



Final Report

EVALUATION OF THE RWANDESE
ASSOCIATION OF
LOCAL GOVERNMENT AUTHORITIES'
STRATEGIC
PLAN 2006-2009

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ACRONYMS

ABELO-Association Burundaise des Elus Loceaux
ALAT-Association of Local Authorities in Tanzania
ALGAK-Association of Local Government Authorities in Kenya
ALGAF-Africa Local Government Development Action Forum
ASSETIP-Association pour l'Exécution des Travaux d'Intérêt Public
DED-Deutsche Entwicklungs Dienst
CAMERWA-Centrale d'Achat des Medicaments Essentiels du Rwanda
CIDA-Canadian International Development Agency
DCDP-Decentralisation and Community Development Project
EALGA-East African Local Governments Authorities
GA-General Assembly, RALGA
GTZ-German Agency for Technical Cooperation
HIDA-Human Resources Development Agency
LG-Local Government
MDP-ESA-Municipal Development Partnership for Eastern and Sothern Africa
MINALOC-Ministry of Local Government
MINECOFIN-Ministry of Economic Planning and Finance
PAGOR-Projet d' Appui a la Governance en Milieu Rural
PIGU-Project d'Infrastructure et des Gestion Urbaine
RALGA-Rwandese Association of Local Government Authorities
RIAM-Rwanda Institute for Administration and Management
SALA-IDA-SALA International Development Agency
SALGA-South African Association of Local Government Authorities
SDC-Swiss Development Cooperation
Sida-Swedish International Development Cooperation Agency
Twubakane-Rwanda Decentralisation and Health Program
UCLG-United Cities and Local Governments
UCLGA: United Cities and Local Governments of Africa
ULGA-Uganda Local Government Association
VNG-Vereniging van Nederlanse Gemeenten
WB-World Bank
WBI-World Bank Institute

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This evaluation has been undertaken in cooperation with the Rwandese Association of Local Government Authorities (RALGA) Secretariat, which at all times did their best to answer our questions and willingly provided information as requested in an open manner.

We would also like to thank the RALGA elected representatives for their contribution of information and having taken time to meet with the team in spite of their busy schedule. The same goes for the donor representatives and project managers.

We were pleased that RALGA made the decision to undertake the client satisfaction survey during the time of the evaluation to enable the evaluation team to incorporate some of the responses in the report.

I. EXECUTIVE SUMMARY

A. Purpose of the Evaluation

The purpose of the evaluation was to assess the implementation of the Rwandese Association of Local Governments' (RALGA) Strategic Plan 2006-2009. The evaluation is intended to be used to provide recommendations for the future and form one of the inputs in the development of the RALGA strategic plan for 2010-2014.

B. RALGA

RALGA was established in 2003 as a non-profit organisation for Local Governments in response to the decentralisation efforts by the Rwandan Government. RALGA was initially financially supported by the Swedish International Development Cooperation Agency (Sida) but later on the Governments of Netherlands and Canada have also contributed to non-ear marked core support together with Sida. Sweden and the Netherlands are working in a delegated cooperation with the Netherlands (NL) as a silent partner. The core support is intended to be used for the implementation of RALGA's Strategic Plan 2006-2009, adopted by RALGA General Assembly in 2005. In addition RALGA receives funds from other donors such as DED, GTZ, USAID (Twubukane), and the World Bank and from 2008 also from the Global Fund. RALGA is heavily dependent on foreign aid and its financial independence was in 2008 2.48%.

All Local Governments (LG) including Kigali City are members of RALGA. The members pay an annual fee. The fee has recently been tripled and is now RWF 2,000,000 (equivalent to US\$ 3.514 as of 18 July 2009) a year. However, the fee only contributes marginally to the running of RALGA. In short it is heavily dependent on foreign aid.

The RALGA mission is: *“to strive for an efficient, effective and transparent and accountable local government of Rwanda”*. In order to fulfil its mission RALGA has identified three main areas of activities: (i) representation, (ii) lobbying and; (iii) capacity building.

RALGA's governance structure is composed by a General Assembly (GA) and Executive Committee and a Control Committee. Each LG is represented by four delegates to the GA. The GA elects an Executive Committee consisting of five members which is to execute decisions made by the GA and one Control Committee consisting of three members. The Control Committee is to monitor RALGA's effectiveness and efficiency. In addition the GA appoints four Commissioners being a President of a Commission: (i) policy development and legal affairs (ii) economic development, (iii) capacity building and; (iv) social affairs.

C. RALGA's Strategic Plan for 2006-2009

RALGA's Strategic Plan for 2006-2009 is based on RALGA's mandates: (i) represent Rwanda's local government authorities outside the country (ii) lobby and advocate for Rwanda's local government authorities and; (iii) build capacity of Local Governments in Rwanda. In order to achieve this RALGA needs to have an efficient organisation (iv). For each of the mandates a strategic objective has been defined as follows: (i) RALGA is a

well established membership organisation and has represented Rwanda's Local Government authorities in relevant forums and is recognised as the mouthpiece of local government, (ii) lobby and advocacy, (iii) capacity of Rwandan LGs and; (iv) manages to be an effective organisation.

D. Methodology

The approach and method used were: (i) assessment of the accomplishments of the strategic plan, (ii) performance perception assessment through interviews with stakeholders: donors, coordinating ministries and training providers, (iii) self-assessment through interviews with RALGA elected officials: Board members and RALGA's chairperson and; (iv) analysis of some results of a client survey undertaken by RALGA 12-14 May 2009. The information compiled from the different sources has been weighed together to an overall assessment.

RALGA and Sida have in accordance with the ToR provided comments on the draft report. The comments have been incorporated as appropriate.

E. Findings

Representation

RALGA is well known among its members, stakeholders, and coordinating ministries. It is recognised as a player on the development arena which is validated by that RALGA has members of Boards and different forums in Rwanda, but is also active in the East African Association of Local Governments. RALGA is appreciated by its members and its main stakeholders, especially the coordinating ministries. All the Local Governments in Rwanda (31 with Kigali City) are members of RALGA.

Lobby and Advocacy

Although RALGA is assessed as good by its members in lobbying for them, there is no physical evidence on the impact of RALGA's lobbying activities on Government decisions, although two such evidences are soon very likely to come. This does not mean that RALGA has not had an impact on decisions made, only that there is no evidence.

RALGA has developed a Lobby and Advocacy Strategy but so far it has not been implemented. Neither is there a system in place to identify issues to lobby for, nor documentation of the lobby activities undertaken.

Capacity Building

RALGA's capacity building efforts are relevant and correspond to the needs of the LGs. RALGA cooperates and coordinates very well with the coordinating ministries, central training institutes and projects on capacity building efforts. Due to the demand and appreciation of the activities undertaken, RALGA tends to overstretch itself and do not give sufficient attention to the need of documentation, monitoring and evaluation of activities and subsequent dissemination of experiences gained.

RALGA's capacity building efforts have, according to the client survey, had an impact on increasing the quality of the Local Government administration, especially good governance.

Although RALGA played its role well as organiser of capacity building, it has put less emphasis on its role as mediator of training providers to local Governments. It has successfully coordinated with HIDA and RIAM on training but is still to establish a data base of training providers to the benefit of the Local Governments. Also, the planned identification of twinning arrangements for Rwandan LGs and LGs outside the country has not materialised.

Effective and Efficient Administration

RALGA has a good oversight mechanism in place through the Control Committee with the support of external auditors.

RALGA has procured goods and recruited staff in accordance to plans. It has not yet achieved to establish a new office and adjacent library in spite of having the funds and made all preparations. The reason is that a new physical plan was developed for Kigali City and the plot allocated to RALGA was to be used for something else.

The monitoring and evaluation of the strategic plan needs to be improved. A system was developed in 2007 but is only partly implemented.

F. Conclusions

RALGA has been successful in achieving its strategic objective 1: Being a Well Established Membership Organisation Representing Rwanda's Government Authorities in Relevant Forums and is Recognised as the Mouthpiece of Local Government. All LGs are members of RALGA. RALGA is known by its members, stakeholders and relevant coordinating ministries and in principle appreciated for the work undertaken. It is recognized as a player at the national arena as evidenced by being a member in a number of national Boards and forums. It is also active in the East African Local Government Authorities (EALGA)

RALGA has been partly successful in achieving its strategic objective 2: Lobbying and Advocacy for Local Governments. RALGA has been partly successful in lobbying and advocacy mainly because there is no systematic approach for identification of issues to lobby for, no plan for lobbying and advocacy and no documentation of lobbying activities and their outcome. The Lobby and Advocacy Strategy has not been implemented. There is as of now no physical evidence that RALGA has had an impact on Government decisions, although this does not mean that no influence has taken place.

RALGA has been partly successful in achieving its strategic objective 3: Capacity Building of Local Governments. It has been partly successful in the implementation of the activities under this objective mainly due to that it has not established planned documentation and implemented an evaluation and a monitoring system of training activities undertaken, especially impact assessment of training. Neither has RALGA established a database of service providers to the benefit of the LGs. The latter may

possibly be established within the time frame of the current plan, but it will not be operational. The work with the planned twinning arrangements with LGs outside the country has not been started. However, taken into consideration (i) the obvious positive *impact* of the capacity building activities undertaken have had on the quality Local Government administration, especially good governance, and the (ii) very good cooperation established with the coordinating ministries: Ministry of Local Government (MINALOC) and Ministry of Economic Planning and Finance (MINECOFIN) and the central institutions: Human Resources Development Agency (HIDA) and Rwanda Institute for Administration and Management (RIAM) and coordination with projects, the *results* achieved are *substantial*.

RALGA has been successful in the implementation of the activities related to the strategic plan objective 4: An Effective and Efficient Organisation. However, it is important to emphasize that some activities related to effective and efficient organisation are under other objectives e.g. capacity building and advocacy in the strategic plan. Generally speaking administration such as documentation of events, monitoring and evaluation, dissemination of information, normally attributed to effective management are areas which need to be improved.

RALGA is heavily dependent on funds from donors and the financial sustainability of RALGA both in the short and the long gives reason to alarm. Drastic measures are required to ascertain RALGA's survival. RALGA is aware of this fact and is actively studying options for financing, e.g. a study was undertaken by RALGA in 2008 with the support of an international consultant on the Financial Sustainability of RALGA. Likewise is RALGA heavily dependent on technical assistance.

Albeit RALGA's high dependence on foreign aid, technical assistance and short-comings related to documentation, monitoring and evaluation, dissemination of information, the achievements of RALGA are impressive. It is not an easy task to establish a new organisation, wherever it may be in the world. RALGA has only been operational since 2003, that is six years by now.

G. Recommendations

Advocacy

- Development of annual advocacy plans based on the priorities in the Lobby and Advocacy Strategy.
- Production of short position papers on issues which are important to stand up for as an Association for Local Governments.
- Improve the research capacity with regard to lobbying and advocacy
- Limit the number of issues to lobby for, make it realistic in relation to available human resources.
- Make an inventory not only of the forums and Boards of relevance to be a member in, but also an assessment of time available for lobbying and advocacy, and based on that make priorities.
- Intensify the involvement of the RALGA's elected officials in lobbying and advocacy especially the Commissions coordinated by the Bureau.

- Use internet for lobbying and advocacy by posting important advocacy issues on the home-page thereby making it clear what RALGA stands for.
- Implement RALGA's proposal to rename the current position as Legal and Policy Officer to Advocacy Expert and transfer the advocacy work currently undertaken by the Communication Officer to this position.

Information Dissemination/Transparency

- Improve the web page and post all relevant documents on that page.
- Look into whether it is possible to outsource the up-dating of the web page.

Organisation/Staffing/Competence Development

- Wait to recruit additional staff until RALGA (i) knows the future contribution from donors, (ii) has developed a business plan and; (iii) can estimate future income of RALGA Consult.
- Review what efficiency gains can be made within the current set up of staff and by the introduction of more efficient monitoring systems.
- Study whether it is possible to combine the coordination of planning, budgeting and monitoring under one staff e.g. the Manager of Finance and Administration.
- Develop staff competencies through on the job training using backstopping services from consultants.

Monitoring and Evaluation

- Implementation of a coherent performance management system of the progress and results of the strategic plan at all levels: organisation level, unit/program and individual level.

Capacity Building

- Keep to the Capacity Building Strategy and focus only on providing activities, which can not be offered anywhere else and which are in line with RALGA's mandate.
- Adjust the capacity building efforts to available staff time.
- Stronger focus on RALGA as intermediary in provision of capacity building for LGs.
- Develop and implement the database of service providers to the benefit of the LGs.

Client Satisfaction Survey

- Undertake a client satisfaction survey on an annual basis.

Financial Sustainability

- Organise a seminar for RALGA's Executive Committee with the participation of RALGA senior management staff to further raise the awareness of the financial situation of RALGA using Salaues' report (Financial Sustainability of RALGA 2008) as a basis for discussion as well as the projections made by the RALGA Finance and Administration Manager. Decide on an emergency plan.

- Use equity in determination of the membership fee, e.g. 1% of the total revenue of the Local Governments, as suggested by Salaues (Financial Sustainability of RALGA 2008).

