RALGA STRATEGIC PLAN

2010- 2015

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1.   INTRODUCTION

The Rwandese Association of Local Government Authorities (RALGA) represents all 31 local governments in Rwanda, comprising 30 district councils and the City of Kigali. All are in membership.

RALGA came into existence in 2003. Its first strategic plan was produced for the five year period 2005-2009 and subsequently amended to 2006-2009. The present strategic plan 2010-2015 follows the framework of its predecessor in some respects. It continues to specify RALGA's strategic objectives based on its core functions as local government association, namely:
  ➢ Representation of members
  ➢ Lobbying and advocacy on their behalf
  ➢ Capacity building
  ➢ Effective management in order to deliver against the above objectives

As before, the four strategic objectives are supplemented by specific actions to be carried out, but with more emphasis on outcomes and impacts than in the previous strategy. Indicators were spelt out for each action to allow the members of RALGA and its stakeholders to judge its success over the period of the plan. Also, this strategic plan is structured in such a way that it can direct and guide annual action plans, which will in turn be fully assessed through a new performance management system to be put in place.

The period of the first strategic plan has been marked by considerable success. In particular, RALGA has become a mature organisation, fully integrated and accountable to its members, and now recognised as the voice of local governments in Rwanda. RALGA can also point to some significant successes in key areas, such the national innovation day, and its weekly radio shows. It has invested heavily, with the support of development partners, in capacity building in a number of areas, including gender, local economic development and good governance. A series of subsidiary strategies on specific areas of its work were developed, notably lobbying and advocacy, capacity building, gender, financial sustainability and communication. These were incorporated into this overall strategy.

Despite the tremendous work done so far, however, RALGA needs to move forward to develop its services for the next period, not only strengthening the capacity of local authorities, but also enhancing the quality of services they deliver to citizens. As a player in the continuing decentralisation process in Rwanda, the role of RALGA is to support this and to undertake to make decentralisation as effective as possible.

There will of course be challenges. One of the most significant is that of focus. That is why RALGA now proposes to supplement its strategic objectives with a clear statement of the key

priority actions it wishes to undertake. The second one is that RALGA needs to establish financial sustainability strategies to ensure that its ambitions can be met. RALGA has benefited from the assistance of development partners from international organisations. However, it must plan for the time that the donor community will phase out its support of core activities in order to focus more on specific programmes of activity with individual local governments. This poses challenges for members to provide sufficient funds through subscription fees to meet the core funding needs of the association, and for RALGA to develop expertise in business required to generate its own funds to support its work.

This plan was started as long ago as November 2008, with the specific objective of allowing sufficient time for consultation and participation to influence the plan and its content before approval by the General Assembly in July 2009. A detailed Monitoring and Evaluation framework and related tools were designed, and a budget was elaborated. Both constitute integral parts to this Strategic Plan.

2.   MISSION AND CORE VALUES

RALGA's **mission** is to strive for an efficient, effective, transparent and accountable local government in Rwanda.

Its **vision** is "to have local governments that respond to the demands of the people, that are just, democratic and participatory, and which are citizen, investor, and donor friendly". This is a vision for the future of local government in Rwanda – and not just for RALGA as an organisation – which anticipates that local authorities in Rwanda can free their communities from injustice, corruption, segregation and other factors which may hamper good governance.

RALGA asserts that all its deliberations are governed by a set of **core values**. These are:
 - ➢ **Unity:** through RALGA, local authorities work together without division to deliver services for all communities in Rwanda.
 - ➢ **Development:** RALGA aims to support the development of Rwandan society through capacity building, lobbying and advocacy, based on the principles of decentralisation to the lowest possible level.
 - ➢ **Independence:** Although RALGA is eager to maximise the impact of its activities by working with relevant partners both generally and on specific issues, it is committed to remain independent of government, political parties, business interests and donors, and address issues solely on the basis of the benefits to citizens and to member local authorities.
 - ➢ **Equality:** RALGA aims to eliminate discrimination within Rwandese local government, and to mainstream gender issues in order to promote equality between men and women. RALGA does not tolerate corrupt practice, nepotism or undue influence as they entail all sorts of injustice and imbalance.

- ➢ **Professionalism:** RALGA's governance will be conducted in a business-like manner and its staff will be committed to work to the highest standards.
- ➢ **Innovation:** RALGA will be open minded in the pursuit of change and look for new opportunities to increase the quality of work and services in local governments.

With a view to providing the focus on RALGA's mandate and prioritisation which have been lacking in its previous strategic plan, the Executive Committee will, each year, identify key priority activities to be presented to the General Assembly for adoption. This prioritisation will be based on the following issues adopted by the Executive Committee during their retreat in November 2008 at Musanze: Promotion of good governance in local government, strong information and research system, identification and dissemination of best practices, proactive influence in law and policy elaboration, achieving the millennium development goals in relation to poverty reduction, gender mainstreaming, reduced child mortality, and improved maternal health, and promotion of local urbanisation.

3. STRATEGIC OBJECTIVES

RALGA's objective at the level of impact is *to contribute to more equitable, efficient and effective pro-poor services and local development as envisaged by the national EDPRS*. At the level of outcome, RALGA envisions *to be established, by 2015, as a responsive, efficient and sustainable local government organisation in Rwanda*. Four outputs were formulated and describe in this strategic plan what will be put in place to achieve the outcome. They are the results that must be delivered under the mandate of RALGA (representation, lobbying and advocacy, and capacity building).

3.1 *OUTPUT 1*: Rwanda Local Government authorities have been represented by RALGA inside and outside of the country

- *Assumptions***:**

Members maintain ownership of RALGA and in turn it remains fully accountable to them; RALGA continues to receive support from members, central government and development partners.

- *Output Success Indicators:*

a. Evidence of strong membership involvement through well attended general assemblies, Executive Committee meetings, supported by an active commission structure, with respect to the national gender related principles to;
b. RALGA's participation in relevant forums to deal with local government in Rwanda, with clear evidence that this participation has resulted in decision making in the interests of local governments in Rwanda;
c. Evidence that RALGA is perceived as an essential voice of local government in Rwanda by increasing requests from the central government, NGOs and development partners for RALGA's opinion;
d. Evidence that RALGA has successfully represented Rwandese local government in international forums, such as the East African Association of Local Authorities, and the United Cities and Local Governments of Africa (UCLGA) and United Cities and Local Governments (UCLG);
e. RALGA celebrates Local Government innovations and best practices annually.

- *Activities output 1:*

1.1 Organise regular statutory meetings and retreats and follow up recommendations:
This activity covers the political management of RALGA. The General Assembly is responsible for RALGA's governance structure, approves the strategic plan, annual plan and budget and takes decisions that guide the strategic direction of the association. The Executive Committee and the Control Committee will monitor the functioning of the organs of the association and take executive decisions within the framework of the strategic plan and ensure that the annual plans are monitored effectively. They will be supported by the commissions which will undertake detailed policy evaluation and advocacy guidance in specific areas.

Activity success indicators:
- At least one General Assembly will be held each year, with an attendance of over 80% of the members' representatives;
- At least four Executive Committee meetings are held and have adopted at least 8 position papers each year;
- Executive Committee retreats will have taken place every two years (2010, 2012 and 2014) to serve as an internal reflection mechanism on how the association is functioning;
- Each Commission has met at least four times each year;

- RALGA Commissions has each produced yearly at least 2 position papers to aid lobbying and capacity building;
- The Control Committee has produced and submitted one annual report to the General Assembly and 2 reports to the Executive Committee on the implementation of the Strategic Plan and on the management of RALGA.

1.2 Implement agreed decisions made at RALGA internal meetings
The decisions made by RALGA governing bodies and at other internal meetings must be followed by action. The Secretariat will play a primary role in implementation

Activity success indicators are:
- At least 90% of the resolutions taken in RALGA internal meetings implemented.

1.3 Ensure representation in all national level forums:
RALGA will be actively involved in national forums which impact on local governments, and will permanently represent its members in relevant boards such as those dealing with local governance whenever possible. RALGA will need to continue to invest in maintaining and enhancing relationships with MINALOC and MINECOFIN which are of utmost importance for the Districts. RALGA Executive Committee and staff members will also visit and involve counterparts from Central Government in their work.

