA's governance organs, including the General Assembly and Executive Committee, for approving strategic priorities and resource allocation. 2. Hold periodic review meetings to address implementation challenges and provide strategic direction.
Resource Mobilization and Allocation	
Funding Strategies	1. Implement the resource mobilization strategy outlined under Outcome 5 to secure diversified funding streams. 2. Engage development partners, government entities, and private sector stakeholders for financial and technical support.
Human Resources	1. Strengthen RALGA's internal capacity by implementing staff development programs (Activity 6.1.1). 2. Assign dedicated personnel for each strategic pillar to ensure focus and accountability.
Capacity Building and Stakeholder Engagement	
Training and Development	1. Organize capacity-building sessions for RALGA staff and local government stakeholders to enhance competencies in advocacy, research, service delivery, and governance (linked to Outcomes 3, 4, and 6). 2. Develop e-learning platforms and digital tools for continuous professional development.

COMPONENT	DETAILS
Partnerships	1. Foster alliances with key stakeholders, including CSOs, academia, and international LG associations (Activity 2.3.1). 2. Promote peer learning through national and international platforms to share best practices and innovations.
Communication and Awareness	1. Implement a revised communication strategy to increase the visibility of RALGA's activities and the achievements of its members. 2. Use digital platforms, publications, and media campaigns to disseminate information about policies, regulations, and innovations in local governance.
Operational Plans and Tools	
Activity Implementation Plans	1. Develop detailed annual work plans for each strategic output, specifying timelines, responsible parties, and expected results. 2. Use project management tools to track the implementation of activities and ensure alignment with strategic objectives.
Digital Systems	1. Operationalize digital management systems for efficient monitoring and coordination (Activity 7.2.1). 2. Leverage ICT tools, such as e-governance platforms and data management systems, to support local government service delivery and enhance RALGA's operational efficiency
Feedback Mechanisms	1. Conduct regular member surveys to gather feedback on representation and service delivery agendas (Activity 1.1.3). 2. Establish feedback loops to incorporate member input into ongoing policy advocacy and capacity-building initiatives

COMPONENT	DETAILS
Risk Management	
Risk Identification and Mitigation	1. Identify potential risks, including funding gaps, political shifts, and stakeholder disengagement, through a comprehensive risk assessment process. 2. Develop and implement risk mitigation plans, such as alternative funding strategies and stakeholder engagement campaigns.
Contingency Planning	1. Establish contingency plans and financial reserves to address unforeseen challenges. 2. Adapt strategies dynamically in response to changing external conditions, leveraging RALGA's governance organs for rapid decision-making.
Performance Monitoring and Reporting	
Key Performance Indicators (KPIs)	1. Link KPIs to RALGA's broader impact on local governance and socio-economic transformation in Rwanda.
Reporting Protocols	1. Develop standardized reporting templates for activity, output, and outcome monitoring. 2. Share progress reports with members, stakeholders, and funders through periodic updates and an annual strategic plan performance review.

6.2. Stakeholder Engagement

Stakeholder engagement will be a cornerstone of RALGA's strategic shift over the next five years. RALGA will initiate strategic partnerships with Government Institutions, Civil Society, Academia and Development Partners aimed at realizing policy advocacy goals and effective local government capacity building. RALGA will strive for a stakeholder engagement approach which is more proactive, structured, and results-oriented.

Government Institutions: RALGA will cooperate and engage with central level government institutions and stakeholders through active contributions to established working groups, structured policy dialogue, and technical collaboration as relevant. Through these partnerships, RALGA will co-convene policy forums as spaces to discuss local governments perspectives into national policy.

Development Partners: RALGA will proactively engage development partners for technical and financial partnerships to support realization of its goals of effective decentralization and inclusive local governance.

Civil Society and Academia: Numerous Civil Society Organizations, CSOs are active in advancing and supporting decentralization, local governance and socioeconomic service delivery and are active players in the Districts' Joint Action Development Forums (JADF). Over time, many have developed commendable expertise in specific areas and play a role both in strengthening capacities of local governments and conducting policy advocacy work for effective decentralization and local governance. RALGA will enhance its engagement with civil society to strengthen transparency, citizen participation, and inclusive governance. For the Academia, the collaboration will aim at building local governance research competences including working together to implement training and research programs on decentralization, local governance performance and emerging challenges.

Regional and International Organizations: RALGA is an active member of various regional and international organisations on local governance, as essential forums for **Peer exchange, learning and contribution to local governance agenda**. RALGA will optimize its membership in regional, continental and global forums (e.g., EALGA, CLGF, UCLGA, ICLEI, etc.) and proactively play its role to elevate and share Rwanda's local governance experiences, benefit from exchanges with peers and contribute to global advocacy.