RALGA Consult

- Make RALGA Consult a separate profit making entity and do not mix with other activities.
- Conduct a market analysis for RALGA Consult covering the next five years. This market analysis should include analysing the competitors on the market.
- Develop a programme for strengthening the competence of the organisation. The first step should be to assess the competencies of RALGA today. The second step would be to analyse the competencies available in view of competence requirements of a business entity within RALGA. RALGA Consult will require competencies which may not be available within the organisation today.

II. INTRODUCTION

A. Purpose of the Evaluation

The evaluation of the Strategic Plan 2006-2009 is undertaken within the context of an agreement between Sida and RALGA, that an external evaluation is to take place during 2008 prior to the finalisation of the new strategic plan.

The main objective with the evaluation was to assess the implementation of RALGA's Strategic Plan 2006-2009. The review is to assess *the achievements, accomplishments and shortcoming of RALGA in relation to what has been spelt out in the plan. More specifically evaluate the effectiveness, efficiency and relevance of RALGA's implementation of the plan and provide recommendations for the future, especially for the input of the new Strategic Plan of RALGA for the period of 2010-2014.*

The evaluation is to assess the implementation and results in relation to the four objectives of the Strategic Plan (i) representation of Rwandese LGs inside and outside the country, (ii) lobby and advocate for LGs (iii) capacity building of LGs and; (iv) effective and efficient RALGA administration. A number of evaluation questions have been provided related to these four objectives. These are included in the terms of reference (Appendix 1).

B. Input

The evaluation was undertaken during end April to end May 2009. The consultant input consisted of three weeks for the team-leader (Ingrid Holfelt), one week for an international consultant (Hans Norgren) and two weeks for a local consultant (Speciose Nyiarenza). Hans Norgren spent one week in Rwanda and Ingrid Holfelt two weeks and three days.

C. Structure of the Report

This report is structured as follows: (i) background information about the intervention studied, (ii) approach and methods used, (iii) findings, (iv) conclusions, (v) recommendations and; (vii) comments on the draft strategic plan for 2010 to 2014.

III. RALGA

A. Establishment of RALGA

RALGA was formally established in 2003 as a member based organisation by a ministerial decree, No 34/11. It emerged as a response to a need which arose, when the Rwandan Government decided on decentralisation of functions performed by the central level to be undertaken by Local Governments. The establishment was supported by Sida financed project called: “Swedish support to Rwanda’s Decentralisation Program”. The project was implemented during 2002-2005 with technical support by SALA International Development Agency (SALA-IDA).

B. RALGA’s Vision and Mission

The RALGA mission is: *“to strive for an efficient, effective and transparent and accountable local government of Rwanda”.*

RALGA’s vision is to: *“realize democratic decentralisation in Rwanda whereby local governments, while becoming increasingly more important respond to the demands of the people, are righteous, democratic and participatory and are citizen, investor and donor friendly.”*

C. RALGA’s Governance Structure

RALGA is a non-profit membership based organisation. The members, the LGs, are represented by four representatives from each of the districts and three from Kigali City. In total, the number of delegates is 123.

The main body of RALGA is the General Assembly (GA) to which each of the 30 District Councils elects four representatives, while Kigali City elects three representatives. The General Assembly appoints one Executive Committee, the Board, for two years. The Board is responsible for the implementation of the decisions made by the General Assembly. It consists of three members of the Bureau (The President, the Vice-President and one Treasurer) and four Commissioners, each of whom is a President of a specific Commission: (i) policy development and legal affairs, (ii) capacity building, (iii) economic development and; (iv) social affairs. In addition, the GA elects a Control Committee with three members.

The General Assembly convenes twice a year. The Board meets at least four times annually and the Commissions 2-4 times depending on the need.

The General Assembly has according to the Statute of RALGA (revision of 2006) the following functions:

- elect and dismiss the Executive Committee members and the Control Committee,
- analyse, revise and adopt modifications brought to the statute of the association,
- accept, suspend and dismiss a member of the association,
- approve the internal regulations on proposal of the Executive Committee,

- determine the plan of action and programs of the association,
- analyse and approve the budget of the association,
- provide advice to the Central Government on decentralisation related issues,
- propose measures aimed at improving local government finances,
- accept donations and legacies and;
- decide on the dissolution of the association

Management of RALGA is undertaken by an Executive Committee responsible for the implementation of decisions made by the General Assembly. The composition of the Executive Committee is as follows: (i) President, (ii) Vice-President, (iii) Commissioner in charge of Legal and Policy Issues, (iv) Commissioner in charge of Capacity Building, (v) Commissioner in charge of Member's Social Affairs, (vi) Commissioner in charge of local economic development and; (vii) Secretary/Treasurer.

The control is executed by a Control Committee composed by three members elected by the General Assembly. This Committee monitors RALGA's resources as well as its performance.

The administration of RALGA is undertaken by a Secretariat headed by a Secretary General. The Secretariat has in total 19 staff out of which 14 are professional staff. An organisation chart is in Appendix 2.

D. Financing Mechanisms of RALGA

RALGA is financed through membership fees, donor support and income from consultant work. The membership fee has this year been increased from RFW 600,000 (equivalent to US\$1,054 (as of July 18, 2009) to RWF 2,000,000 (equivalent of US\$ 3,514 (as of July 18, 2009).

The main donors involved in providing support to RALGA are the development cooperation agencies of Sweden, Canada and the Netherlands. Their support is channelled as core funding, which allows RALGA to implement the Strategic Plan. The core funding has constituted 89% of the total income in 2006, 60% in 2007 and 54% in 2008 (source A. Salaues: Financial Sustainability of RALGA, Nov. 2008). Other donors cooperating with RALGA are: Deutsche Entwicklungsdienst (DED), German Agency for Technical Corporation (GTZ), the World Bank (WB), Swiss Development Cooperation (SDC) and the United States Agency for International Development (USAID) through the Intrahealth (Twubakane) program. Technical support is provided through Vereniging van Nederlandse Gemeeten (VNG), the consultant arm of the Dutch equivalent to RALGA.

The table below shows the income of RALGA during 2006-2008

Table 1. RALGA Income in RWF

Source	2006 AMOUNT IN RWF	2007 AMOUNT IN RWF	2008 AMOUNT IN RWF
Sida	215,548,985	397,175,761	375,341,116
Membership fees	21,295,324	17,800,000	14,100,000
Service fees	1,926,050	8,100,000	10,350,000
CIDA	109,655,010		66,830,061
Dutch Government	18,201,056		
VNG International / TWUBAKANE Program		25,235,256	79,283,198
Intrahealth / TWUBAKANE Program	22,484,297	55,985,554	22,060,753
GTZ (LED)		26,775,020	24,988,700
WBI, MDP ESA, VNG	20,445,383	134,776,453	23,880,883
Global Fund	-	-	25,390,778
ROLLOVER 2007 TO 2008			181,111,962
Total	409,556,105	665,848,044	823,337,401

Source: RALGA Finance and Admin 2009

E. The RALGA Strategic Plan 2006-2009

The RALGA strategic plan is based on the three mandates of RALGA as defined in the RALGA Statute of 2006: (i) representation of Local Government, (ii) lobbying and advocacy and; (iii) capacity building. For these mandates RALGA has established the following four objectives:

- Represent Rwanda's Local Government Authorities in and outside the country
- Lobby and advocate for Rwanda's local government authorities
- Build capacity of local government in Rwanda
- Be an effective and efficient organisation

Each of the objectives has specified outputs and three includes critical assumptions. Success indicators have been elaborated for each of the objectives.

F. Previous Evaluations of the Strategic Plan 2006-2009

A mid-term evaluation of the Strategic Plan was undertaken by RALGA with the support of an external international consultant in March 2008. The main conclusions related to the implementation of the plan were:

- the implementation of the plan with regard to the years 2006 and 2007 was very satisfactory. Most of the planned activities had been undertaken for which funds were available,
- the perception of RALGA was positive especially with regard to capacity building and;
- advocacy may be enhanced, although results are difficult to measure.

Although the evaluation of the overall implementation of the plan was considered satisfactory, the report highlighted that some of the activities were delayed or needed attention e.g. (i) identification of training needs of RALGA members, (ii) training needs assessment of RALGA staff, (iii) update the website, (iv) elaboration of a plan for dissemination of best practice to the districts and sectors, (v) documentation of best practice examples for publishing in the radio and on television, (vi) a roadmap for the establishment of RALGA Consult, and; (vii) identification of twinning arrangements between LGs and districts in other countries.

The following issues were considered to require special attention: (i) an appropriate organisation structure and salary scale, (ii) time-sheets for staff which permits evaluation of time spent in each activity and; (iii) a study on the impact of RALGA activities on its members.

The report also brought up the issue of the involvement of the sectors and cells in RALGA work and activities.

IV. APPROACH AND METHODOLOGY

The approach used for this evaluation was participatory in the sense that the consultants worked together with RALGA's administrative staff and met with RALGA Board members. In order to measure effectiveness of the implementation of the strategic plan, staffs were requested to make a self-assessment of the accomplishments and thereafter the consultants reviewed and compiled the responses. To get the perceptions of stakeholders regarding RALGA's performance, a questionnaire was developed and used for interviews with donor representatives, project managers, coordinating ministries as well as training providers. Substantial documentation had been provided by Sida, which was studied (list of documents is in Appendix 3). To get information about the members' appreciation of RALGA, the results of a survey undertaken by RALGA 12-14 May 2009 was compiled.

In addition, interviews were undertaken with RALGA staff and elected representatives of RALGA including the chairperson (list of people met are in Appendix 4). All information gathered formed the basis for the final analysis. In the final analysis consideration is given to the perception of RALGA performance and the perceived impact the activities had on local government administration.

A description of the methodologies used and the rating scales applied are in Appendix 5.

The draft report was in accordance with the ToR sent to Sida and RALGA for comments. The comments have been incorporated as appropriate.

V. FINDINGS

A. Effectiveness of the Implementation of the Strategic Plan

Effectiveness is in this context defined as having successfully completed the plan in relation to the success indicators listed under each of the strategic objectives of the plan. The details are in Appendix 4. Please note that the evaluation does not take into consideration whether an activity has been postponed. Instead the criteria used are whether the activity has been implemented or there is sufficient evidence that it will be implemented during the time frame of the plan. The scale applied is as follows:

- 3-Accomplishment of the success indicator by 80-100%=successful
- 2-Accomplishment of the success indicator by 55-80%=partly successful
- 1-Accomplishment of the success indicator by less than 55%=limited success

Table 2. Effectiveness of the Implementation of RALGA Strategic Plan 2006-2009

Objective	Successful (80-100%).	Partly Successful (55-79%)	Less Successful (less than 55%)
Representation	75%	19%	6%
Advocacy	43%	35%	22%
Capacity building	70%	19%	11%
Effective Organisation	85%	0%	15%
Total	67%	13%	18%

B. Achievements in Fulfilling the Core Mandates

Representation

RALGA's mandate is to be a watchdog and intermediary between Central Government and Local Governments. RALGA is to play the role of representing the LGs and express its member's interests which the members could not do on their own with the same effect.

a. Membership

All the LGs are members in RALGA and pay the membership fee. The fee is recently more than tripled and is now set to RWF 2,000,000 (US\$ 3,514 as of 18 July 2009) annually. The fee is the same for all LGs independent of its size and income. Sometimes there are delays in payments of the fee but a penalty system is in place with a charge of 10% interest for late payments. If there is no payment for two consecutive years, the LG may be expelled as a member.

b. Knowledge about RALGA

RALGA is well known among its members, stakeholders, and coordinating ministries. It is recognised as a player on the development arena which is validated by that RALGA has members of Boards and different forums (see below).

c. The Design of the Planning Process and Strategic Work of RALGA

The design of the annual planning process including the system for reporting and progress reporting is in line with international practice (please note this refers to the process and not to the quality of the reporting). The development of the strategic plan is participatory and includes consultations with the members. Strategies related to subject areas are approved by the Executive Committee (for details of the planning process and strategy work see Appendix 6).

d. The Quality and the Division of Labour between Politicians and Technicians.

The division of labour between politicians and technicians is regulated in the Statute of RALGA. The implementation of the division of labour is clear as assessed by the interviewees of the Board and the technicians. The organisational set up of governance of RALGA is in accordance with international practice, although the number of General Assembly meetings in most similar organisations is once a year as compared with RALGA's two annual meetings.

All the politicians interviewed expressed that: (i) the cooperation between the politicians and the technicians was excellent and; (ii) the division of labour between the two categories was clear (see Appendix 4).

The technicians also found the division of labour clear and the cooperation was good. Sometimes it happens that a politician wanted to pursue an issue, although relevant, which was not in RALGA's mandate. However, such issues were cleared and agreed upon smoothly.

e. The Efficiency, Participation and Transparency of Internal Steering Mechanisms in Relation to Needs of the Members

The organisation of the internal steering mechanisms and decision making authorities of the Board corresponds to international practice. The number of meetings is relatively high and can be reduced. E.g. the General Assembly meets twice a year and the Commissions and the Executive Committee on a quarterly basis.

The Commissions established corresponds to the needs of the members as promotion of economic and social development is the mission for districts. A Commission on capacity building is relevant as this is one of the main activities of RALGA. A commission on policy and legal affairs is also deemed required.

The roles and authority of the General Assembly and the Executive Committee as well as the Secretariat is clearly spelt out in the Statute.