Activity success indicators:
- Continued membership in national forums that deal with local governance;
- Evidence of opinions expressed by RALGA representatives in such boards;
- Number of follow up activities following RALGA's participation in various forums
- Attendance to the joint sector review meetings
- Participation in the National Decentralisation Steering Committee meetings
- Representation in the Common Development Fund

1.4 Engage and represent Local Government interests in regional & international forums:
Local governments meet, exchange, lobby and learn from one and each other in international forums. RALGA will foster its particular relationship with sister local government associations in the region, as well as SALA-IDA (Sweden) and VNG (Netherlands) as a result of their involvement in the creation of RALGA.

Activity success indicators:
- Strong ties between national local governments associations in Africa and elsewhere;
- Continued membership of EALGA, UCLGA, UCLG, ICLEI -Africa and CLGF
- Active participation in meetings and exchanges such as EALGA, UCLGA, CLGF.

1.5 Celebrate Local Governments innovations and best practices:
In order to strengthen the self-esteem of Local Governments in Rwanda, RALGA will continue to organise the "Local Governments Innovation Day". The function will be

accompanied by radio and television programmes which will positively reflect Rwanda's Local Authorities. The opportunity will also arise in 2013 to celebrate a decade of RALGA, which also allows an event to promote the association and its members. Both will provide opportunities for marketing and sponsorship.

Activity success indicators:
* Attendance by representatives from various categories of stakeholders in decentralisation;
* Newspapers, radio and television positive coverage;
* Best performers rewarded.

1.6 Organise RALGA's 10th anniversary

Activity success indicators:
* Successful organisation of 10th anniversary event in 2013;
* Attendance by delegates from Local Governments, Central Government, Development Partners, Civil Society and sister local government associations

1.7 Continue membership of EALGA, UCLGA and UCLG
RALGA will continue to be an active member of the East African Local Government Association and assume a role in the United Cities and Local Governments of Africa (UCLGA) as well as and in the United Cities and Local Governments (UCLG)

Activity success indicators:
* Periodically renewed membership
* Attendance to the meetings of these organisations

1.8 Make operational RALGA internal communication system

Activity success indicators:
* Effective internal communication system
* Meetings held and information in minutes circulated among staff and members

1.9 Develop and disseminate regular RALGA publications

Activity success indicators:
* RALGA magazine published and disseminated;
* Electronic and hard copy newsletters published and disseminated;
* Evidence of positive results from the internal and external communication procedures that have been developed are reported in annual reports

1.10 Redesign and update the RALGA website
The change in information technology has been rapid in Rwanda, and this development can be a success factor for RALGA. In accordance with the communication strategy, RALGA

website will be an important tool for communication with the membership and other partners as well as within RALGA secretariat. To be effective, it is essential that the website is regularly updated and incorporates relevant news, events and records of RALGA's decisions and actions. RALGA will also create an intranet environment in which it exchanges with its members. RALGA will also develop and seek support for a project to promote e- government in districts in Rwanda, as part of the national strategy.

Activity success indicators:
- Website redesigned as needed;
- Website regularly updated;
- Website is attractive with news, records, policies and other information relevant to the needs of members, stakeholders, researchers and citizens;
- Evidence that visitors to the website are satisfied with content, including members;
- Contribution to E-government strategy.

1.11 Develop RALGA brand communications
Communication is a key element in strengthening RALGA's relationships with its members, stakeholders and citizens. **Brand communications** will enhance RALGA's ability to exercise its national influence.

Activity success indicators:
- RALGA branded promotional materials are developed and disseminated

1.12 Promote RALGA's activities

Activity success indicators:
- Radio and TV broadcasts made on topics of interest for Local Governments;
- RALGA's events coverage by media

3.2 *OUTPUT 2*: Local Government interests are successfully lobbied and advocated by RALGA

- *Assumption*:

Central government and the Parliament will remain with a positive and supporting attitude towards RALGA despite the fact that opinions on some Local Government matters might diverge.

- *Output Success Indicators:*

a. Clear evidence (e.g. in policy papers and legislation) that central government policies have adopted local government viewpoints as results of RALGA lobby;
b. Regular and secure communication between RALGA and its members through meetings, visits to districts, radio shows, website and other forms of communication as reflected in RALGA's communication strategy;
c. There is evidence of a strong research base to enhance the consistency of its lobbying

- *Activities output 1:*

For RALGA members, effective lobbying on their behalf, both collectively and individually is probably their first expectation from their local government association. All actions that aim to influence policies and legislation that impact on local government in Rwanda are grouped under this objective. RALGA is expected to succeed in influencing decentralisation policies and conditions under which funds are transferred to local governments, and to be the advocate of local government interests in enhancing the quality of service delivery, administrative reforms, and public sector retrenchments. Therefore, RALGA will engage in the following activities:

2.1 Identify members' priority issues for advocacy

Activity success indicators:
- Clear mechanisms of identifying priority issues, conducting research, and conducting advocacy activities using the opinion statements;
- Members express priority issues of concern for lobby/advocacy.

2.2 Conduct background research and planned lobby issues
As indicated, the key to successful advocacy is to promote a case that has legitimacy, which can best be achieved by the presentation at an early stage of sound positions based on clear evidence. The research capability required for RALGA staff is, at its most basic, a systematic gathering and compilation of information on unanimous facts. This also requires analytical skills. At its highest level there may also be a need for academic research, which would then require external assistance.

Activity success indicators:
- Priority issues to be lobbied/advocated proactively are indicated in the lobby annual plan;

- Background research is carried out;
- Evidence of an increase in the research capacity of RALGA staff.

2.3 Develop position papers as the basis for lobbying and advocacy

Activity success indicators:
- Position papers are developed for lobby/advocacy purposes

2.4 Develop an advocacy/lobby strategy for every planned issue

Activity success indicators:
- A lobby/advocacy strategy is developed for every planned issue

2.5 Implement advocacy/lobby strategy for every planned issue
RALGA members need assurance that they are effectively represented at national level, to ensure that their needs are articulated and promoted and that policy and legislation are drafted in a way which supports them. In addition to current membership of various bodies, RALGA will monitor relevant bodies to ensure that it is represented at an appropriately high level on any forum which is consulted by Central Government and Parliament for inputs in new legislation and policies.

Activity success indicators:
- Advocacy/lobby strategies developed have been implemented
- Information is reported to members about issues discussed and recommendations made;
- Evidence of continuous follow up and subsequent changes with regard to relevance and interest of RALGA's membership in given bodies;
- RALGA's contributions in different meetings to which it has been invited are recorded.

2.6 Capture ad hoc advocacy/lobby activities undertaken

Activity success indicators:
- Ad hoc, but relevant, activities have been undertaken

2.7 Revise lobby and advocacy strategy
RALGA completed the preparation of its lobby and advocacy strategy in 2007 and started implementing it in 2009. The strategy emphasises the need for research to focus on key issues to obtain relevant data which will support lobbying positions with strong evidence base. This strategy will be revised in 2012.

Activity success indicators:
- The lobby and advocacy strategy is revised based on lessons learnt

3.3 *OUTPUT 3*: Capacities of Local Governments of Rwanda are strengthened

- *Assumptions:*

Local governments appreciate RALGA's role as an intermediary and a direct service provider and also partners in capacity building;

Development partners recognise the role of RALGA as being the bridge in meeting capacity building needs of local governments.

- *Output Success Indicators:*
a. Continuous needs assessment on capacity building needs of member local governments;
b. Database of approved training and technical assistance providers updated every 2 years;
c. Evidence has successfully linked capacity building service providers and its members;
d. Evidence of trainings for District elected leaders;
e. Existence of functioning technical forums;
f. CB activities organised around an annual theme selected by General Assembly.

- *Activities output 3:*

RALGA has a clear vision on its role in Local Governments capacity building in Rwanda, which is set out in its capacity building strategy developed in 2009. RALGA sees its role primarily as a broker between the capacity building needs expressed by its members, institutions that provide capacity building services, donor funded projects and consultancy firms. Identifying, awarding and disseminating best practices, study visits and peer to peer exchanges will remain relevant. The capacity building strategy will be revised in 2013. The activities to be undertaken to achieve this output are:

3.1 Select annual theme for capacity building
RALGA will select an annual theme for capacity building to avoid overload and provide focus.