7.ANNEXES

ANNEX 1: MONITORING & EVALUATION FRAMEWORK

Outcomes/ Outputs/ Activities by priority areas	Indicators	Baseline /Comments	TARGET/YEAR					Data source	Frequency
			2025/26	2026/27	2027/28	2028/29	2030/30		
Strategic Objective: Strengthen the role of RALGA in advocating for, representing, and supporting local government (LGEs) to enhance their effectiveness in socio-economic transformation.									
Outcome 1: More conducive and enabling national policies, laws, and strategies to support LGEs deliver their mandates.	Number of new or revised national policies, laws, strategies guidelines, and specifically addressing LG mandates and capacities that RALGA participated in	1	8	8	8	8	8	Policy documents; Meeting reports; Feedback surveys.	Quarterly
Output 1.1: Increased participation and influence of RALGA in national policy review and formulation processes.	Number of forums/working groups RALGA is substantively engaging in (i.e. making presentations, submissions).	1	4	4	4	4	4		
Output 1.2: Improved access and understanding of updated policies and regulations by LGEs.	At least 80 percent of LG staff by 2030 to have been facilitated by RALGA to understand policies and regulations	0	45%	50%	60%	70%	80%	Training attendance sheets; Published materials.	Bi-annually
	Percentage of targeted LGEs officials who report having received training or orientation on national policies relevant to their mandates	0	10%	15%	20%	30%	35%		

Outcomes/ Outputs/ Activities by priority areas	Indicators	Baseline /Comments	TARGET/YEAR					Data source	Frequency
			2025/26	2026/27	2027/28	2028/29	2030/30		
Outcome 2: Enhanced member representation and partnerships at national, regional, and international levels.	Number of successful advocacy initiatives at national level that resulted in policy changes or resource mobilization for the benefit of LGEs	0	4	4	4	4	4	Annual Reports Advocacy strategy; Published briefs.	Annually
Output 2.1: Capacity of RALGA to advocate and represent its members is increased.	Number of advocacy briefs published and shared with significant decision-makers for influencing local governance policies and practices.	0	4	6	6	6	6		
Output 2.2: Strengthened platforms and strategic alliances for peer learning and dialogue on local governance in Rwanda.	Number of collaboration agreements signed with stakeholders	3	3	5	5	5	5	Event reports; Partnership agreements.	Quarterly
	Number of supported projects operationalised at District Level	0	1	2	3	4	5		
	Facilitated peer learning for Local Government Leaders	68	120	120	120	120	120		

Strategic Objective: Enhance the capacity and performance of Local Government (LGEs) in Rwanda through effective and efficient service delivery.

Outcomes/ Outputs/ Activities by priority areas	Indicators	Baseline /Comments	TARGET/YEAR					Data source	Frequency
			2025/26	2026/27	2027/28	2028/29	2030/30		
Outcome 3: Strengthened Capacity of Local Governments to contribute towards Rwanda's socio-economic transformation.	Percentage of local government staff satisfied with implementation of District capacity development interventions. (G&DSSP 2025-29)	51 (MINALOC, G&DSSP 2025-29)			61			71	81
	# of function-tailored training materials available and accessible for LG staff and leaders	6			13			26	39
Output 3.1: Enhanced Institutional Capacity and Competencies of LGEs.	LG staff who have received training tailored to their job function	147			10,373			3,500	4,000
	% of newly recruited LG staff who have received induction training, physically or online, in their first 3 months in service	27% (RALGA, Induction report, 2025)			60%			100%	100%

Outcomes/ Outputs/ Activities by priority areas	Indicators	Baseline /Comments	TARGET/YEAR					Data source	Frequency
			2025/26	2026/27	2027/28	2028/29	2030/30		
Output 3.2. Staff recruitment services provided to the Districts and CoK in a professional, coordinated and timely manner and policy proposals shared on needed reforms in human resource management of local governments. (2025-2030)	% of LG positions filled through RALGA recruitment services (in relation to the LG recruitment needs of the year)	167%			100%			100%	100%
	% of LGEs satisfaction with RALGA's LG recruitment services	75% (NPSC Survey, 2017)			90%			95%	95%
	Number of LG staff trained in the use of ICT and digital tools to enable them to improve the services they deliver.	0			115			300	600
Output 3.3 Improved Access to and Utilization of Technology in Service Delivery.									
	Percentage of citizens satisfied with digitised public services (gender, location and disability) (G&DSSP 2025-30)	75.3% CRC 2024			80			85	90
Output 3.3: Improving gender equality in leadership and management across local governments	Citizen satisfaction with the respect of the gender principle in LGEs (CRC)	80.4% CRC 2024			82.4%			84.4%	86.4%

Strategic Objective: Enhance RALGA's institutional capacity to effectively and sustainably serve its members and contribute to the development of local governance in Rwanda.