The steering mechanism is assessed participatory in the sense that there is fixed requirements on the number of participants (2/3) for a meeting to be convened. For all the statutory meetings and decisions, 2/3 of the members will have to be present. The GA has decided to look into to include also Sector Executive Secretaries of Sectors among the delegates to the GA thereby facilitating the ownership of RALGA activities by all LG key actors. However, the lowest government entities such as cells and villages are not represented in RALGA and there is no mechanism in place to stimulate their participation in the association activities, although they play an important role in data collection and

mobilisation at the grass root level. However, in the end there must be a certain limit of the delegates because otherwise the meetings will not be workable.

The transparency of internal decisions is in need of improvements. The minutes of the General Assembly Meetings are signed by the Chairperson of RALGA and counter signed by the Treasurer of the Association. The minutes are not sent out to the participants in the actual meeting. Instead the participants in the next meeting receive the minutes. This method has been established because of the inefficiency of the Rwandan postal system. As RALGA has access to an internet network the minutes could be sent through that to all the members of the meeting.

The website of RALGA is under reconstruction. And even before only a few documents were listed and some documents were not possible to open and read.

2. Lobbying and Advocacy

a. Knowledge about the Role of RALGA

The role and function of RALGA is known by its members and stakeholders (donors, coordinating ministries and service providers). RALGA is most likely more known to the general public than most of its sister organisations at least in Europe and northern America, as RALGA has weekly broadcasts in the radio. RALGA also organises press conferences which occasionally are broadcasted on television.

b. Coordinating Ministries Perception of the Effectiveness and Lobbying and Advocacy Skills of RALGA

The Coordinating Ministries' perception of RALGA effectiveness and contribution is appreciative. Its lobbying and advocacy skills are on the average assessed as good but there is still room for improvements. One example of improvements mentioned during the interviews was, that in order to act upon a suggestion from RALGA, there may sometimes be a need to get a formal position paper from RALGA, not only verbally expressed opinions.

c. RALGA's Impact on Government Decision Making

No written evidence has been found that RALGA has been instrumental in changing policy or laws. However, evidence may soon exist, as RALGA has developed an amendment to a legal framework for privatisation of fee collection in local markets. The amendment is awaiting Cabinet approval.

The MINALOC official interviewed said that RALGA had influenced the decision by MINALOC to propose to the Cabinet that the number of staff at the cell level shall be increased by two instead of as initially intended by MINALOC by one. The proposal is still pending Government approval.

During interviews and studying of documentation other examples of RALGA's impact on Government decisions were brought up such as: (i) the increase of transfer of block grants from 3,5% to 5% and; (ii) the right for the LGS to keep the income of certain taxes. The above has not been possible to validate. However, the lack of evidence does not mean that RALGA has not contributed to the materialisation of these decisions.

d. RALGA's Participation in Different Forums

RALGA is well represented in different Boards and Forums.

RALGA is represented in a number of Boards: Project d'Infrastructure est de Gestion Urbaine (PIGU), Association pour l'Execution de Travaux d'Intérêt Public (ASSETIP), Centrale d'Achetat Medicaments Essentiels du Rwanda (CAMERWA), Fonds Forrestier, Rwanda Water Partnership, and Fonds pour la Mutuelle de Santé. One staff is a member of the Community Development Fund. However, she is a member in the capacity of her working experiences. RALGA has no legal allocated representation as the Government regulation establishing the CDF did not include a RALGA representative. In fact the RALGA officer is holding a seat in the CDF intended to be allocated a mayor. RALGA may, when developing the intended list of organisations and Boards of relevance for RALGA to be a member in, consider whether to lobby for a formal representation in the CDF.

RALGA is a member of the following forums: (i) The National Decentralisation Stakeholder Forum, (ii) the Program Steering Committee, (iii) and; the Decentralisation Cluster. In addition, it is called to meetings to the following ad hoc committees; (i) Fiscal Decentralisation Committee, (ii) Decentralisation and Citizen Empowerment Committee and (iii) the National Committee in Charge of Administrative Reforms.

RALGA is a member of the East African Association for Local Governments Authorities, where it plays an active role. It has also built partnerships with United Cities and Local Governments (UCLG), United Cities and Local Governments of Africa (UCLGA), Uganda Local Government Association (ULGA), Association of Local Authorities in Tanzania (ALAT), South African Association of Local Government Authorities (ALGA), Association of Local Governments in Kenya (ALAK), East Africa Local Government Action Forum (ALGAF), Association Burundaise des Elus Loceaux (ABELO) and the Vereniging van Nederlanse Gemeenten (VNG).

e. Documentation and Dissemination of Participation in Different Boards and Forums

The documentation is rudimentary and subsequently the same goes for dissemination.

f. RALGA's Influence on Decision Making at the Central and Local Level

The issue of influence at central decision making has previously been addressed. There is no evidence that RALGA has had any influence on local government decision making.

g. Evaluation of RALGA's Effectiveness and Oversight Mechanisms

The evaluation and oversight mechanisms put in place are assessed as effective. The evaluation of RALGA's effectiveness is undertaken by a Control Committee consisting of three members appointed by the General Assembly. The Control Committee receives on a quarterly basis reports from the Secretary General of RALGA. The Committee undertakes also its own assessment. The Commission reports to the Executive Committee on a quarterly basis and to the General Assembly on a biannual basis. The Control Committee is using an external auditor, Ernst and Young, for the bi-annual audits. Yearly audited financial statements are produced.

h. RALGA's Independence

RALGA perceives itself as being an independent organisation as decisions are made by the General Assembly. The Executive Committee provides political guidance and the Executive Secretary implement decisions without interference from other actors.

RALGA is independent in relation to the central ministries as perceived by these ministries. However, consultations with the central government could theoretically lead to informal influence on priorities in the implementation, although there is no evidence that this happens.

RALGA is highly dependent on donors for financial support. Withdrawal of funds would have an impact on operations. Internal working procedures are influenced by donors' different reporting formats. Although there is one reporting system for the funds channelled through the core fund, donor funded projects within RALGA require separate format for reporting in accordance with the requirements by respective financing government.

One evidence that RALGA acts independently of its main donors is the decision to implement an HIV/AIDS program with the financial support of the Global Fund. This decision was taken solely by RALGA without consultation with donors. Such consultation was obviously expected by some of the donors as expressed in the interviews with their representatives.

RALGA's main shortcomings related to Lobby and Advocacy are:

- Although having adopted a Lobby and Advocacy Strategy, it is still to be implemented.
- The lobby which has been carried out has not been research based.
- The reconstruction of the RALGA home web page has been delayed.
- The number of hits on RALGA website has not been monitored.
- The website has not been regularly updated.
- No mechanism is in place to gather information to identify which Boards may be of relevance to be a member in.
- No system is in place to track political statements made by RALGA or its Commissions. Only four cases have been documented.

3. Capacity Building

a. Relevance of the Capacity Building Approach and Efforts

RALGA's approach and capacity building efforts respond well to the capacity building needs of its members but perhaps less to its own capacity in terms of number of staff.

RALGA has participated in the capacity needs assessment undertaken by MINALOC in 2007. The outcome of that assessment was considered to be too related to infrastructure issues, which led to a new mapping exercise of the capacity needs. According to MINALOC, RALGA played a vital role in changing the infrastructure oriented proposal in the first report in a constructive way. RALGA has decided to establish an updated database of district training needs with the support of an international consultant financed by the Swiss Government during the latter half of 2009. MINALOC as well as other stakeholders will be involved in the validation process and be kept informed about the progress.

RALGA's capacity building activities are much appreciated by the members as evidenced from the client satisfaction survey. It is also clear from the client satisfaction survey that RALGA is perceived having had an impact on increasing the quality of the Local Government administration, especially appreciated is the contribution made to good governance. Also, the donors are appreciative of RALGA's capacity building efforts and even more so the coordinating ministries MINECOFIN and MINALOC. RALGA has successfully established a mutually rewarding working relationship with MINALOC and MINECOFIN on capacity building issues for LGs.

In summary the RALGA capacity building efforts have been relevant in relation to the needs of the LGs.

b. RALGA as Service Providers of Capacity Building

RALGA has initiated a number of much appreciated activities such as specialised forums to facilitate inter-district learning. Specialised forums have been conducted for 12 different categories of officials: (i) Presidents of Commissions (ii) Mayors, (iii) Vice Mayors, Economic Affairs, (iv) Vice Mayors of Social Affairs, (v) Executive Secretaries, (vi) Director of Good Governance, (vii) Directors of Finance, (viii) Directors of Planning, (ix) Directors of Infrastructure, (x) Directors of Health, (xi) Directors of Education and; (xii) Directors of Human Resources. The forums for the Directors of Health are undertaken in cooperation with the Twubakane project and the one for Directors for Human Resources together with the SDC financed project. The Heads of Finance have established their own network. The purpose with these Forums is to facilitate inter-district learning

As the forums have been very successful, the demand is increasing on organising even more forums. However, by doing so, there is a risk that the quality of the forums may be eroded as RALGA has capacity limits, and therefore it should be considered to put a ceiling on the number of specialised forums.

Successful capacity building has taken place of elected officials and district staff on issues pertaining to good governance, gender equity, transparency and accountability, awareness rising on HIV/Aids and local economic development.

Another example of a much appreciated initiative from RALGA is the identification of best practice and the subsequent annually organised Innovation Day.

c. RALGA's Role as Intermediary in Capacity Building

The intention is that RALGA shall have an intermediary role in relation to the coordinating ministries and training service providers.

The intermediary role executed by RALGA in relation to the coordinating ministries, MINALOC and MINECOFIN, is by these ministries assessed as very good. One example is the forum of financial managers organised by RALGA with MINECOFIN and MINALOC to establish a local finance managers' network. Also HIDA and RIAM expressed their appreciation of RALGA's intermediary role in capacity building. RIAM referred to the corporation on training of trainers (financed by the Dutch Government) and the development of a model for revenue collection (financed by GTZ).

However, the success indicated above does not mean there is no room for improvement. According to the strategic plan RALGA is supposed to play a major role as an intermediary of training providers for the LGs. In order to do that RALGA needs to live up to its commitment in the strategic plan to establish a data base with service providers. This has not yet materialised, but is planned to be done during the latter half of 2009. However, it will not be operational until 2010.

d. RALGA's Contribution to its Members in the Process of Transfer of New Attributions, Roles and Responsibilities from Central Government

RALGA's support to its members is well aligned with the new attributions, roles and responsibilities transferred from central government to local government. One example is the vital role RALGA played in the administrative reform 2006 and its capacity building activities.

e. Monitoring and Evaluation of the Capacity Building Efforts

RALGA is still to establish a coherent monitoring and evaluation system for its capacity building efforts. Although RALGA has a database of participation in activities organised by RALGA, it has no system in place for evaluation of the impact of the activities as outlined in the strategic plan.

f. Coordination of RALGA's Capacity Building Efforts with other Decentralisation Capacity Building Efforts of Projects and Coordinating Ministries.

The coordination of capacity efforts with the coordinating ministries (MINECOFIN and MINALOC) and projects is very good as certified by these ministries. RALGA is invited by MINALOC when there are discussions on capacity building for Local Governments and vice versa.

The cooperation and coordination with the DED and GTZ projects are likewise good as assessed by the representatives for these projects. It was not possible to arrange meetings with the advisors for all the decentralisation projects indicated in the ToR as some were located in the countryside and there was not sufficient time for the team to go there. Attempts were made to communicate with them through internet, but as the internet did not work where they were located, no information was received.

g. RALGA's Main Shortcomings with regard to the Implementation of the Capacity Building Activities Included in the Strategic Plan.

The following activities have not been implemented and are not expected to be within the timeframe of the strategic plan 2006-2009:

- Evaluation on whether Councillors are better performing after the training as certified by District Authorities.
- RALGA has made an inventory of existing District partnerships relations.
- RALGA has a functional database where it keeps track of training and capacity building suppliers and will document the satisfaction of members on training provided.
- Annual feedback from districts on an annual basis through independent evaluator.

4. Effective Organisation

a. Capacity of RALGA to Correspond to the Needs of the Members. Organisation and Human Resources Management Taken into Consideration

It seems that RALGA has the capacity to respond to the needs of the members as the association has got favourable ratings with regard to its contribution to Local Governments. However, it is clear that the operational work is prioritised and that administrative work such as recording of best practices, establishment of databases, monitoring are suffering which implies either that there is not sufficient capacity to do this work alternatively not sufficient training or accurate mechanisms have been put in place to fulfil this part of the work. However, there is still room for improvements of the efficiency of the organisation. With the implementation of the planned new financial information system the work will be facilitated. If a software is procured and implemented for performance management of the strategic plan including the annual plans, there are gains to be made with regard to staff time used for this purpose.

An organisation review has recently been undertaken. It includes a position for advocacy work. Currently this task rests with the Communication Officer. The intention expressed by RALGA is to merge the Legal and Policy Officer's work with the advocacy work currently undertaken by RALGA's Communication Officer into one position titled Advocacy Expert. This is a good development. Given the insecure financial future of RALGA we believe that it is not a proper time to add new personnel but rather to look into how to use the ones available more efficiently (and even combine as will be done in the case referred to above or reduce, if required, due to potential less income) and as mentioned above ensure good quality monitoring systems. The Commissions are responsible for advocacy and lobbying within their respective area of responsibility. Their work could be further intensified.