Activity success indicators:
- One theme to focus on is selected annually by the General Assembly

3.2 Carry out capacity building needs assessment of the Local Government authorities
RALGA will not only invest in documenting capacity building services providers in a database, but also keep track of the needs at the level of their members.

Activity success indicators:
- Needs assessment is carried out;
- Database on the outcome of needs assessment is updated regularly

3.3 Carry out training workshops for newly elected local leaders:
This is a subject area where RALGA has special capacity because of its status and experience. It is a continuation of the work already undertaken following past elections. The

workload will be particularly heavy immediately after the next local elections. Handbooks and other materials will be developed for the newly elected councillors on good governance, decentralisation and related legislation, gender, poverty reduction strategies, localising the MDGs, etc.

Activity success indicators:
- Existence of handbooks and high quality training materials for newly elected councillors;
- Districts councillors have been trained during 3 days every two years;
- Handbooks are updated at least once;
- Evidence of improved leadership capacity reported by trainees.

3.4 Update the database for capacity building service providers to RALGA members:

The capacity building strategy envisages the reinforcement of the strategic facilitation role. This requires databases of both member needs and approved providers. It requires also the selection of a focussed theme in annual capacity building plans as well as training for induction of new members and where no suitable providers exist. The selection of the annual theme is an important part of the process as this may, if appropriate at the time, mirror the theme chosen for advocacy and best practice competitions. This will deliver a powerful strategic focus in a single year across the board and lead to real advances in the capacity of local governments in the service selected.

Activity success indicators:
- Updated database of members' training and other capacity needs in chosen annual priority theme needs;
- Existence of a database on available capacity building service providers for priority needs updated every two years;
- Reports on links facilitated between districts and providers;
- Existence of monitoring and impact evaluation reports.

3.5 Organise regional and international study visits for local leaders as well as inside Rwanda

People grasp and internalize better what they see and touch. Thus, RALGA intends to organise study visits for local government elected leaders and staff to help them open horizons by comparing the way they handle the challenges facing them and the way others do. Various mechanisms are used currently to identify best practices and innovations, but it has to be recognized that they are confined to their initiators and remain unknown enough by other local governments for inspiration. The study visits to be organised will be a good way of marketing such experiences that will feed the inspiration of local authorities.

Activity success indicators:
- Report on study visits organised;
- Number of people who participated in the visits;
- Evaluation report on changes and impact brought about by the study visits.

3.6 Organise technical forums:

One of RALGA's strengths has been the creation and facilitation of technical forums for service managers from all districts to come together to discuss common issues and identify best practices that RALGA commissions will use for advocacy and capacity building purposes according to the theme of the year. This excellent structure will be further enhanced by organising meetings for representatives from the Districts.

Activity success indicators:
- Number of specialised forums that have been organised;
- Evidence of positive feedback from the participants on the usefulness of the exchanges;
- At least 200 people have participated on a yearly basis in specialised forums;
- Number of best practices recommended to peers for replication and to RALGA commissions for dissemination or advocacy.

3.7 Establish partnerships with capacity building providers for Local Governments

A strategy specific to human resources development will be developed and will also be used in the framework of the brokering role. The strategy will serve RALGA in lobbying institutions which are supposed to invest in local governments' capacity building and in guiding them to address appropriately the real needs.

Activity success indicators:
- Partnership agreements have been signed;
- Joint capacity building programmes have been implemented;
- Beneficiaries express satisfaction with these programmes.

3.8 Organise a yearly inter-local government competition on best practices & innovations:

In order to identify the innovations and best practices achieved by local governments, RALGA will continue to organise a yearly competition between local governments at all levels. As part of capacity building, these innovations and best practices will be documented and disseminated in order to be replicated.

Activity success indicators:
- Three themes identified each year by the Executive Committee as basis of competition;
- At least 20 best practices have been presented each year for competition;
- The best competitors are rewarded each year;
- Best practices and innovations are documented and disseminated.

3.9 Support Districts in mainstreaming gender in planning and reporting:

RALGA will maintain a strong focus on affirmative actions that support women political leaders and councillors and to mainstream gender in District Development Plans so that women can play a full part both in RALGA and in member local governments. A gender strategy was developed to that effect in 2007 and approved in 2008. It suggests the support

for districts in conducting a gender audit and in developing local strategies with self evaluation framework. It will be revised in 2013.

Activity success indicators:
- Number of members with local gender plan and self evaluation systems;
- Capacity building events are organised around the gender issue in local governance;
- Activities to support elected female councillors and executives have been carried out;
- RALGA's political structure and personnel comprise at least 40% women;
- RALGA policy documents, plans and reports are gender sensitive;
- Revised strategy in 2013.

3.10 Support to Districts for improved response to reproductive health issues & HIV/AIDS at local level

RALGA will continue its HIV/AIDS programme as it is relevant in local governments' responsibilities with regard to public health. Technical support will be provided to empower elected leaders, health officials and opinion leaders in developing locally and implementing appropriate strategies and programmes meant to promote reproductive health, family planning and prevention of HIV/AIDS.

Activity success indicators:
- Councillors and other key opinion leaders at District and Sector level are trained in reproductive health, family planning and HIV prevention;
- Forums of dialogue between local leaders and opinion leaders at sector level are active;
- Number of HIV positive and HIV negative women of reproductive age using modern contraceptive method increased;
- Number of people who passed voluntary HIV test and received their results increased.

3.11 Support Districts in developing LED strategies

A unit in charge of promoting Local Economic Development was created within RALGA in 2007 with the purpose of reinforcing economic growth and poverty reduction. This purpose is seen as a way of empowering local governments in their efforts to promote good governance, strengthen efficient and effective service delivery, increase transparency and accountability and consolidate social freedom. On the basis of collected strategic information, LED strategies will be built for at least 3 Districts per year as an integral part of a broader strategic planning process. Collective efforts of the public and private sectors as well as communities will be involved into the elaboration process, management and implementation of these strategies.

Activity success indicators:
- Number of Districts supported in planning and developing their LED strategies;
- Number of successful public initiatives to promote LED and governance;
- Existence of a prospectus on the importance, methods, and instruments of LED;
- Report on a survey to assess the impact the LED strategies implemented.

3.4 *OUTPUT 4*: RALGA is strengthened to become an effective, efficient and sustainable membership organisation

- *Assumptions***:**

RALGA manages to attract investment from development partners to sustain an effective programme on behalf of members;
Members are prepared to fund RALGA at a level which will sustain its core activities.

- *Output Success Indicators:*

a. Fully functioning Secretariat with key positions filled
b. The turnover of RALGA staff has decreased
c. Staff performance has increased
d. MIS and M&E system is operational

- *Activities output 4:*

The activities under this output will ensure a well managed and financially sustainable organisation that maximises available resources in the delivery of planned strategic objectives. The ideal picture portrays a well located RALGA office managed by professional and motivated staffs that are committed to strengthening Local Governments and increasing RALGA's visibility to its members through its services. The implementation of this strategic plan will be effectively monitored, and the financial resources and other assets of the organisation will be properly managed in a transparent manner. The activities are:

4.1 Revise and develop a strong membership subscription scheme:
RALGA has benefited from a partnership with Swedish, Dutch and Canadian development partners to provide flexible core funding during its early stages. This has allowed RALGA to become an effective local government association in a short time. But such core funding will be phased out over the life of this plan. Thus, the membership subscription scheme will be revised so that their contributions can, in the medium term, at least sustain the core structure of the association.

Activity success indicators:
- Increased members annual financial contribution;
- Members pay their contribution on time;
- Cost of core activities covered by RALGA own revenues.

4.2 Adopt a cost saving mechanism for expenses related to governing structure
The management will take steps to ensure that the organisation is run properly and effectively. The procurement processes and financial functions will comply with RALGA's procedures manual which will be updated when needed. Technical assistance will be sought from consultants to guide the association in the operation and implementation of this strategic

plan. The technical assistance needs will be defined in accordance with the actual needs and the availability of RALGA's staff.