Outcomes/ Outputs/ Activities by priority areas	Indicators	Baseline / Comments	TARGET/YEAR					Data source	Frequency
			2025/26	2026/27	2027/28	2028/29	2029/30		
Outcome 4: RALGA becomes resilient to shocks and is financially sustainable	Percentage increase in funding.	Current	235%	665%	554%	330%	289%	Resource mobilization strategy .	Annually
Output 4.1: Diversified funding streams	Number of funding sources.	4	6	7	8	6	6		
Outcome 5: RALGA attracts and retains highly skilled and competent workforce	Staff turnover rate.	10%	0	0	0	0	0	HR records	Annually
Output 5.1: Strengthened RALGA human capital and wellness	Percentage of RALGA staff who have participated in professional development activities (e.g., trainings, workshops, conferences) related to their roles and responsibilities	40%)	60%	70%	80%	90%	95%	HR Training reports.	Annually
Outcome 6: Enhanced Organizational Systems and Institutional Governance	Percentage of RALGA governance resolutions successfully implemented within the stipulated timeframe. (i.e. ExCom and audits recommendations)	81.5%	85%	88%	90%	95%	95%	Organs reports	Bi-annually
Output 6.1: Strengthened functionality and efficiency of RALGA governance organs and management systems.									
Output 6.2: Enhanced members' communication and visibility of RALGA members' activities.	Average satisfaction rating of members and stakeholders on the effectiveness of RALGA's communication efforts.	70%	80%	85%	90%	95%	98%	Communication strategy; Unit and member survey reports	Annually

ANNEX 2: COSTING AND BUDGETING

Outcome	TOTAL BUDGET	2025/26	2026/27	2027/28	2028/29	2029/30
	27,590,850,000	3,122,000,000	8,849,000,000	7,378,300,000	4,394,950,000	3,846,600,000
Outcome 1: More conducive and enabling national policies, laws, and strategies to support LGEs deliver their mandates are enacted and implemented.	2,227,850,000	254,000,000	472,500,000	505,300,000	480,450,000	515,600,000
Output 1.1: Increased participation and influence of RALGA in national policy review and formulation processes.	1,165,000,000	200,000,000	222,500,000	255,000,000	227,500,000	260,000,000
Output 1.2: Improved access and understanding of updated policies and regulations by LGEs.	1,062,850,000	54,000,000	250,000,000	250,300,000	252,950,000	255,600,000
Outcome 2: Enhanced member representation and partnerships at national, regional, and international levels.	3,233,000,000	323,000,000	872,500,000	440,000,000	1,117,500,000	480,000,000
Output 2.1: Capacity of RALGA to advocate and represent its members is increased.	628,000,000	63,000,000	140,000,000	105,000,000	180,000,000	140,000,000
Output 2.2: Strengthened platforms and strategic alliances for peer learning and dialogue on local governance in Rwanda.	2,605,000,000	260,000,000	732,500,000	335,000,000	937,500,000	340,000,000
Outcome 3: Strengthened Capacity of Local Governments to contribute towards Rwanda's socio-economic transformation.	8,265,000,000	1,300,000,000	1,432,000,000	2,309,000,000	1,611,000,000	1,613,000,000
Output 3.1: Enhanced Institutional Capacity and Competencies of LGEs.	7,505,000,000	1,200,000,000	1,300,000,000	2,135,000,000	1,435,000,000	1,435,000,000

Outcome	TOTAL BUDGET	2025/26	2026/27	2027/28	2028/29	2029/30
Outcome 4: RALGA becomes resilient to shocks and is financially sustainable	9,245,000,000	405,000,000	5,190,000,000	3,200,000,000	220,000,000	230,000,000
Output 4.1: Diversified funding streams	9,245,000,000	405,000,000	5,190,000,000	3,200,000,000	220,000,000	230,000,000
Outcome 5: RALGA attracts and retains highly skilled and competent workforce	4,620,000,000	840,000,000	882,000,000	924,000,000	966,000,000	1,008,000,000
Output 5.1: Strengthened RALGA human capital and wellness	4,620,000,000	840,000,000	882,000,000	924,000,000	966,000,000	1,008,000,000
Outcome 6: Enhanced Organizational Systems and Institutional Governance	2,077,500,000	385,000,000	394,250,000	413,500,000	432,750,000	452,000,000
Output 6.1: Strengthened functionality and efficiency of RALGA governance organs and management systems.	1,032,500,000	195,000,000	194,750,000	204,500,000	214,250,000	224,000,000
Output 6.2: Enhanced members communication and visibility of RALGA members' activities.	1,045,000,000	190,000,000	199,500,000	209,000,000	218,500,000	228,000,000