Staffs are employed on contracts, which have led to a relatively high turnover. There is only one staff still working at RALGA, who was at the Association from the very beginning. This has an impact on the historical memory of the organisation and on the efficiency, as it takes time for a newcomer to learn the work. On the other hand it is not advisable to implement a system with regular staff given the insecurity of the financial sustainability of RALGA.

RALGA is dependent on technical assistance, which has been provided through VNG. Although RALGA staffs have provided ideas and comments, the draft strategies and also the actual strategic plan have been developed by consultants. Although these documents have been modified by staff and RALGA members, the fact remains that RALGA does obviously not possess the skills to develop such documents on its own as of yet.

b. Communication within RALGA and with its Stakeholders

The internal communication within the Secretariat is very good as certified by the staff. There are weekly management meetings in which all professional staff participate. The agenda is decided on by the Secretary General upon proposals from the Programs Manager and the Finance and Administration Manager. All staff can get access to documents produced by colleagues through the intranet system. However, there is a need to improve the internal information system to get more easy access to information about

the status of the implementation of the strategic plan as well as financial information. To facilitate the latter a new system is to be introduced towards the end of the year.

The communication between RALGA's elected representatives, that is within and between the Executive Committee and the Commissions, is good as expressed by the interviewees.

The client satisfaction survey shows that the members get most of their information about RALGA through radio and media. There was no question in the survey related to if the clients are satisfied with the communication so it has not been possible to assess.

Communication with coordinating ministries and central institutions like HIDA and RIAM is assessed as very good. There is a broad spectrum in the responses from the donors from the communication being very good to not very good, which give an overall assessment of satisfactory communication.

c. How does RALGA capture and document key issues from members?

There is no systematic system to document issues from members in place as of now. RALGA does use the minutes from the statutory meetings and forums as a mean to capture key issues from members. However, the system is so weak that it does not lead to an effective follow-up and subsequent action.

d. How does RALGA generate income?

RALGA is generating income through:

- membership fees (RWF 2,000, 000 equivalent to US\$ 3,514 per annum)
- core funding from the Governments of Sweden, Canada and Netherlands for financing the implementation of the strategic plan.
- projects financed by donors
- "RALGA Consult"
- Global Fund

For further details on the RALGA income see table under chapter "Introduction".

e. RALGA Revenue Efforts and Financial Sustainability of RALGA in the short and long-term

RALGA is financially unsustainable in the short term because its payroll and operational costs are higher than their own source of revenue. The membership fees are not sufficient to cover operational costs. The financial independence has declined since 2005 and is in 2008 2.48%. One reason for this decline is that number of projects have increased, which leads to a lower financial independency ratio.(RALGA Financial Sustainability Presentation 2009) Although the income of RALGA has increased substantially and the increased fees will provide additional income during 2009, the financial future of RALGA looks bleak, if no immediate measures are taken.

Staff costs have been growing by 35% since 2005 to 2008 while own revenue remained constant, office costs have increased 17% annually (representing 1.7 times the membership fees in 2008), the costs for the governing structure have increased by 32% (source A Salaues, Financial Sustainability Assessment of RALGA, November 2008).

About 97, 5% of RALGA's income comes from donors. Although the membership fees have been tripled, it still will not be able to finance the current RALGA organisation.

The income from donors will gradually be diminished and this process will start in the short term. Sweden is likely to gradually withdraw in the coming few years. CIDA and USAID have not made up their minds yet. Netherlands may continue for a few years to come but at one point in time they will also withdraw. The projects financed by GTZ and DED are time bound.

It is as of now unclear what income RALGA Consult may give. In order to make such an assessment a market analysis has to be done and development of a business plan.

In summary the financial sustainability raises deep concerns and is the most important issue for RALGA to address. It is not possible to maintain the current set up of staff if no drastic measures are taken alternatively RALGA Consult starts generating a lot of surplus (first it has to cover its own costs) to be used for the administration. Creativity has to be used to look for cuts in the budget.

f. RALGA's Focus on its Core Mandates

RALGA's core mandates are: (i) representation, (ii) capacity building and; (iii) lobbying and advocacy. Overall RALGA has had a focus on its core mandates, although it should be said that the core mandates especially capacity building is very wide, so many activities could be covered under this mandate.

The coordinating ministries believe that RALGA is very good at keeping at its core mandates and so do RALGA Board members. The members share in principle the same view. However among the donors the perception is more varied. The donors interviewed expressed some concerns mainly related to the addition of the HIV/AIDS project which was perceived being outside the core mandate. HIV/AIDS was not included in the strategic plan. However, combating HIV/AIDS is a national cross cutting priority just like gender, so from a logical point of view it can be incorporated under capacity building as it is now. But the main concern is the limitation of human resources available.

g. Is RALGA's Planning, Monitoring and Evaluation of the Strategic Plan Efficient?

The current system is not sufficiently efficient. A monitoring system of the strategic plan was developed in 2007 by a VNG consultant but was only partly implemented. It is unclear whether the staff at the time received appropriate training to use the system.

VI. CONCLUSIONS

A. Representation

RALGA has been successful in achieving its strategic objective 1: RALGA is a well Established Membership Organisation Representing Rwanda's Government Authorities in Relevant Forums and is Recognised as the Mouthpiece of Local Government.

The only activity indicated in the strategic plan which may not be implemented during the remaining time of the strategic plan is the establishment of a service to coordinate procurement for the LGs. This idea is pending the approval of the National Procurement Committee. There are indications that this may not be approved due to central government regulations.

B. Lobby and Advocacy

RALGA has been partly successful in achieving its objective number 2: Lobby and Advocacy for Rwanda's Local Authorities

Although the client satisfactory survey indicated that RALGA did a good job in this regard, the views of other stakeholders are more spread from being good to needs of improvements. Also, RALGA itself indicates that this is an area in need of improvement.

The Lobby and Advocacy Strategy, although approved, is not implemented.

The main weakness of RALGA with regard to its lobbying activities is that it is not research based. Neither is there any system in place to catch the issues brought up by the members or track political statements to be used for lobbying. There is no mechanism in place to gather information with regard to which Boards and forums it would be strategic to be a member in. As a result it is difficult to prioritise what issues to lobby for.

RALGA has a web page but it has not been regularly updated and there is no mechanism in place to measure the number of hits with the aim to determine its usefulness. The web page is currently reviewed by RALGA.

One comment related to the success indicators under this objective is that the functioning of RALGA's evaluation and oversight mechanisms is included. This success indicator is ill fitted here but should instead be under the objective effective organisation.

C. Capacity Building

RALGA has been partly successful in reaching its strategic objective number 3: Capacity Building for Local Governments in Rwanda.

RALGA has been partly successful in the implementation of the activities under this objective. The main weaknesses are that: (i) the comprehensive monitoring and evaluation system not yet in place for capacity building activities and; (ii) the database with training service providers is not yet established.

It is clear that the capacity building activities undertaken by RALGA are relevant and correspond to the LGs' needs. RALGA's capacity building efforts are highly appreciated and they have had an impact on the quality of Local Government administration especially on good governance as shown by the results of the client satisfaction survey. But also the gender training has provided results. So in summary the capacity building activities have had an *impact* and given *substantial results*.

However, the success and the demand have led to that RALGA focus more on actual implementation and less on reflection and learning from these activities. It is important that the number of activities is in relation to the human resources available at RALGA for this purpose.

The concerns are that due to the popularity RALGA may overstretch itself and focus more on implementation and forget or not give sufficient attention to the need of documentation as well as monitoring and evaluation of the activities undertaken.

RALGA has paid more attention to its role as service provider of capacity building as compared to its role as intermediary. Although having fulfilled its role successfully in relation to HIDA and RIAM, RALGA is still to establish a database of service providers. It is not likely this database will be operational within the time frame of the completion of the current strategic plan.

A coherent system for monitoring and evaluation of the impact of capacity building efforts is not yet in place And no inventory has taken place of existing partnership relations between the Rwandan LGs and LGs in other countries.

D. An Effective and Efficient Organisation

RALGA has been successful in implementing Objective 4: RALGA Manages to be an Effective and Efficient Member Organisation as per the Implementation of the Plan.

Although not included under this objective, although it should have been done, are the mechanisms put in place for evaluation of RALGA effectiveness and efficiency. Our assessment is that the evaluation and oversight mechanisms exercised by the Control Committee with the support of external auditors is satisfactory

RALGA has been efficient with regard to procurement and recruitment of staff. Annually audited reports have been produced.

RALGA has not yet managed to establish a multi-purpose office with adjacent library. The reason is that a revised physical plan for Kigali City made it impossible to use the land allocated for this purpose. So far there is no progress in getting another plot and it is not likely that a building will be in place before the end of the current strategic plan, although some preparatory work has been undertaken such as the design of the building.

E. Monitoring and Evaluation

The monitoring of the progress of the strategic plan is in need of improvements. A system was developed by consultants from VNG but only partially implemented. Although the strategic plan was reviewed in connection with the development of the strategic plan it is

difficult to assess the progress of the implementation of the plan. Please note this activity falls under capacity building in the strategic plan but is in the evaluation questions placed under effective organisation.

F. Financial Sustainability

RALGA's revenue has increased more than expected but there is very heavy donor dependency with regard to the financing of RALGA. There are signs that the donor contribution will diminish both in the medium term and in the long-term, which eventually may leave RALGA to depend on the income of the membership fees for running the administration. The current fee level (although currently tripled) will not be sufficient to bear the costs of the current administration. This means a hard prioritisation of activities is required and a reduction of staff unless the planned RALGA Consult is not generating sufficient income to finance the costs. The financial future of RALGA is the most important issue to address by the Executive Committee.

The membership fee lacks equity in the sense that the same amount is charged from all members independent of their ability to pay.

RALGA is delayed in the establishment of RALGA Consult. Although the plans are now revised from the establishment in 2008 to autumn 2009, it is not likely it will be fully operational until next year. It should though be said that RALGA has started to generate income from consultant services through the German funded LED program. RALGA support to the LGs to recruit staff has been successful. But as RALGA is non-profit organisation it can not yet take consultant fees but instead only cover actual costs.

RALGA is highly dependent on technical assistance which implies that RALGA staff skills in developing strategies need to be enhanced.

G. Relevance of the Implementation of the Plan

The activities implemented under the plan are relevant. The grey zone is the HIV/AIDS project because it was not included in the plan. It seems to be more fitted at the National HIV/AIDS Commission. But as previously mentioned, raising the awareness of HIV/AIDS is a national priority and one of the crosscutting issues in the Government Strategic Plan just like gender so it may be difficult to argue that HIV/AIDS is not relevant. The concern is more the capacity of RALGA. Although the project is financing two officers (one Coordinator and one Monitoring and Evaluation Officer) the implementation takes time from the Finance and Administration Unit, especially the accounting staff, but also from the Programs Manager and the Secretary General.

H. Concluding Remarks

Albeit high donor dependency, strong dependency on technical assistance and its shortcomings when it comes to administrative efficiency, RALGA's achievements are impressive. It is a challenge to start up a totally new organisation with a new concept in any part of the world. RALGA started from scratch in 2003 and now six years after it is a recognised representative for Local Governments in Rwanda.

VII. RECOMMENDATIONS

A. Lobby and Advocacy

Recommendations:

- Development of annual advocacy plans based on the priorities in the Lobby and Advocacy Strategy.
- Production of short position papers on issues which are important to stand up for as an association for Local Governments.
- Improve the research capacity with regard to lobbying and advocacy
- Limit the number of issues to lobby for make it realistic in relation to available human resources.
- Make an inventory not only of the forums and Boards of relevance to be a member in but also an assessment of time available for lobbying and advocacy and based on that make priorities.
- Involve the elected officials more in lobbying and advocacy. Intensify the advocacy efforts of the Commission under the leadership of the Bureau.
- Go ahead with the planned creation of an Advocacy Expert through a merge of the responsibilities of the Legal and Policy Officer and the advocacy work currently undertaken by the Communication Officer.
- Use internet for lobbying and advocacy by posting important advocacy issues on the home-page thereby making it clear what RALGA stands for.

B. Dissemination of Information/Transparency

Although RALGA has weekly broadcasts in the radio (an effective mean of communication in Rwanda) it is not sufficient. It would therefore be of high priority to improve the web page and it is recommended that the following documents are listed on the home page: (i) RALGA's Strategic plan 2010-2014, (ii) annual reports, (iii), annual plans, (iv) organisation structure, (v) the Statute of RALGA, (vi) programs, projects, development partners, (vii) evaluations, (viii) research, (ix) strategies, (x) minutes from GA meetings and (xi) who to contact, (xii) planned events and; (xiii) regional news from sister organisations to RALGA. Please note the list here is not exclusive. It is important to bear in mind who may be reading the web page. In addition to members, ministries as well as sister organisations and development partners to RALGA will make use of it. The actual updating of the web page could be outsourced in order to save staff time. When RALGA Consult is established there should be a link to RALGA Consult, which contains information on what kind of consultant services RALGA provides.

Recommendations:

- Improve the RALGA home page and post all relevant documents on that page.
- Look into whether it is possible to outsource the up-dating of the home page.

C. RALGA Organisation Structure/Internal Division of Labour

The consultants are of the view that before looking into the structure and potential recruitments a market survey of the business opportunities will have to be made. First then the organisation and number of staff can be determined based on the projected income and the expected continued donor support before making a decision.