Activity success indicators:
- Expenses for the governing structure are reduced;
- Allowances for attending meetings are reduced, except for transportation cost and accommodation when necessary

4.3 Develop a financial sustainability strategy focusing on efficiency gains

In light with the financial sustainability strategy adopted in 2009, RALGA seeks to increase membership subscriptions to the level required to sustain its core activities, excluding projects and salaries of the support staff. Other formula, like the progressive formula which allows RALGA to grow at the same rate as its members will be explored. RALGA's challenge is to convince its members that there is value for money. There is also a need to ensure that at least a 17% management fee will be applied for any new project, and other mechanisms will be sought to alleviate the administrative burden of such projects (staff, equipment, office space, etc.). This will not apply for the basket fund of course.

Activity success indicators:
- Ensure percentage is included in each donor programme budget for general cost contribution;
- Part of cost for General Assembly meetings is funded by private sector;
- RALGA acquires dividends from LG Consult;
- Pace of staff cost is reduced

4.4 Establish and make operational the new office and library

The building under construction at Masaka/Kicukiro will provide a high quality accessible environment in which the associations' business can be conducted more effectively. It will comprise a library which RALGA will develop into a documentation centre, not only for itself, but for its members and other stakeholders. It will host most of RALGA's meetings in house rather than using external accommodation. Gradually, the premises will grow into a multipurpose centre to facilitate a whole range of services rendered to local governments.

Activity success indicators:
- Equipment is procured following RALGA procurement rules;
- Office is fully equipped with internal network facilities;
- Number of local government personnel, researchers and students that visit the library;
- Visitors report satisfactory library services;
- Number of publications available;
- The facilities hosts meetings organised by RALGA and others.

4.5 Develop and implement a human resource development programme

The strengths of the Association depend on the quality of the staff. RALGA currently employs highly qualified professional staff. It is essential that the staff are fit for purpose, which means that they should be employed in a structure that will ensure the implementation of RALGA's objectives, and receive training and other capacity development to make maximum use of their skills.

Activity success indicators:

- RALGA staff development programme is undertaken (trainings, overseas exposure, trips, training of trainers, academic courses, etc.);
- Performance management based HR policy is operational;
- A retention strategy is developed;
- Personal targets are set and all staff is appraised.

4.6 Develop MIS and Monitoring and Evaluation systems to report and disseminate findings

RALGA seeks to develop MIS and Monitoring and Evaluation systems to keep track of the implementation of this strategic plan. The systems include a commitment to the preparation of annual action plans and budgets. This will enable RALGA to analyse achievements and gaps and understand why changes in the projected actions have occurred. Following the M&E framework designed for this strategic plan, reports in standardised format will be produced on a quarterly basis to the Executive Committee and annually to the members and stakeholders. In order to keep its development partners informed, RALGA will organize meetings with them quarterly. A mid-term and an end of phase external evaluations of this strategic plan will be conducted respectively in 2012 and 2015.

Activity success indicators:

- Existence of M&E framework and MIS approved by stakeholders;
- Annual report and quarterly reports are available to all key stakeholders to monitor progress and support planning;
- Single financial reporting format is developed;
- Key stakeholders report that data is sufficient and appropriate to support planning;
- Annual audited financial reports produced;
- Mid-term and final evaluation of the strategic plan is completed by external independent evaluators.

Monitoring and Evaluation Framework
For the Implementation of RALGA Strategic Plan 2010-15

CONTENT

Introduction: Performance Monitoring, Review and Evaluation

Performance monitoring and evaluation are two functions that provide different but complementary types of information, both of which are necessary for effective results-based management. In tracking progress, monitoring serves as an early-warning system to alert managers when there are difficulties and impediments to work plan implementation.

Review and evaluation allow for a more in depth judgment about achievements of results measured against a set of indicators, providing an understanding of the factors that influence levels of achievement, success or failure. It provides the basis for informed decision-making for the revision of policies, strategies and programmes.

Performance monitoring, review and evaluation are conducted in relation to two key instruments within the RALGA results framework: Strategic Plan 2010-15 and Annual Action Plan.

Section 1 presents the RALGA Strategic Plan 2010-15 Log frame. **Section 2** provides the Monitoring and Evaluation Framework, which identifies the indicators that will be used to measure progress, describes the role of each of the indicators, their source of verification, frequency of data collection and ascribes responsibility for its collection.

Section 3 provides an overview of the ongoing action plan for monitoring; **Section 4** highlights the mid-term review process; and **Section 5** the evaluation assessments. **Section 6** sets out for reference the business rules for monitoring, review and evaluation. **Section 7** summarizes the roles and responsibilities for monitoring, review and evaluation. **Section 8** describes the guidelines and reporting format for Quarterly reports that can also be used as the basis for formulating action plans.

Annex 1 is an overview of the Monitoring and Evaluation Framework components.
Annex 2 focuses on generating a common understanding of the components of a Log frame: what do hierarchy of objectives, indicators, targets and sources of verification mean; it describes the principals and checklist used to select indicators for the Education Sector.
Annex 3 presents an overview of monitoring and evaluation process.

These guidelines are a work in progress and will be reviewed and improved based on feedback and experience by users during 2010 – 2011.

Section 1: Logical Framework for RALGA Strategic Plan 2010-15

HIERARCHY OF OBJECTIVES

The logical framework (Logframe) for RALGA has been developed in line with the RALGA Strategic Plan 2010-15. Since there is no impact statement in the Strategic Plan, it has been newly formulated in the logframe. The newly proposed statement is however consistent with the Mission and Vision of RALGA and have been aligned with the National Medium Term Strategy (i.e. EDPRS) of the Government of Rwanda.

The **IMPACT** statement is the mid-to long-term beneficial change or impact to which the RALGA plan contributes. The **OUTCOME,** on the other hand, describes the change resulting from uptake, use or implementation of the Outputs by beneficiaries outside the management team. It is to be noted that the Strategic Plan suggests four outcome statements. Best practices and the Government of Rwanda planning framework, however, are based on formulation of only "one" outcome statement. In order to be consistent with the national practice and to make the monitoring and evaluation more manageable, only one outcome statement is proposed in the RALGA logframe which has again been formulated keeping the overall vision of RALGA in mind. The four outcome statements have been reformulated as "outputs". The outcome is greater than the sum of all four outputs proposed and should not be fully deliverable by the management team.

The four **OUTPUTS** describe what will be put in place in order to achieve the outcome. They are the results that must be delivered. The **ACTIVITIES** describe what actions will be undertaken to achieve each output. **Assumptions** describe the conditions which need to exist for completion of activities, and achievement of outputs, outcome and impact. They are outside the control of the management team and cannot be mitigated by activities.

PERFORMANCE INDICATORS, TARGETS AND MEANS OF VERIFICATION

One of the key strengths of the logframe approach is that it builds on how the strategic plan will be monitored and evaluated. **INDICATORS** and **MEANS OF VERIFICATION** are needed to show what data RALGA intends to use to measure progress, and how that data will be collected. In some circumstances there is not enough **baseline data** available against which progress can be measured; in which case the logframe helps to pinpoint the gaps and determine what needs to be done. **INDICATORS** are the standards against which change will be measured. They will help answer the question of how much, or whether, progress is being made towards achievement of RALGA objectives.

A Brief Introduction to Indicators, Targets &Means of Verification

ObjectivelyVerifiable Indicators:

- Tellushow we willrecognisesuccess;
- forceus to clarifywhat we meanbyourobjectives;
- provide a basis forMonitoring, Review and Evaluation.