Also, we do believe there may be efficiency gains to make through: (i) review the internal division of work and; (ii) implementation of a performance management system at organisational level down to the individual level. This should be a system combining financial and personnel resources and will enable RALGA management at any given point in time get access to information where RALGA stands.

The Programs Manager is responsible for planning, evaluation and monitoring and the Head of Finance and Administration for financial monitoring. But planning, budgeting, monitoring and evaluation are linked. RALGA may therefore wish to look into if these activities could be combined under one umbrella. This will be the case if a performance management system is introduced covering all levels.

Recommendations:

- Wait to recruit additional staff until RALGA knows the future contribution from donors and has done a business plan and can estimate future income of RALGA Consult.
- Review what efficiency gains can be made within the current set up of staff and by introduction of more efficient monitoring systems.
- Study whether it is possible to combine the planning, budgeting and monitoring and evaluation under one position.

D. Capacity Building

The most urgent issue to address is to restrict the activities to fit into the human resources capacity of the organisation. The Capacity Building Strategy attempts to do so. RALGA should engage only in capacity building services that cannot be provided anywhere else, but are essential for the well functioning of the districts.

RALGA is to concentrate on induction training of elected officials, forums (but with restrictions with regard to the number) and local government practice competition and exchange visits. In other aspects of capacity building RALGA shall have the role as mediator.

Once RALGA Consult materialises RALGA may consider transferring the induction training to its consultant arm and taking fees from the members for organising these courses.

Recommendations:

- Keep to the Capacity Strategy and focus only on the activities which can not be offered anywhere else and which are in line with the mandate.
- Adjust the capacity building efforts to available staff time.
- Focus on the intermediary role including establish a data base of service providers.

E. Monitoring and Evaluation

The general weakness of RALGA is its monitoring and evaluation system being it of the strategic plan or capacity building efforts.

The internal monitoring and evaluation of the strategic plan has during the period been insufficient in the sense that evaluation has not been done in relation to the strategy only in relation to the annual plans. An attempt has been made but was not completed. A good system is vital for the organisation not the least as it to such a high degree is funded by donors and if it will continue to be so then there is no option than to follow a system required by them as these have to report to their governments.

It is recommended that a performance management system at all levels is introduced. Such a system can easily assess the organisation performance as well as individual and program/theme performance. There are soft wares on the market which can be used for this purpose. However, it is of extreme importance that the RALGA staff participates in the development of such a system and has a good understanding of it.

Recommendations:

- Implementation of a performance management system in relation to the strategic plan at all levels, organisation level, unit/program level and individual level

F. Dependency on Technical Assistance

VNG has provided technical assistance to RALGA during the time of the implementation of the strategic plan. In fact VNG has developed the strategic plan, monitoring system and the strategies. RALGA has provided ideas and comments. As far as we can assess the support has been relevant and of general good quality.

It is obvious that, when a new organisation is to be established with staff and members who have no experience of similar organisations, technical assistance is required. However, after three years it is time for reflection. Perhaps it is now time to change the support being more of backstopping (although it also already exists) and less on producing documents. Rather try, whenever possible, to let the staff make drafts and then provide comments instead of the other way around? By this we do not mean that consultants

would not be necessary, they will still be needed. In most organisations consultants are used for developing proposals on e.g. strategies and so on.

Recommendation

- Increase staff competence by whenever possible using on the job-training with backstopping from consultants.

G. Client Satisfaction Surveys

We do believe that client surveys is an excellent tool for an organisation to get feed back from its members and based on the results make relevant adjustments in the services provided. Therefore we believe that the survey just undertaken by RALGA should be repeated every year.

Recommendation:

- Undertake a client survey on an annual basis.

H. Financial Sustainability of RALGA

The financial sustainability of RALGA is the most important issue for the RALGA Executive to address.

The membership fee is crucial for RALGA's survival and although now increased, it is not sufficient, and there is no equity as all members are paying the same fee. The practice in most countries is that the membership in this kind of associations is based on revenue and number of citizens.

Recommendations:

- Conduct a seminar with RALGA's Executive Committee and staff to make them aware of the situation using Salaues' report as a basis for discussion as well as the computations made by the Finance and Administration Manager. Decide on an emergency or contingency plan.
- Use equity in determination of the membership fee e.g. 1% of the total revenue of the Local Governments.

I. RALGA Consult

The establishment of RALGA Consult is one of the intended measures to contribute to financial independence. Although RALGA may be well positioned to establish a consultant branch based on its achievements so far, the issue of developing RALGA Consult into a professional consultancy organisation is not as easy as it may sound. It is a delicate matter because changing the profile of an organisation is a risk. The obvious solution, as indicated above, is to separate RALGA Consult from RALGA. This is a strategic decision for the Board of RALGA, because it means setting up an organisation that will be dependent on generating income on the consulting market. The market as such will therefore have to be defined, is it going to be the whole public sector or part of it? Will it include the civil society? A realistic analysis will have take into consideration not

only needs on the market but also the potential capability to pay for consultancy services. It is a different situation if the client can pay for services directly or if the client (and the consultant) is dependent on a third “donor “ partner.

The market analysis is the first step in setting up a consultancy organisation. The second step is the competition analysis. There are most likely a number of competitors working on the same market. The analysis will include looking at their strengths and weaknesses and also the opportunities for co-operation. If you cannot beat a competitor - a good strategy is often to join forces.

The third step in the process is to identify RALGA’s own strengths and weaknesses. A consultancy organisation needs to have the relevant competence requested by the market. The image of RALGA should be carefully considered, is there a difference between the public image and the internal image of RALGA today? If so, how does it affect our strategic choices if we want to develop a consultancy branch? To develop a branch of RALGA into a consultancy organisation is a major step in the development of RALGA and a major change of the organisation.

Recommendations:

- RALGA Consult is made a separate profit center.
- RALGA conducts a market analysis for RALGA Consult covering the next five years. This market analysis should include analysing the competitors on the market.
- Develop a business plan based on the above analysis.
- RALGA develops a programme for strengthening the competence of the organisation. The first step should be to assess the competence of RALGA today.
- Once RALGA consult is established link up with other both with international and regional consultant firms in line with the current corporation with VNG.

VIII. MANAGING FOR CHANGE OF RALGA

A. Managing the Change of RALGA

RALGA like all other organisations goes through a similar life cycle. There is at the beginning an entrepreneurial phase which all find inspiring. In time, this will lead to maturity where stakeholders are satisfied with progress and growth can be noted. Depending on internal conditions or external pressure an organisation might face challenges of stagnation or lack of relevance. This is a phase where the organisation will decline or renew its work. Staff will very often feel confusion and express denial in this situation. The challenge is to turn this into a situation where once more inspiration will be the guiding star.

To change the behaviour of an organisation is a huge task and takes long time. Staff needs to be both willing to accept changes and also able to cope with the changes. Success of a change situation is based on trust and it is essential for RALGA to create not only a readiness for change but also to manage the change process skilfully. The difficulty in all change situations is that many stakeholders resist changes. The silent resistance is the most difficult to handle. It is therefore critical to bring out concerns into the open.

B. Strategic Choices

There are three main elements in strategic management and that is first a strategic analysis, whereby an attempt is made to understand the strategic position of the organisation. Second is strategic choice, wherein possible courses of action are evaluated and a choice is made. Third is strategy implementation, whereby the chosen course of action is put into effect.

Strategic decision making involves the scope of the organisation's activities, the long-term direction of the organisation, the matching of the organisation's activities with its resources and with its environment and finally stakeholder issues.

Critical choices are:

- to expand or concentrate work activities
- to go where the funds are or limit scope of activities if resources dry up
- to invest or not in a stronger consulting capacity and;
- to work locally only or go regional and international.

Decisions on the strategic choices will have impact on the profile, identity and the image of RALGA. The implications of these decisions and their implementation are that they require senior staff to cross functional boundaries within the organisation. They will also most likely lead to significantly more uncertainty. The implementation will create a need to motivate staff at RALGA for change.

A key issue is however if RALGA in the future will be partner driven, capacity driven or fund driven. Consolidation and down sizing the organisation are also options that need to be discussed in coming years.

IX. COMMENTS ON THE SECOND DRAFT STRATEGIC PLAN 2010-2014

A. Introduction

The draft evaluation report provided some comments on the first draft Strategic Plan 2010-2014 as of April 2009. After the submission of the draft evaluation report for comments, RALGA has further developed its draft strategic plan taking into consideration some of the comments in the draft evaluation report. The comments in this final report refer to the second draft of RALGA's Strategic Plan received by the Consultants mid-July 2009. The background material received is chapters 1-4 of the Strategic Plan, which covers: Introduction, RALGA Mission and Core Values, RALGA Strategic Objectives and Action Plan as well as draft working-plan. The latter is at an early stage and includes activities to be performed within the framework of the current plan that is during the latter half of 2009, so only one comment refers to the draft work plan. As RALGA is still working on the logical framework and the organisation and staffing there are no comments related to these chapters.

B. General Observations

1. Core Values and Pillars

The draft strategy contains the inclusion of core values as well as pillars. This is a step forward and will facilitate for RALGA keeping its focus on the main tasks and prioritisation especially with regard to advocacy and capacity building. The approach intended to be used is more coherent through the links between the pillars-capacity building efforts and advocacy and selection of themes. Further, the new draft is now through one of its pillars linked to the national millennium development goals.

2. Link between Success Indicators for Objectives and Action Plan

The draft strategy is more stringent than the one for 2006 to 2009 in the sense that activities and objectives are better aligned. However, there are some examples when the alignment is not clear between the success indicators in the strategy and the activities and the success indicators in the action plan. E.g. more equal gender distribution among elected representatives as well as RALGA staff is one of the success indicators of Representation. However, this aspect is not included in the action plan under representation but under gender program.

3. Success Indicators under the Action Plan

RALGA may wish to review the indicators under the action plan in view of future evaluation and progress reports but of course also when the logical framework has been established.

Some of the success indicators may need to be further clarified or reference made to a policy or rule decision which can be referred to when evaluating the success. Below are two examples.

Under 4.4.4. "Ensure High Quality of Staff" (page 22) is indicated that one success indicator is turnover of staff. Staff turnover is indeed a performance indicator. But what is success in

this case for RALGA? Success will have to be related to what is an acceptable turnover of staff. Different organisations depending on the nature of their operations or depending on the employment conditions (contracts/regular staff) prefer different levels of staff turnover. In some organisations a 30% turnover is to prefer in others 15%.

Another example is under 4.4.6. “Disseminate the annual and audited budget turnout to members and stakeholders.” One indicator is that the report is “widely distributed”. This implies that the more recipients of a report the better it is. However, what is important is that members and *relevant* stakeholders receive the annual report. Reference could be made to e.g. will be distributed to the elected officials and major stakeholders in accordance with the Communication Strategy or Plan.

Still another observation is that the word “at least” is used before most of the numbers indicated in the strategy e.g. “at least one General Assembly meeting”, “at least 5 competitors have been awarded each year”. The usage of at least gives the impression that the more General Assembly Meetings undertaken or more competitors awarded the better performance by RALGA. However, as indicated in the draft evaluation report it is important that RALGA make the plans realistic in relation to staff availability and thus we suggest that “at least” is erased in front of the figures.

4. Listing of Activities under each Strategic Objective

It would facilitate for the reader if there is a summary under each objective of the activities to be undertaken. Strategic Objective 1: “RALGA is a well established...i (page 10 in the draft). Suggestion: The activities to be undertaken to achieve this objective are; (i) maintain an effective and accountable governance structure, (ii) effectively represent RALGA members at national and international levels, and so on.

5. The Draft Work Program

Of reasons indicated above we are only providing one comment on the draft work program: The headings of the draft work plan are not aligned with the monitoring system adopted by RALGA.

C. RALGA Challenges and the Draft Strategic Plan 2010-2014

As indicated in the evaluation report the most important challenges for RALGA as an organisation at this point in time are: (i) the attainment of financial sustainability and; (ii) the establishment of RALGA Consult on the market. RALGA may wish to highlight these challenges in the report by adding a heading related to the main challenges during the 2010-2014.

Other issues of importance for RALGA to address are to increase the efficiency of RALGA through a comprehensive performance management system and adjacent monitoring and evaluation and efficient use of available staff. Likewise improvements are needed primarily in the advocacy area but also when it comes to some aspects of capacity building and administrative systems.

1. Financial sustainability

As indicated above the most important and urgent issue for RALGA to address is the financial sustainability to enable the association to finance its core functions. This can be addressed in two ways: (i) increase of income and; (ii) reduction of costs. For this a financial strategy and business plan is needed. To be able to implement tough measures the awareness of the financial sustainability of RALGA needs to be increased.

a. Increase Income

RALGA has, as needed, included in the draft work program a review and enhancement of its financial strategy with the aim to cover the costs of the core activities through: (i) more balanced membership fees, (ii) generate income through RALGA and; (iii) charging a management fee for implementation of donor projects.

(i) Membership Fees

The draft strategy includes an ambition to move towards a balanced membership fee. It is not clear though what balanced membership fee means, so RALGA may wish to more clearly spell out the ambition to move towards more equity in the membership fees based on percentage of LG revenue as indicated in the evaluation. To determine the membership fees based on LGs pay capacity is in line with the inclusion of the pillar on the attainment of the millennium development goals. By applying equity in that is letting richer LGs pay more than the poorer would send a strong signal that RALGA is taking the poverty reduction goal seriously.

(ii) RALGA Consult

The establishment of RALGA Consult is a big and challenging step forward in the development of RALGA. Although the establishment of the organisation as well as the business plan is to be developed within the current plan the actual implementation will initially take resources and energy mainly from senior management. RALGA Consult is hardly mentioned in the strategy. Although it will be a separate profit entity there will still be a connection.

(iii) Management Fee for the Implementation of Projects

The strategy includes a proposal on a management fee of 15% for the implementation of donor projects. Based on our experience it is not the practice of bilateral donors or multilateral agencies to pay a management fee, unless they would like to pilot something specific.

Private funds and NGOs having the intention to find an implementing agency of a certain project may sometimes be willing to pay a management fee. We believe it needs to be clarified in the strategy what kind of projects it may refer to unless of course RALGA is sure that such a management fee can be charged from donors.

b. Reduction of Costs

There are not many examples of cost savings in the draft strategy although it is included a reduction of the General Assembly Meetings to “at least one”. See the comment above on this issue. However, the draft strategy includes statements related to adjust the activities to available staff resources. Also the number of forums is intended to be reduced. An organisation analysis is to be undertaken, which we suggest will be done having savings in mind.

c. Increased Awareness of the Future Financial Sustainability of RALGA.

As indicated in the evaluation report RALGA’s staff is aware of the problem related to the future financial situation of RALGA. However, the awareness of the seriousness of the situation needs to be increased among the RALGA elected officials, through a seminar for the Executive Committee. Such a seminar is included in the draft strategy.

2. Advocacy

The second draft strategic plan reflects an increased ambition to become more focused on lobby and advocacy. A more systematic approach is proposed with more emphasis put on identification of issues to lobby for by improved research, analysis and prioritisation and not the least the production of written position papers. The draft strategy includes an ambition to increase the involvement of the Commissions in the advocacy work. The former position as Legal and Policy Officer is proposed to be titled Advocacy Expert. Annual advocacy plans are to be developed based the Lobby and Advocacy Strategy. An analysis will be made to identify relevant groups to be represented in. The documentation of advocacy activities will be improved. Although the posting of the position statements is missing we believe that the proposed system in the current draft will, if implemented, improve RALGA’s capability to achieve its objective under advocacy.

A membership satisfaction survey is to be undertaken on a regular basis and proposed to be annually in the strategic plan. This is a good development. The membership satisfaction survey will help RALGA not only to identify issues to lobby for but also provide guidance on improvements with regard to means to achieve other objectives under the strategic plan.

3. Capacity Building

The major concerns expressed in the evaluation are related to RALGA’s intermediary role, its capacity to organise activities in the pace previously done. It was proposed to limit the number of forums and other training activities. The draft strategy indicates a movement towards being a broker between the LGs and training service providers.

The forums are to be restricted and considered to be included in RALGA Consult. The latter is a good development. As there will be an election in Rwanda next year the plan includes also induction training of elected officials. Although highly necessary it is indeed a big undertaking. The intention is to seek donor funding for the implementation of these induction programs. If this is granted the implementation of the seminar could by RALGA be outsourced to a training provider. But better though undertaken by RALGA Consult charging a fee. If there is something the LGs may be interested in paying for, it is induction programs as everybody are aware of the need of such training.

4. An Effective and Efficient Organisation

As proposed in the evaluation a coherent performance management framework is included in the draft strategic plan. A well functioning monitoring and evaluation system is a vital part of a performance management system. As indicated in the evaluation report the monitoring of the implementation both of annual plans and the strategic plan needs to be improved. The current draft plan does include that the annual plans are to include also progress in relation to the strategic plan. This was intended during the plan still in operation but was not done systematically or at least not using the monitoring tool adopted for this purpose. With the introduction of a software for performance management including monitoring, the work with monitoring and evaluation will be facilitated.

5. Final Comment

It is obvious from the mid-term evaluation and also from this evaluation that many planned activities tend to be delayed. This may have a number of causes, e.g. not sufficiently competent of staff for assignments assigned to them. A more likely explanation is that RALGA is yet to learn to plan activities in relation to available human resources. It is therefore important that the new strategy is realistic and that estimates are done on how much time is required for activities to be undertaken.

APPENDIX 1: TERMS OF REFERENCE

Terms of Reference for an external evaluation of the Strategic Plan 2006-2009 of the Rwandese Association of Local Government Authorities (RALGA)

1. Evaluation purpose

The main objective of this assignment is to evaluate the implementation of the Rwandese Association of Local Government Authorities (RALGA) Strategic Plan 2006-2009. The review shall assess the achievements (effectiveness, efficiency and relevance) during the past period, and provide recommendations for the future, especially feeding into the new Strategic Plan of RALGA for the period 2010-2014.

The review shall assess the implementation and results in relation to the four objectives in the Strategic Plan. It shall evaluate achievements of RALGA towards the objectives, as well as address existing shortcomings and give recommendations for the way forward.

2. Intervention background

RALGA was established 27 March 2003 as a non-profit organisation by ministerial decree No 34/11. RALGA's mission is *to strive for an efficient, effective, transparent and accountable local government in Rwanda*. The vision of RALGA is *to realize democratic decentralisation in Rwanda, whereby local governments, while becoming increasingly more important, respond to the demands of the people, are righteous, democratic and participatory, and are citizen, investor and donor friendly*.

RALGA is a membership-based organisation. Each of its members, i.e. local governments, is represented by three elected councillors and two technicians. The composition of the delegation takes into consideration the following categories: the bureau of the district and Kigali City Council, the executive committee, one of the presidents of sector councils per district, one sector executive secretary per district and the district executive secretary. As a membership organisation, RALGA represents their interests. The main governing body of RALGA is the General Assembly (GA), to which each District Council elects five representatives while Kigali City elects 4 representatives. The GA elects an Executive Committee/the Board for two years, consisting of three members of the so-called Bureau and four Commissioners, each of whom presides a specific Commission: 1) policy development and legal affairs; 2) capacity building; 3) economic development; 4) social affairs. The GA elects a control committee with 3 members.

The RALGA Strategic Plan for 2006-2009 identifies three core areas of responsibility, i.e. representation of local government, lobbying and advocacy, and capacity building. From these, RALGA has established the following four objectives:

- To represent Rwanda's local government authorities in and outside the country
- To lobby and advocate for Rwanda's local government authorities
- To build capacity of local government in Rwanda

- To be an effective and efficient membership organisation

Each objective is accompanied with inputs, outputs and intended outcomes in the Strategic Plan logical framework.

The agreement between the Swedish International Development Cooperation Agency (Sida) and RALGA stipulates that an external evaluation of the implementation of the Strategic Plan shall be carried out during 2008. The evaluation has been delayed and shall therefore take place as soon as possible. Sida is the assigner of the consultancy; however, the consultant shall present its findings to RALGA, Sida and other relevant development partners.

3. Evaluation questions

The evaluation shall assess the achievements, accomplishments and shortcomings of RALGA against its expected results as spelled out in Strategic Plan 2006-2009. More specifically, it shall evaluate the effectiveness, efficiency and relevance of RALGA's implementation of the Plan. Based on this, it shall provide recommendations for the future including comments on the draft Strategic Plan 2010-2014. The point of departure is the objectives and expected results of the Strategic Plan and the evaluation questions are thus sorted under these, but the evaluation shall also address issues outside of the Strategic Plan if deemed to have implication on RALGA's mandate, work and implementation of the Strategic Plan.

The review shall, but is not limited to, *address and provide recommendations* on issues such as the following:

a) Representation

- How many local governments are active and dues-paying members? How well known is RALGA among members? How active are members, including in planning and strategic work?
- What is the quality of participation and working relations in terms of the division of labour and trust between the politically elected and technicians?
- How efficient, participatory and transparent are internal steering mechanisms and decision-making of the board/executive committee, commissions and the general assembly?
- Do the activities and representation of the Secretariat and special commissions effectively correspond to the needs of the members?

b) Lobby and advocacy

- How well known is RALGA's role to the general public, relevant stakeholders and members?
- What are the perceptions of the Central Government ministries and agencies of RALGA's effectiveness as a local government association and its lobbying & advocacy

skills? How many concrete government decisions have been changed or influenced by lobbying and advocacy actions of RALGA?

- To what extent does RALGA *actively* participate in different fora impacting on its members? Are these fora and other lobbying activities well documented and disseminated to appropriate officials, stakeholders, and media?
- To what extent does RALGA contribute to and influence decision making at local and central level on behalf of its members? Who evaluates RALGA's effectiveness and what mechanisms are in place to ensure that there are independent oversight mechanisms of RALGA's operations?
- To what extent can RALGA exercise its operations independently of other actors, especially the central government and agendas of development partners?

c) Capacity building

- How do RALGA's capacity building efforts and approach respond to the capacity needs by its members, i.e. RALGA both as an intermediary and as a service-provider?
- To what extent does RALGA support its members in the process of transfers of new attributions, roles and responsibilities from central government?
- To what degree have members' capacities been strengthened throughout the strategic plan period, and how has RALGA tracked the change in capacities?
- How has RALGA evaluated its and the local government authorities' capacity building activities to date, and to what extent have the staff tracked the impact of services rendered, and integrated lessons learned? Have lessons learned been used to change, modify and alter RALGA work plans, budgets, and strategic planning?
- How well are RALGA capacity building efforts coordinated with other decentralisation/decentralised capacity building efforts including those of central institutions (HIDA, MINALOC, RIAM, etc) as well as decentralised projects (DCDP, PED, PAGOR, Twubakane, etc)?

d) An effective organisation

- What is the capacity of RALGA to respond to the needs of its members? The organisational set-up and human resources management also taken into consideration.
- How well does RALGA communicate internally and with its members and stakeholders? How does RALGA capture and document key issues from members?
- How does RALGA generate income? How likely are RALGA's revenue generation efforts to lead to financial self-sustainability in the medium to long term?
- How effectively does RALGA keep its focus on its core mandate?
- Are planning, monitoring and evaluation of the Strategic Plan efficient?

Based on the above, the evaluation shall make recommendations on the way forward, i.e. how to strengthen the implementation of the present Strategic Plan, and give advice for the new RALGA Strategic Plan for the period 2009-2014.

4. Methodology

Information for this evaluation will be collected through document reviews, including the strategic plan, other plans and reports by and on RALGA, official documents relevant to RALGA's mandate and area of work such as national decentralisation policies and strategies (EDPRS, the Decentralisation Implementation Programme, etc), and additional documents recognized as relevant for carrying out the assignment.

Consultations and interviews shall take place with RALGA board members, staff and management, local governments representatives in Rwanda (and if necessary with LGs in neighbouring countries), relevant development partners, as well as technical assistance to RALGA, such as VNG.

Guiding principles should be:

1. triangulation and validation of information
2. critical assessment of data quality and data gaps
3. assessment based on factual findings, reliable data and observations
4. transparency of methods, research tools and sources of information.

It is expected that the evaluation team will contain at least one Rwandese consultant.

5. Work plan and schedule

The consultancy shall start as soon as possible. The expected total time frame of the assignment is approximately five weeks, including work in Rwanda.

An initial meeting with Sida in Kigali is required to discuss and clarify issues that may arise from the ToR. An initial meeting shall also be held with RALGA management and staff.

An inception report detailing the work plan and time frame of the assignment shall be submitted to Sida and RALGA no later than 3 days after the initial meetings.

6. Reporting

The consultant shall hold a de-briefing of preliminary findings for Sida and RALGA before leaving Rwanda.

The consultant shall submit to Sida and RALGA an electronic copy of the draft evaluation report for feedback and discussion. The final report shall be submitted within one week thereafter.

The consultant shall follow OECD/DAC quality standards for evaluations.

The report shall follow Sida's format for evaluation reports (see Evaluation Manual, Annex B) and shall be written in the English language. Language and formatting shall be of high quality, which allows for direct publication. The final report shall not exceed 40 pages, excluding annexes. The report shall contain a table of contents and an executive summary.

7. Evaluation team

The proposed candidate(s) shall have the following qualifications:

- Experience of work in developing countries in Africa and/or in other regions.
- Technical knowledge and practical experience in evaluation;
- Technical knowledge and practical experience in the area of decentralisation, local government and local government associations;
- Relevant experience and good understanding of organizational and institutional development;
- Work experience of at least 5 years gained at corporate/NGOs/public level.
- Good English writing skills.