Indicators shouldbe:

- **S**pecific – to the objectiveit is supposed to measure
- **M**easurable – eitherquantitativeorqualitative
- **A**chievable – at anacceptablecost
- **R**elevant – to informationneeds of managers
- **T**ime bound – so we knowwhen we canexpect the target to beachieved

Indicators must alsoinclude:

> **Quantity:** % Districtswith District Education Plans
>
> **Quality:** that conform to MINEDUCguidelines
>
> **Time:** producedeachyear

Indicators need to beconvertedinto targets:

- Indicators are means: 'reducePrimary pupil: teacher ratio to x'
- Targets are ends: 'reducePrimary pupil: teacher ratio to 50:1 by 2012'

Types of Indicators:

- Qualitative and Quantitative
- Terminal and Formative (Milestones)
- Direct and Indirect (Proxy)
- Product and Process
- Cross-sectoral

Means of Verification:

- Whatevidence do we need?
- Wherewill we get the evidence?
  - > Is it available from existing sources?
  - > Is special data gathering required?

Indicators for the Strategic Plan were selected using the following principles:

Ownership of Indicators

Personnel of the RALGA will be responsible for monitoring and evaluating progress against the set targets and will be held accountable for the results. Therefore, it is important that the indicators are owned by the RALGA team and that there is commitment to their achievement. It is for this reason that throughout the elaboration process, the RALGA Strategic Plan log frame was developed through a series of meetings and was further reviewed in a validation and training workshop. Although it is often difficult to achieve consensus on objectives and targets across departments, or even at times within a department, the process ensured that there was participation in decision making and decisions were made democratically.

Availability of Data

It is important that data collection is cost-effective in terms of both time and financial cost. For this reason data sources that already exist were identified before deciding whether new sources were necessary. It is recommended data is collected as soon as possible to fill up missing gaps particularly in relation to baseline information. The frequency of such data collection and their methodology have been recommended in the Monitoring and Evaluation Framework in Section 2 of this report. **The data collection exercise needs to be costed and added to the total budget for the implementation of the Strategic Plan 2010-15.**

Balance of Indicators

Wherever possible more than one indicator has been selected to accurately measure an outcome in order to provide a more valid, reliable and comprehensive view of progress. Focus is on identification of indicators that measure performance and progress rather than completion of activity.

Clarity

Throughout the process, RALGA staff has been involved in the process of refining indicators to ensure understanding. Only indicators that are easily understood have been selected. Complex calculations and jargon has been avoided.

Logical Framework for RALGA Strategic Plan 2010-15

OBJECTIVES	OBJECTIVELY VERIFIABLE INDICATOR	FROM BASELINE	TO TARGET (2015)	MEANS OF VERIFICATION	ASSUMPTIONS
Impact					
More equitable, efficient and effective pro-poor services and local development	Percentage of citizens in districts who feel they participate actively in local decision making and that local government is listening to and addressing priority concerns	72%	90% by 2015	NURC, IRC opinion survey	EDPRS is successfully implemented.
	Percentage of population expressing satisfaction with service delivery and local development	85%	100% by 2015	IRC, CRC, CSC, survey, Donor and NGO reports, Opinion Surveys, District reports (JAF, CDC & Umudugudu surveys)	Continued political will and ability to work with and through Decentralization principles.
	Percentage of people who believe the local government is accountable and responsive to people's needs	80%	100% by 2015	IRC Report.	
Outcome					
RALGA is established as a responsive, efficient and sustainable local government organisation in Rwanda	Percentage of members that report their needs have been addressed by RALGA	No baseline	90% per year	Perception surveys	The political and / or socioeconomic environment does not deteriorate.
	Number of boards dealing with local governance issues in which RALGA is permanently represented	10 boards and forums	15 boards and forums by 2015	Annual Reports	Enabling institutional, organizational, and operational environment.
	Percentage of block grants transferred from central to local governments	x[1]	y	Government Budget Statement Budget Law	Adequate human, material, technical, and financial resources.
	Percentage of income from donors in the total budget is reduced; also Indicates effectiveness of financial sustainability strategy	68% of donor dependence (2010)	35% by 2015	Annual Financial Statement	
	Financial autonomy of RALGA is improved	2.48% in	15% by 2015	Annual Financial	

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[1] Check with MINECOFIN

		2008		Statement	
Output 1.					
Rwanda Local Government Authorities have been represented by RALGA inside and outside of the country	All RALGA members know and understand its mission and purpose	No baseline	100% by 2015	Perception surveys	RALGA continues to receive support from donors, members and central government
	All member local governments pay their annual contribution regularly	61% 2008-2009	100% by 2015	Annual and financial reports	Members maintain ownership of RALGA and in turn it remains fully accountable to them
	All key partners[2] know and understand RALGA's mission and purpose	No baseline	95% by 2015	surveys	
	Percentage of members expressing confidence in the performance of RALGA as an essential voice of local governments	No baseline	90% by 2015	Perception surveys	
	Percentage of members expressing high level of satisfaction in RALGA in representing their interest in international forums (e.g. East African Association of Local Authorities, United Cities and Local Governments of Africa (UCLGA)	No Baseline	90% by 2015	Perception surveys	
	Percentage of members reporting improved communication with RALGA	No baseline	85% by 2015	Perception surveys	
Activities Output 1					
1.1 Organise regular statutory meetings and retreats and follow up recommendations	General assembly held per year for 123 representatives of local government	2 per year	1 per year with 80% attendance	Attendance sheets signed and verified	Members maintain ownership of RALGA and in turn it remains fully accountable to them
	Number of Executive Committee Meetings held every quarter	4 per year	4 per year		
	Number of Commission meetings held per year	4 per year	4 per year		
	Annual work plan for each commission is set	Does not apply	By May every year	Annual work plan	
	Number of retreats organised	One retreat organised every 2	One retreat organised every 2 years	Minutes of the retreats	

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[2] Based on the Annual Report 2009 these include at least: FDSC, MINALOC, MIGEPROF, MINECOFIN, MINISANTE, NDIS, PSCBS, RCA and REMA.

		years		
1.2 Implement agreed decisions made at RALGA internal meetings	Percentage of resolutions implemented	No baseline	90% by 2015	Minutes of the meeting
1.3 Ensure representation in all national level forums	Number of Joint Sector Review meetings attended	Does not apply	12 by 2015	Annual report
	Number of NDSC meetings attended	1 meeting	2 meetings per year	Annual report
	Permanent representation in CDF established	Does not apply	By March, 2011	CDFMoU
1.4 Engage and represent LG interests in regional and international forums	Number of regional and international forums attended	5 per year	10 per year	Annual report
	Number of forum briefs developed (equal to number of forums attended)	5 per year	10 per year	Briefs
1.5 Celebrate LG innovations and best practices	Number of participants who attend the Local Government Innovation Day	580 participants	700 participants by 2012 (same or more thereafter)	Annual report
	Number of awards granted during LG Innovation Day	6 in 2009	5 per year	Innovation Day report
1.6 Organise 10th Anniversary	Number of delegates in the 10th Anniversary celebration (LGs, Central Government, development partners, civil society)	350 participants	600 participants by 2012 (same or more thereafter)	Annual report
	Number of key note speakers (disaggregated by gender 50:50)	4 males/1 female	3 male/ 3 female by 2015	Annual report
	Number of international delegates (disaggregated by gender 50:50)	x	15 male/ 15 female by 2015	Annual report
1.7 Continue membership of EALGA, UCLGA and UCLG	Membership is renewed periodically	Does not apply	Every year	Subscription fee

	Percentage of all attendance in foreign meetings followed by report to the board	Does not apply	100% Within 3 months of participation by 2011 (same target thereafter)	Briefing reports
1.8 Make operational RALGA internal communication system	RALGA internal communication system is operational	Does not apply	By June, 2011	Tools developed
	Meeting minutes disseminated to all staff/members within two weeks of meetings	Does not apply	Within two weeks after each meeting by 2011 (same target thereafter)	Mailing list Minutes of meetings
1.9 Develop and disseminate regular RALGA publications	Issues of RALGA magazine published and disseminated per year	Does not apply	8 issues by 2015	Magazines
	Monthly electronic and quarterly hardcopy newsletters are published and disseminated	Does not apply	Monthly for electronic version and quarterly for printed version	Newsletters
1.10 Redesign and update the RALGA websites	Number of times RALGA website is redesigned	Once in 4 years	Every 2 years and/or as soon as necessary	Server log
	Number of times RALGA website is updated	Does not apply	Once a week	Server log
	Number of hit s per month	No baseline	150 hits per day	Service log
	Percentage of members expressing high level of satisfaction regarding content of the website	No baseline	90% by 2015	Perception survey
	Number of local government representatives who are satisfied with RALGA website	Does not apply	70% of respondents	Perception survey

	contributing to the E-Government strategy		by 2015		
1.11 Develop RALGA brand communications	Number of RALGA branded promotional materials developed and disseminated	2	10 by 2012	Promotional materials	
1.12 Promote RALGA activities	Number of radio shows	48 per year	48 per year	Radio shows	
	Number of RALGA events covered by the media	No baseline	15 per year		