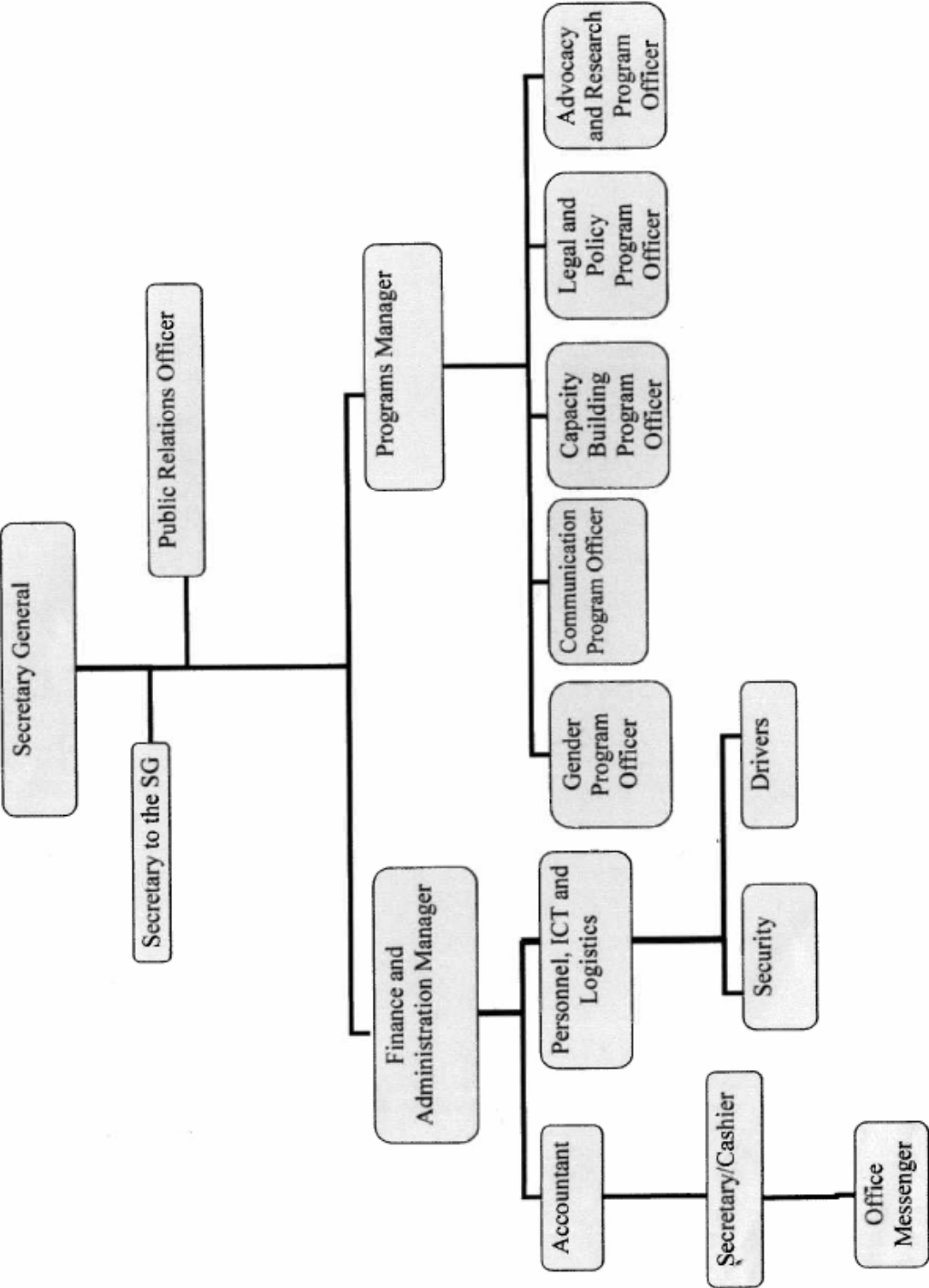
Merits:

- Experience of work in Rwanda.
- French language skills.

Attachments:

The RALGA Strategic Plan 2006-2009

APPENDIX 2: ORGANISATION CHART RALGA



APPENDIX 3: DOCUMENTATION STUDIED

RALGA

- Achievements in Acting as a Catalyst for Decentralization from 2002 to 2007, RALGA July 2008.
- Annual Action Plan 2008.
- Annual Action Plan 2009, Summary.
- Annual Report 2006, June, 2007.
- Annual Rapport 2007, June, 2008.
- Annual Report (draft) 2008, March, 2009.
- Annual Report (final) July, 2009.
- Log frame and Budget for the Strategic plan 2006- 2009
- RALGA Statue, 2006.
- Strategic Plan 2006-2009, May, 2006.
- Financial Sustainability of RALGA, presentation made by Head of Finance and Administration at a conference in January 2009.

RALGA/VNG

- RALGA Strategic Plan 2010-2014 (draft 1) April, 2009.
- RALGA Strategic Plan 2010-2014 (draft 2) July, 2009.

Republic of Rwanda, MINALOC

- Rwanda Decentralization Strategic Framework, August, 2008.
- Rwanda Decentralization Implementation Program- DIP 2008-2012, February, 2008.

Republic of Rwanda, MINALOC & MIFOTRA

- Planification et évaluation des besoins en matière de renforcement des capacités, résultats et recommandations, Mars, 2008.
- Mapping of Ongoing and Planned District Capacity Building Activities in Rwanda, October, 2008.

Sida

- Institutional Support to the Rwandan Association of Local Authorities – RALGA, October, 2006.
- In Depth-Assessment on Institutional Support to RALGA, March, 2006.
- Delegated Cooperation between Sida and the Netherlands on Support to the Strategic Plan of RALGA 2007-2009, with the Netherlands as Silent Partner to Sida, November, 2007.
- Sida- Netherlands Silent Partnership Agreement, 2007.
- Terms of Reference for an external evaluation of the Strategic Plan 2006-2009 of the Rwandese Association of Local Government Authorities (RALGA), February, 2009.
- Preparatory Notes for the Annual Review Meeting with RALGA, 25 August, 2008.
- Minutes of the Annual Review Meeting between Sida and RALGA, August, 2008.

VNG International

- Monitoring and Evaluating RALGA Strategic Objectives, The Hague, November, 2006.
- Monitoring and Evaluating Strategic Objectives- Developing Annual Action Planning Framework
- Proposed Capacity Building Strategy, RALGA, November, 2008.
- Lobby and Advocacy Strategy, The Hague, October, 2007.
- Financial Sustainability of RALGA, (A.Salaues) November, 2008.
- **RALGA Mission Report (Sautoy) November, 2008.**

SMJ Consulting Firm and Associate

- Evaluation a mi-parcours du plan strategique de RALGA 2006-2009, Mars, 2008.

KPS Associates

- Rwandese Association of Local Government Authorities (RALGA) Organizational Analysis, Draft Report II, April, 2009.

APPENDIX 4: LIST OF OFFICIALS INTERVIEWED

Government and Public Institutions Officials

- KATUMBA, Deputy Project Coordinator, HIDA
- KABANDANA, Marc - Director General, RIAM
- MUFURUKE, Fred- Director of Good Governance and Territorial Administration, MINALOC
- MUGIRANEZA, Youssef - Director of Intergovernmental Fiscal Relations, MINECOFIN
- RUGEMINTWAZA, Népo - Former Coordinator for the National Decentralization Secretariat (NDIS), MINALOC

RALGA Elected Officials

- DUSABEYEZU, Angélique - Member of the RALGA Control Committee
- KIRABO KACYIRA, Aissa - Chairperson of the RALGA Board
- KANGWAGYE, Justus - Chairperson of the Mayors' Forum
- MUNYANDAMUTSA, Jean-Paul - Former RALGA Board Member
- MUNYANTWALI, Alphonse - Commissioner for Capacity Building

RALGA Staff

- KARAKE, Théogène - Secretary General
- KARASIRA, Peter - Communication and Advocacy Officer
- RUTAYISIRE, Richard - Finance and Administration Manager
- RWAKAZINA, Chantal - Capacity Building Program officer
- SERUBANZA, Faustin - Program Manager
- UMUTONI, Nadine - Legal and Policy Programme Officer
- UWIMANA, Josephine - Gender Programme Officer

Donor/Project Representatives

- ARMON, Jeremy - Senior Governance Advisor /DFID
- BADE, Jan - First Secretary Economic Development/ Netherlands Embassy
- CARRASCO, Alex - Chargé d'Affaires, Canadian Embassy
- ERICSSON, Malin - Second Secretary Democratic Governance Swedish Embassy/Development Cooperation Section
- KAMURASE, Alexis - Operation Officer, the World Bank
- REISLE, Markus - Deputy Country Director/ Swiss Embassy
- SEILER, Anika - Local Economic Development Expert, Deutsche Entwicklungsdienst (DED)
- SWERDLIN, Dean - Decentralisation and Policy Team Leader, Intrahealth /TWUBAKANE
- UWIMANA, Antoinette - Decentralization Activities Coordinator, Intrahealth /TWUBAKANE
- MUSHINZIMANA, Apolinaire - Researcher, IRDP
- ZANARDI, Elena - Governance Advisor /German Technical Cooperation /GTZ

APPENDIX 5: METHODOLOGY

A. Methodologies used

1. Introduction

The following methods were used in the evaluation, (i) assessment of the effectiveness of the implementation of the strategic plan in relation to its success indicators, (ii) interviews with stakeholders; donors, projects cooperating with RALGA, coordinating ministries using a questionnaire including a scale for assessment, (iii) interviews with members also being members of the RALGA Board, (iv) interviews with representatives of training service providers used by RALGA, (v) interviews with RALGA staff (vi) assessment of results of a client satisfaction survey undertaken by RALGA 12-14 May 2009 and; (vii) study of documentation.

2. The Effectiveness of the Implementation of the Strategic Plan 2006-2009

For determining the accomplishment or effectiveness in the implementation of the plan a scale was used as follows:

3=80-100% accomplishment of the success indicator=successful

2=55-80% accomplishment of the activities under the success indicator=partly successful

1=below 55% accomplishment=limited success.

When evaluating the effectiveness of the implementation of the strategic plan no consideration was taken to whether the activity was implemented one year later as compared to the plan. The criteria applied thus were: (i) whether the activity was implemented and; (ii) whether it was realistic it would be implemented within the time frame of the plan.

The tables submitted were reviewed by the consultants and clarifications requested and received. In some cases the consultant made a slightly different assessment as compared to RALGA.

3. Stakeholders' Assessment of RALGA

The methodology used was to interview different stakeholders working closely with RALGA such as: (i) donors and project representatives and; (ii) coordinating ministries. The interviewed donors and projects were DED, GTZ, the Government of Netherlands, CIDA, DFID, SDC, WB, Twubakane. (USAID). Representatives of the coordinating ministries for LGs, MINALOC and MINECOFIN were interviewed. Sida was not included among the interviewees as it was the contracting agency of the evaluation.

Forms were developed used as the basis for the interviews. A scale ranging from 1-5 was used with 5 as excellent, 4-very good, 3- satisfactory, 2-not so good, 1- bad. Each of the interviewee had to make an assessment of RALGA in terms of its accomplishments in (i) contributing to Local government administration quality, (ii) representation and advocacy, (iii) coordination with regard to capacity building efforts, (iv) perception of RALGA's focus on its core mandates and; (v) communication with RALGA.

4. Assessment by Service Providers

Interviews were undertaken with the main training providers used by RALGA, HIDA and RIAM. These interviews focused mainly on the cooperation and communication between RALGA and the institutions.

5. Self-Assessment by RALGA Board Members

Members of the Boards were interviewed: the chairperson and three mayors. One of the mayors was also the Chairperson of the Capacity building Committee; the other two were former Board members. In addition one of the members of the Control Committee was interviewed.

6. Interviews with Staff of the RALGA Secretariat

The following staffs of the Secretariat were interviewed: (i) the Secretary General, (ii) Programs Manager, (iii) Manager Finance and Administration, (iii) Capacity Building Coordinator, (iv) Advocacy and Communication and; (v) Legal and Policy Officer.

7. Survey on Client Satisfaction

RALGA had planned to undertake a client satisfaction review this year and therefore developed a questionnaire for this purpose. In order to be able to incorporate the results of this survey in the evaluation RALGA decided to undertake this survey 12-14 May 2009. This enabled one of the consultants to compile the responses on some of the questions considered being of relevance for the evaluation.

The form was by RALGA distributed to 90 representatives and 53 provided responses. Of the 53, 23 were politicians (one Mayor, the rest Vice Mayors or Council Members). 30 of the respondents were technicians (Executive Directors of Sectors and Districts). The Consultant team compiled the results for questions based on (i) time available and; (ii) relevance for the evaluation. The survey needs to be further analysed by RALGA.

Questions related to the following aspects were by the evaluators combined under the following headings: (i) representation, (ii) quality of work, (iii) advocacy and; (iv) participation.

The rating scale applied by RALGA in the survey was:

5=excellent, 4=very good, 3=good, 2=satisfactory, 1= between good and satisfactory and 0=bad

8. Analysis

The information compiled from the different sources has formed the basis for the overall assessment.

9. Comments on the Method Used

The strength with the methodology is the combination different methods and use different sources.

The limitation with the assessment of the effectiveness of the implementation of the strategic plan is that no consideration is taken to the importance of the activity, that is its relative weight in contributing to the accomplishment of the objective. However, such an approach would not have been possible to make within the given timeframe.

B. Results

1. Accomplishment of the Implementation of the Strategic Plan

The analysis of the accomplishment of the implementation of the strategic plan has given the following results. Please note that (i) no weights have been allocated to the importance of the activity and (ii) the analysis covers the total period of the plan and thus do not take any consideration to whether the activity was implemented the year planned for it. The highest rating is given if the activity is implemented during the time frame of the plan, not the same year it was planned. Also, in the consultant's assessment consideration is also taken to whether it is realistic to implement a pending activity during the period.

Strategic Objective 1: RALGA is a well established membership organisation and has represented Rwanda's Government Authorities in Relevant Forums and is Recognized as the Mouthpiece of Local Government

Result: Of the 16 success indicators listed under this objective the accomplishment is as follows according to RALGA's self assessment

Number of Indicators	Accomplishment 80-100%	Accomplishment 55-79%	Accomplishment Below 55%
16	10	5	1

Consultants' assessment

Number of Indicators	Accomplishment 80-100%	Accomplishment 55-79%	Accomplishment Below 55%	Realistic to be implemented in 2009
16	10 (+2 see last column) 12	3	1	(2)

RALGA has according to their own assessment succeeded in accomplishing successfully 10 of the 16 activities under this objective.

Two activities are still planned to be implemented during the time frame of the strategic plan: (i) a fair in connection with the second meeting of the General Assembly and; (ii) the study to determine the establishment of a joint procurement service for the LGs. Therefore the accomplishments of these activities have been rated as 2. The consultants believe that it is highly likely these activities will take place during the timeframe of the strategic plan especially since the detailed planning is done.

Two activities having got a score of 2 by RALGA are difficult to measure and therefore their assessment will be taken as valid. These activities are: (i) “RALGA commissions take political stand in their meetings which are well prepared by RALGA staff. Political stands are communicated by RALGA in relevant forums in and outside the country” and (ii) “Field visits result in RALGA’s capability to voice their concerns of Local Governments and to establish productive linkages for their members e.g. NGO support to specific areas.”

The activity given a 1 rating above is the establishment of a joint procurement facility for the LGs. If the study indicated above would be positive then it is unrealistic that this facility will be established within the framework of the plan.

If RALGA completes the two planned and schedule activities above they will at the end of **the year implemented 75% of their activities under this objective successfully, 19% partly successfully and 6% with limited or non success.**

Strategic Objective 2: Lobby and Advocacy for Rwanda’s Local Government Authorities

RALGA’s Assessment of Accomplishments

Number of Indicators	Achievements 80-100%	Achievements 55-80%	Achievements Below 55%	Planned activities within the timeframe of the plan
23	11	7	5	

Consultant’s Assessment

Number of Indicators	Achievements 80-100%	Achievements 55-80%	Achievements Below 55%	Planned activities within the timeframe of the plan
23	10	8	5	

The difference is in the tables above is that RALGA had given the rating 3 to accomplishments under number of broadcasts, while the computation of the number of broadcasts indicates the rating would be 2. Thus there would be a reduction of success achievements from 11 to 10 and an increase in the column of partially successful from 7 to 8. It will slightly reduce the success rate to **43% successful, 35% partly successful and 22% not successful.**

The areas which RALGA assessed itself was not successful (rating 1) were:

- The lobby which was carried out was not research based.
- The number of hits on RALGA website has not been monitored
- The website has not been regularly updated
- No mechanism in place to gather information to identify which Boards may be of relevance to be a member in.

- No system in place to track political statements made by RALGA or its commissions. Only four cases have been documented.

Strategic Objective 3: Capacity Building for Local Governments in Rwanda

RALGA's Assessment of Accomplishments

Number of Success indicators	Achievements 80-100%	Achievements 55-80%	Achievements Under 55%	Comment
37	24	9	3	1 not evaluated

Consultants' Assessment.

Number of Success indicators	Achievements 80-100%	Achievements 55-80%	Achievements Under 55%	
37	26	7	4	

One item was not rated by RALGA and that was dissemination of best practices through RALGA's channels of communication. The achievement was a study tours organised by LED for Presidents of Districts Council. As this was not sorted out the consultants gave it a rating of 3 although it is not known whether there was in fact some report or case study produced. However, the impact of organising a study tour for the group concerned is a good dissemination procedure and therefore the rating 3 is given.

Consultants' assessment is that one success indicator which related to feedback from districts to be undertaken December each year should be rated as 1 instead of 2. RALGA has asked for feedback from the districts but not used an independent evaluator. However, it is not clear where the client survey comes in. We noticed that this is not in the strategic plan unless the client survey now undertaken is a part of this?

The Consultant also upgraded the achievements under gender from a 2 rating to 3 as the total achievement during the implementation of the strategic plan reached the target.

70% of the activities have been implemented successfully 19% partly successful and 11% with limited successes.

The following activities have not been implemented and not expected to be:

- Evaluation on whether Councillors are better performing after the training as certified by District Authorities.
- RALGA has made an inventory of existing District partnerships relations.
- RALGA has established a functioning database where it keeps track of training and capacity building suppliers and will document the satisfaction of members on training provided.

As the ToR has been developed and the consultant is scheduled to come in June 2009 it is likely that RALGA will be able to reach this target within the framework of current strategic plan and thus a realistic rating would be 3 instead of 1 indicated.

RALGA has rated itself as 2 for the success indicator: "on a yearly basis at least 301 male and female councillors and district staff trained in gender mainstreaming in development planning, gender analysis and gender budgeting". It is assumed RALGA did this rating

because the annual target had not been reached. However, in one year they substantially exceeded the target and overall assessment for the period is according to the consultants that RALGA has been successful and thus a 3 rating should be given.

RALGA has assessed the implementation of a monitoring system as successful. This is a question of debate. The team has not changed that assessment because there is a system in place, but not exactly as planned. Possibly it should maybe be changed and thus reduce the number of accomplishments.

Strategic Objective 4: RALGA Manages to Be an Effective Organisation

RALGA's Assessment of Accomplishments

Number of Success Indicators	Accomplishment 80-100%	Accomplishment 55-80% (2)	Accomplishment Less than 55%	Not evaluated
13	10	3	-	

Consultants' Assessment

Number of Success Indicators	Accomplishment 80-100%	Accomplishment 55-80% (2)	Accomplishment Less than 55%	Projected to be achieved
13	8	0	2	3

Comments:

RALGA has evaluated the construction of a multi-purpose office and library centre as being successful due to the fact that all the preparations are made (drawing, environment impact assessment). But some very important outputs are missing, the access to land for the construction of the building. This depends on the fact that the land allocated was withdrawn due to a new master plan adopted by Kigali City. Thus the consultants would consider the accomplishment being less than 55%.

RALGA has rated itself partly successful on the indicator: disposes of an internal network that will facilitate internal communication, shared documents and products by 2007. What has been developed so far is that staff can access documents sent or produced by others. However, a tender is in the process and a new system meeting the requirements will be installed before the end of 2009. Thus the consultant is changing this assessment to 3.

2. Assessment by Stakeholders

In the questionnaire/interview form a scale from 1-5 was used (please see under methodology)

Below are the results of the assessment by the stakeholders presented as average scores. Please note that not all donors were able to respond to the questions as they considered themselves having too little information.

Questions	Donors/projects	Coordinating Ministries
RALGA contribution to LG administration quality	Satisfactory (3)	Very good (4)

Promotion of LGs interests (representation and advocacy)	Good (3,5)	Representation- Satisfactory (3) Advocacy: Satisfactory plus (3.5)
Coordination of capacity building efforts	Good (3,5)	Very good (3,75)
Focus on core mandates	Not very good (2,3)	Very good (4)
Effective communication with stakeholders	Satisfactory (3)	Very good (4)

Examples of comments provided by the interviewed donors, coordinating ministries and projects are below.

RALGA's Contribution to LG administration quality

Donors/Projects	Coordinating Ministries
<u>Examples of Positive Comments:</u> -RALGA has initiated peer to peer exchange -Identified research areas <u>Examples of Needs for Improvements</u> -Planning process of forums seems to be ad hoc. -RALGA does not document activities	<u>Examples of Positive Comments</u> -Established networks (forums) -Initiated best practice <u>Examples of Needs for Improvements</u> -No suggestion

RALGA's perceived promotion of LG's interests (representation and advocacy)

Donor/Projects	Coordinating Ministries
<u>Examples of Positive Comments</u> -Developed amendment to a legal framework for privatisation of fee collection -Contributed actively in a 4 day forum on capacity building approaches <u>Examples of Needs for Improvements</u> -Increase the role of Commissions	<u>Examples of Positive Comments</u> -Have had an impact on determining the increase of the number of staff at cell level -Comes to meetings when invited <u>Examples of Needs for Improvements</u> -When RALGA wants to influence they need to produce a formal position document and not only try to influence verbally -No tangible evidence that they have had an impact on Central Government decisions

Coordination of capacity building efforts within decentralisation projects

Donor/Projects	Coordinating Ministries
<p><u>Examples of Positive Comments</u> -RALGA's capacity building efforts are well aligned with our project. -RALGA participates in the IMHIGO evaluation</p> <p><u>Examples of Needs for Improvement</u> -Advocacy activities not well documented -When RALGA writes an official memo they do not use a logo -No statements are made at the forum, only evaluation of whether the participants are satisfied.</p>	<p><u>Examples of Positive Comments</u> -RALGA has initiated forums -Normally attends our conferences</p> <p><u>Examples of Needs for Improvements</u> None indicated</p>

RALGA's focus on its core mandate

Donors/Projects	Coordinating Ministries
<p><u>Examples of Positive Comments</u> -None indicated</p> <p><u>Examples of Needs for Improvements</u> -RALGA's mandate so wide that any activity can be accommodated -RALGA seems to add activities all the time and does not seem to be focused -Seem to deviate from plans</p>	<p><u>Examples of Positive Comments</u> -RALGA has been instrumental in highlighting problems of more general character in the LGs -Good cooperation</p> <p><u>Examples of Needs for Improvements</u> -None indicated</p>

Communication with stakeholders

Donor/Projects	Coordinating Ministries
<p><u>Examples of Positive Comments</u> None indicated</p> <p><u>Examples of Needs for Improvements</u> -Annul reports are weak and do not use indicators</p>	<p><u>Examples of Positive Comments</u> -RALGA is good in coordinating and communicating</p> <p><u>Examples of Needs for Improvements</u> None indicated</p>

-Poor communication -Not communicative to all stakeholders	
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Additional comments

Donor/Projects	Coordinating Ministries
<u>Examples of Positive Comments</u> -Good that they exist -RALGA has played a good role in the debate on capacity building needs for LGs in partnership with MINALOC and MIFOTRA -Good audit reports <u>Concerns about RALGA</u> -RALGA does not sufficiently lobby for the LGs which makes them suspicious in the eyes of the LGs -RALGA has difficulties to say no to funds and tend therefore to be a donor project implementer -RALGA should clearly separate the business part of the organisation from the administration -Should be more visible -Seems to be too associated with the central government	<u>Examples of Positive Comments</u> - <u>Concerns about RALGA</u> -RALGA should invest more in lobbying -RALGA needs to promote equity among members through having different membership fees for LGs depending on their size and revenue

3. Training Service Providers' Assessment of RALGA

RALGA cooperates with both RIAM and HIDA as these two organisations are service providers of training. During the interviews with the representatives from these institutions both RIAM and HIDA expressed that the cooperation and communication between RALGA and them is working very well.

4. Politicians' Views

The Board members and former Board members were all very positive to RALGA and found the organisation performed very well in most aspects. Concerns were expressed about the RALGA's future financial sustainability. The chairperson pointed out that there is a need to link the new strategy to the National Development Objectives. She further indicated that cooperation with the universities would need to increase.

5. Results of the Client Satisfaction Survey

The following questions were used to determine representation: 3 and 15, advocacy: 7, client satisfaction of RALGA quality of LG support and services: 8.12.14.16 and

participation: 26. The average was computed based on the average scores on the responses provided.

Activity	Rating
Representation	Good (3.25)
Advocacy	Good (3.06)
Capacity Building	Good (3.40)
Participation	Satisfactory (2.77)

On the question on how often the group did interact most of the respondents said there is no schedule, which means that RALGA is contacted as needed. The frequency of interaction is thus not possible to assess.

On the question how the respondents received information about RALGA the most common ways were: (i) radio, (ii) publications, brochures, (iii) annual reports and; (iv) contacts with RALGA staff.

An interesting observation was that the highest rating RALGA received was in its contribution to good governance.

APPENDIX 6: THE PLANNING PROCESS OF RALGA

Planning Process of RALGA

- Based on the strategic plan each officer develops a proposal for the next year.
- Program Manager consolidates.
- Proposal developed by Programs Manager discussed in the management group (consisting of all officers).
- The agreed proposal is sent to the different Commissions of the Board for discussions.
- Each Commission reviews primarily the content of interest for that specific commission but they may provide comments on other issues too.
- After incorporation of comments by the Program Manager and endorsement by the SG, the plan is submitted to the Executive Committee for approval.
- The approved Annual Plan is presented to the General Assembly, by the Executive Committee, which provides comments.
- As a result of the above some amendments would need to be done by Program Manager, the final version is then sent to the:
- Executive Committee for another approval, mainly focusing on the amendments.
- The Executive Committee presents the plan to the General Assembly for adoption.

Reporting on Progress

- Quarterly progress reports are sent to the Executive Committee and donors
- Mid-term Report is sent to the Executive Committee then presented to the General Assembly
- Annual Report is sent to the Executive Committee

Development of Strategies

- Officer in charge develops terms of reference
- Officer agrees with the consultant on method to be used
- Documentation review and consultation with members and stakeholders
- The Consultant develops the strategy under supervision of the consultants
- A draft is circulated among program officers for comments
- Incorporation of Program Officer's View
- Proposal discussed in the management meeting (consisting of all professional staff)
- The Secretariat submits the proposal to the Executive Committee for approval