Output 2

Local Government interests are successfully lobbied and advocated by RALGA	Number of key issues/policies agreed with members to be lobbied in Parliament	0	2 issues per year	RALGA short and mid-term reports	Central government and Parliament will remain with a positive and supporting attitude towards RALGA despite the fact that opinions on several Local Government matters might diverge.
	Number of legislation lobbied in Parliament within a year of agreement with members	0	1 per year	RALGA short and mid-term reports and news media	
	Legislation lobbied by RALGA is passed by Parliament every two years	0	2 by 2015	RALGA short and mid-term reports, news media and official gazette	
	Percentage of members reporting satisfaction with RALGA's lobby and advocacy services	No baseline	85% by 2015	Perception surveys	
	Number of RALGA proposed policies reflected in national level plans and strategies	No baseline	1 per year	National Strategic Documents	

Activities Output 2.

2.1 Identify members' priority issues for advocacy	Priority issues are expressed by members in general assembly meetings	Does not apply	3 per year	Annual reports	
2.2 Conduct background research on planned lobby issues	Background research is carried out	3 in 2010	8 by 2015	Research reports Annual reports	
2.3 Review and develop position papers as the basis for lobbying and advocacy	Number of position papers developed per year	2 in 2010	10 by 2015	Position papers	

2.4 Develop an advocacy/lobby strategy for every planned issue	Number of lobby/advocacy strategies are developed	Does not apply	2 per year	Developed strategies	
2.5 Implement advocacy/lobby strategy for every planned issue	Number of implemented activities within the strategies	Does not apply	75% of the strategy activities achieved each year	Quarterly and annual reports compared to advocacy	
2.6 Capture ad hoc advocacy/lobby activities undertaken	Number of ad hoc advocacy/lobby activities captured	1	2 per year	Quarterly and annual reports	
2.7 Revise lobby and advocacy strategy	Lobby and advocacy strategy is revised based on lessons learnt	Does not apply	By 2012	Revised strategy	

Output 3					
Capacities of LGs are strengthened	Percentage of members reporting satisfaction in the quality of capacity building services of RALGA	72% (May 2009)	90% by 2015	Perception surveys	Local Governments appreciate RALGA's role as an intermediary and a direct service provider and also partners in capacity building
	Percentage of members expressing satisfaction that capacity building services of RALGA address their unique needs	Does not apply	90% by 2015	Perception surveys	
	Number of districts supported in mainstreaming Gender, HIV/AIDS and LED into their policy agendas	No baseline	15 per year	Specific mainstreaming manuals, District Plans, Annual reports	Donors recognise the role of RALGA as being the bridge in meeting capacity building needs of local governments

Activities Output 3.					
3.1 Select annual theme for CB	Number of themes approved by the General Assembly	3 in 2009	1 per year	Official approval statements by General Assembly	
3.2 Carry out CB needs assessment of the Local Government Authorities	Frequency of needs assessment carried out	1 in 2009	Every 2 years	Annual report	
	Frequency in updating database on the outcome of needs assessment	Does not apply	Every 2 years	Database	
3.3 Carry out training workshops for newly elected leaders	Number of training handbooks developed for newly elected councillors	0	3 by December, 2010	Training handbooks	

	Frequency in updating training handbooks for newly elected councillors	Does not apply	Updated in 2013	Updated handbooks
	Percentage of district councillors that receive training every two years	No baseline	80% every 2 years	Training reports
	Percentage of trainees that report improved leadership capacity	No baseline	80% by 2015	Perception survey
3. 4 Update the database for capacity building service providers	Frequency of identifying the capacity building service providers	1 database established in 2010	1 every 2 years	Data base
	Frequency of updating database for capacity building service providers	Does not apply	Once every two years	Database
3.5 Organise regional and international study tours for local leaders as well as inside Rwanda	Number of study tours organised	1 study tour in Rwanda	16 by 2015 (two international)	Study tour report
	Number of beneficiaries	60 participants	405 participants by 2015	Study tour report
	Number of study tour reports for each visit are produced	1 in 2010	16 reports by 2015	Study tour reports
3.6 Organise technical forums	Number of technical forums organised	4 (2010)	8 per year	Annual reports
	Number of participants that attend the forums annually	120	200 per year (on an average)	Attendance sheets
	Percentage of participants that express positive feedback on the usefulness of the forums	80%	90% every year	Meeting evaluation report
	Number of best practices shared	No baseline	8 per year	Technical forum meeting report
3. 7 Establish partnerships with capacity building providers for local government	Number of partnership agreements signed	1 in 2010	1 per year	MoUs
	Number of Joint Capacity Building programs	1 in 2010	1 per year	CB reports

	Percentage of beneficiaries that express satisfaction with the Joint Capacity Building programs	Does not apply	80% by 2015	Perception survey	
3.8 Organise a yearly inter-local government competition on best practices/innovations	Theme identified by the Executive Committee as basis for competition	3 themes per year	Annual 1 theme per year	Minutes of the meeting	
	Number of districts participated in innovation competition	25	30 by 2015	Annual report	
	Number of best practices presented each year for competition	25 per year	30 per year	Annual report	
	Best practices booklet developed and disseminated every year	X	By February every year	Booklet Mailing list	
	Percentage of districts and sectors receive best practices booklet	X	100% by 2012, 100% thereafter	Survey	
3.9 Support districts in mainstreaming gender in LG planning and reporting	Number of districts supported	5 in 2010	30 by 2015	District development plans Gender Monitoring Office reports	
3.10 Support to Districts for improved response to HIV/AIDS and family planning at local level	Number of District Councillors trained as trainers in comprehensive HIV/AIDS and family planning modules	300 in 2010	300 newly elected councillors by 2015	Training reports	
	Number of sector forums of dialogue organised quarterly	416	416	District reports	
3.11 Support Districts in developing LED strategies	Number of Districts supported	2 in 2010	7 by 2015	LED strategies and reports	
Output 4 .					
RALGA is strengthened to become an effective, efficient and sustainable membership organisation	Annual turnover of RALGA staff	15%	5% by 2015	Annual reports/HR records	RALGA manages to attract investment from development partners to sustain an effective programme on behalf of members
	Fully functioning secretariat with 100% key position filled	95%	100% By June 2011	Annual Report	
	Percentage of staff appraisals indicate improved performance	Does not apply	80% by 2015	HR Report	Members are prepared to

					fund RALGA at a level which will sustain its core activities
	MIS and Monitoring and Evaluation system is operational	Does not apply	January 2011	MIS and M&E System	

Activities Output 4.					
4.1 Revise and develop a strong membership subscription scheme	Increased members annual financial contribution	2 millions per District	6 million per district by 2015	Financial reports	
	Percentage of members who pay fees on time	42% as of 6November 2008	90% by March of each year	Financial reports	
	Percentage of cost of core activities covered by subscriptions	8%	60% by 2015	Financial reports	
4.2 Adopt a cost saving mechanism for expenses related to Governing structure	Expenses for the Governing structure is reduced	116% of the total membership fees in 2008	15% by 2015	Financial reports	
	Allowances for attending local meetings is reduced (except for transportation cost and accommodation when necessary)	10,000 RwF/pp (present)	0 RwF by 2012 (same thereafter)	Financial reports	
4.3 Develop a financial sustainability strategy focusing on efficiency gains	Reduce the pace of staff cost	**35% per year**	**15% per year by 2011**	Financial reports	
	Ensure percentage is included in each donor programme budget for general cost contribution	0%	17% from 2011	Financial reports	
	Percentage of cost for General Assembly is funded by the private sector	No baseline	60% by 2011 (same % thereafter)	Financial reports	
	Dividends from LG Consult	0	40 million RwF by 2011 (additional 20 million each year)		
4.4 Develop and implement HR Development Programme	RALGA staff Development Programme undertaken- -(trainings, overseas exposure trips, training of trainers, academic courses)	Does not apply	One per year	HR Report	

	A performance management based HR policy is operational	Does not apply	By January, 2011	HR Report	
	Necessary HR software is procured	Does not apply	By June, 2011	Financial statement	
	An HR Manual is developed and disseminated to all staff members	Does not apply	By January, 2011	HR Report	
	A retention strategy is developed	Does not apply	By November, 2011	HR Report	
	Percentage of staff members trained in HR policy	No baseline	100% by September, 2011	HR Report	
	All staff appraised and personal targets are set	Does not apply	June of every year	HR Report	
	One staff retreat is organised per year	1 retreat in 2009	One per year	HR Report	
	90% staff members attend the annual retreat	Does not apply	90% every year	Attendance sheet	
	Procedure manual updated	Does not apply	By June, 2012	Procurement manual	
4.5 Establish and make operational the new office and library.	Equipment is procured following RALGA procurement rules	Does not apply	By November, 2011	Procurement report	
	The office is fully equipped with internal network facilities	Does not apply	By March, 2011	Annual report	
	Number of local government personnel, researchers and students that visit the library	Does not apply	100 per month (average between 2011-2015)	Library record	
	Percentage of visitors report satisfactory library services	Does not apply	80% per year	Survey	

	Number of publications available	150	1000 by 2015	Annual report	
4.6 Develop MIS and Monitoring and Evaluation systems to report on and disseminate findings	M&E Framework and MIS system approved by key stakeholders	Does not apply	By January 2011	M&E and MIS system	
	Annual report and quarterly reports are available to all key stakeholders to monitor progress and support planning	Does not apply	By September of every year (annual report)	Annual Report	
	Single financial reporting format is developed	Does not apply	By December, 2010	Reporting format	
	Percentage of key stakeholders report that data is sufficient and appropriate to support planning	Does not apply	80%	Perception survey	
	Annual audited and financial reports produced	Does not apply	By September of every year	Audited financial statement	
	Mid-term and final evaluation of the strategic plan is completed by external independent evaluators	Does not apply	December, 2012 and June, 2015	Evaluation reports	

Section 2: Monitoring and Evaluation Framework for RALGA Strategic Plan 2010-15[3]

Indicator	Milestones and Targets					Description of Indicator	Means of Verification	Frequency of data collection (f)/Methodology (m)/ Responsibility (r)
	11	12	13	14	15			
Impact: More equitable, efficient and effective pro-poor services and local development								
Percentage of citizens in districts who feel they participate actively in local decision making and that local government is listening to and addressing priority concerns					90%	Indicates citizen empowerment and fairness in participation and decision-making through transparency and accountability	JGA survey	**F**/Annual **M**/ Perception surveys **R**/ RGAC
Percentage of population expressing satisfaction with service delivery and local development					100%	Indicates transparency, accountability, quality and responsiveness in the delivery of public services	JGA survey	**F**/Annual **M**/ Perception surveys **R**/ RGAC
Percentage of people who believe the local government is accountable and responsive to people's needs					100%	Indicates good governance and measures local governments' responsiveness to local demands	National and international surveys	**F**/Annual **M**/ Perception surveys **R**/ RGAC
Outcome: RALGA is established as a responsive, efficient and sustainable local government organisation in Rwanda								
Percentage of members that report their needs have been addressed by RALGA	73%	75%	80%	85%	90%	Indicates client satisfaction with services provided by RALGA	Perception surveys	**F**/ Annual **M**/Perception surveys applied by third (independent) party **R**/ Executive Committee, PME and third party (TBD)
Number of boards dealing with local governance issues in which RALGA is permanently represented	11 boards and forums	12	13	14	15 boards and forums by 2015	Reflects the consideration of RALGA as a primary stakeholder and an "authority" in local governance issues	RALGA annual and summit reports	**F**/ Annual **M**/Membership records of relevant boards **R**/PME
Percentage of block grants transferred from central to local governments	x[4]				y	Registers commitment of central government to decentralisation	National budget reports	**F**/ annual **M**/ external consultation of MINECOFIN reports

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[3] Where milestones and targets are missing, it is strongly recommended that RALGA establish them by end of 2010 in consultation with relevant stakeholders including Development Partners.

[4] Check with MINECOFIN

Indicator	Baseline				Target	Comments	Means of verification	F/M/R
Financial autonomy of RALGA is improved	2.48% (2008)				15%	Indicates move towards financial autonomy	RALGA financial statements and donor reports	**F/** annual; **M/** regular accounting and financial statements **R/**FAM
Output 1. Rwanda Local Government Authorities have been represented by RALGA inside and outside of the country								
All RALGA members know and understand its mission and purpose	75%	80%	85%	90%	100%	Reflects recognition of RALGA by key stakeholders as representative of LGs and their interests	Perception surveys	**F/** at least once a year **M/**generic multiple option surveys that measure members, understanding of RALGA's role in representing LGs mission and purpose **R/**PME
All member local governments pay their annual contribution regularly	85%	90%	100%	100%	100%	Indicates commitment of LGs to RALGA and vice versa	Annual and financial reports	**F/**annual **M/**quarterly financial reports **R/**FAM
All key partners[5] know and understand RALGA's mission and purpose	80%	85%	90%	93%	95%	Reflects recognition by secondary stakeholders	Surveys	**F/** at least once a year **M/**generic multiple option surveys that measure partners understanding of RALGA's role in representing LGs mission and purpose (to be undertaken with indicator number 2 of output 1 above) **R/**PME
Percentage of members expressing confidence in the performance of RALGA as an essential voice of local governments	75%	80%	85%	87%	90%	Indicates members' acknowledgement and satisfaction regarding RALGA's role and performance	Perception surveys	**F/** annual **M/** perception surveys applied by third party **R/** Executive Committee, PME and third party (TBD)
Percentage of members expressing high level of satisfaction IN RALGA in	70%	80%	85%	87%	90%	Indicates members' confidence regarding	Perception surveys	**F/** annual

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[5] Based on the Annual Report 2009 these include at least: FDSC, MINALOC, MIGEPROF, MINECOFIN, MINISANTE, NDIS, PSCBS, RCA and REMA.

representing their interest in international forums (e.g. East African Association of Local Authorities, United Cities and Local Governments of Africa (UCLGA)						RALGA's role and performance in international forums		**M/** perception surveys applied by third independent party **R/** Executive Committee, PME and third party (TBD)
Percentage of members reporting improved communication with RALGA						Indicates RALGA's effectiveness in communication and overall transparency of its services	Perception surveys	**F**/Annual **M**/ Perception surveys **R**/ Advocacy department

Output 2. Local Government Interests are successfully lobbied and advocated by RALGA

Number of key issues/policies agreed with members to be lobbied in Parliament	2	2	2	2	2	Registers RALGA's capacity of coordination and negotiation with its members	RALGA short and mid-term reports	**F**/quarterly 'lobby reports **M**/RALGA-member meeting minutes **R**/ Advocacy department
Number of legislation lobbied in Parliament within a year of agreement with members	1	1	1	1	1	Reflects RALGA's capacity for lobbying	RALGA short and mid-term reports and news media	**F**/annual **M**/press monitoring **R**/Advocacy department
Legislation lobbied by RALGA is passed by Parliament every two years	1	1	1	1	1	Reflects RALGA's effectiveness in lobbying	RALGA short and mid-term reports, news media and official gazette	**F**/ annual **M**/official gazette **R**/ Advocacy department
Percentage of members reporting satisfaction with RALGA's lobby and advocacy services	73%	75%	80%	83%	85%	Indicates client (member) satisfaction	Perception surveys	**F**/Annual **M**/ Perception surveys **R**/ Advocacy department
Number of RALGA proposed policies reflected in national level plans and strategies	1	1	1	1	1	Registers RALGA's effectiveness in influencing policy at the national level	National Strategic Documents	**F**/ annual **M**/review of national policies and legislation **R**/ Advocacy department

Output 3. Capacities of LG are strengthened

Percentage of members reporting satisfaction in the quality of capacity building services of RALGA	75%	80%	85%	87%	90%	Indicates client (member) satisfaction with quality of RALGA capacity building services	Perception surveys	**F**/compilation of data-at least once a year **M**/perception surveys and questionnaire applied at the end of each training session **R**/Capacity Building Department
Percentage of members expressing satisfaction that capacity building services of RALGA address their unique needs	75%	80%	85%	87%	90%	Indicates RALGA's capacities to tailor its services to its members' needs	Perception surveys	**F**/compilation of data-at least once a year **M**/perception surveys and questionnaire applied at the end of each training session **R**/Capacity Building Department
Number of districts supported in mainstreaming Gender, HIV/AIDS and LED into their policy agendas	12	13	14	15	15	Reflects commitment to deal with these cross cutting issues	Specific mainstreaming manuals, District Development Plans	**F**/ once a year **M**/ review of District Development Plans **R**/Capacity Building Department
Output 4 .RALGA is strengthened to become an effective, efficient and sustainable membership organisation								
Annual turnover of staff decreases	12%	10%	8%	5%	5%	Reflects successful staff retention strategy	Annual reports/HR records	**F**/ annual **M**/HR record **R**/FAM
Fully functioning secretariat with 100% key position filled	100%	100%	100%	100%	100%	Reflects successful completion of RALGA building and HR strategy/retention strategy	Annual Report	**F**/ annual **M**/HR record **R**/FAM
Percentage of staff appraisals indicate improved performance	73%	75%	77%	80%	80%	Indicates capacity development within RALGA	HR Report	**F**/ annual or (twice a year) **M**/180 degree staff appraisals method should be applied **R**/FAM
MIS and Monitoring and Evaluation system is operational	January, 2011	NA	NA	NA	NA	Reflects RALGA's commitment to institutional strengthening	MIS and M&E System	**F**/ one off **M**/external review **R**/PME

Section 3. Action Plan Monitoring Process

ONGOING ACTION PLAN MONITORING

WHO	• Implementation officers
WHAT	• Monitor technical and financial progress in implementing activities in action plans
WHY	• Identify immediate corrective actions in response to problems, delays and departures from what was planned • "Re-programme," or in other words reschedule, revise or cancel activities • Re-allocate financial and human resources within and across action plans
WHEN	• On a continuous basis

Best practice indicates consideration should be given to the following steps:

STEP 1: ANALYZING PROGRESS IN THE IMPLEMENTATION OF ACTIVITIES

- Reviewing the status of activities, that is whether they are being delivered on schedule– if defined in the action plan – and are being implemented as foreseen.

STEP 2: ANALYZING IMPEDIMENTS AND CONSTRAINTS

- Identifying and analyzing impediments and constraining factors (internal and external to RALGA) related to activities where progress is deemed less than optimal.

STEP 3: REVIEWING FINANCIAL IMPLEMENTATION

- Reviewing actual expenditure against estimated planned costs.

STEP 4: IDENTIFYING CORRECTIVE ACTIONS

- Identifying necessary revisions in the action plans: rescheduling, revision or cancellation of activities, re-allocation of financial and human resources within and across action plans.

Section 4. Mid-term Review Process

MID-TERM REVIEW

WHO	• Department head in close consultation with the implementation staff members; external independent evaluators
WHAT	• Analyze progress in achieving <u>outputs</u>
WHY	• "Take stock" of organization-wide progress towards the delivery of outputs • Identify potential problems which might demand their attention; • Inform decision making on re-programming and re-allocation of resources for the remainder of the implementation period.
WHEN	• End of 2012

There are five steps in the mid-term work plan review process:

STEP 1:   **ANALYZING PROGRESS IN THE DELIVERY OF OUTPUTS**

Key tasks are

- Reviewing the delivery of outputs, that is whether they are being delivered as foreseen;

- Determining whether the outputs are proving to be relevant and adequate to achieve the outcome;

- Rating each output as either:

    - "green" indicating progress towards achievement of the output is as foreseen and impediments and risks are not expected to significantly affect progress;

    - "yellow" indicating progress towards achievement of the output is in jeopardy and action is required to overcome delays, impediments and risks; or

    - "red" indicating achievement of the output is in serious jeopardy due to impediments or risks that are expected to significantly alter progress.

An overall colour rating would be assigned in relation to threshold percentile figures:

> *Greater than 85% = green*
> *65 % to85% = yellow*
> *Less than 65% = red*

In assessing progress, a series of concerns need to be addressed. The checklist below provides a simple set of questions for assessing progress. Information from the ongoing action plan monitoring will assist in responding to the questions. It is important, however, not simply to respond with the indicated YES or NO, but to be able to justify the answer.

PROGRESS IN ACHIEVING UNIT RESULTS:	YES	NO
Q1 Are related activities proving relevant and adequate to achieve the output?		
Q2 Are related activities advancing on schedule or have been completed as planned?		
Q3 Have action plan milestones been met as per the M&E framework?		
Q4 Are impediments (e.g. lack of adequate human or financial resources, scarcity of data) or risks (e.g. adverse policy changes, likely budgetary reductions.) expected to significantly affect progress during the remainder of the period?		

STEP 2: ANALYZING IMPEDIMENTS AND CONSTRAINTS

- Identifying and analyzing impediments and constraining factors (internal and external to RALGA) related to outputs where progress is deemed less than optimal.

STEP 3: ANALYZING FINANCIAL IMPLEMENTATION

Key tasks are

- reviewing actual expenditure against planned costs;
- analyzing financial implementation rates.

STEP 4: IDENTIFYING CORRECTIVE ACTIONS

- Identifying necessary revisions in the action plans and consequently the monitoring and evaluation framework: rescheduling, revision or cancellation of outputs, re-allocation of financial and human resources within and across action plans.

STEP 5: RECORDING MONITORING INFORMATION AND FEEDBACK

Key tasks are

- Documenting the findings of the mid-term review and providing the findings to the department responsible for the delivery of outputs (progress in delivery, impediments and constraints, financial implementation, major lessons learnt, and corrective actions); and
- Providing feedback to stakeholders including development partners and local government authorities.

Section 5: Strategic Plan Evaluation Assessment

WHO	• Independent externals
WHAT	• Analyze progress in achieving the outcome
WHY	• Provide a thorough assessment of the achievements in relation to the indicator targets established at the onset • Provide an analysis of the main achievements during the implementation period, success factors, obstacles, lessons learnt and actions required to improve performance
WHEN	• At the end of the implementation period

STEP 1: ASSESSMENT OF EACH RALGA UNIT PERFORMANCE IN CONTRIBUTING TO THE DELIVERY OF OUTPUTS

Key tasks are:

- Providing a bullet point summary of each unit's major achievements towards outputs based on the action plans developed for each department;

- Providing a brief summary description of the most significant success factors, obstacles and impediments that affected each department's delivery performance of output results; and

- Providing a bullet point summary of lessons learned and the required actions for improving performance in the next phase for each department.

In assessing performance, a series of concerns need to be addressed. The checklist below provides a simple set of questions for assessing the performance. Information from the ongoing work plan monitoring, the mid-term work plan review and indicator tracking will assist in responding to the questions. It is important, however, not simply to respond with the indicated YES or NO, but to be able to justify the answer.

PERFORMANCE IN ACHIEVING UNIT RESULTS:	YES	NO
Q1 To what extent have the outputs been achieved? Refer to indicator baselines and targets.		
Q2 Have all outputs been delivered?		
Q3 Did the outputs prove to be (a) relevant and (b) adequate for achieving the outcome?		
Q4 Were there significant differences between actual costs and budget allocations?		

STEP 2: ASSESSMENT OF PERFORMANCE IN THE ACHIEVEMENT OF THE OUTCOME

Key tasks are:

- Providing a "bullet point" summary of the main achievements of RALGA as a whole towards the outcome;

- Assessing the extent to which the outcome has been achieved based on indicator tracking and a review of output delivery;

- Providing a brief summary description of main achievements, success factors, obstacles and impediments of RALGA that affected the achievement of the outcome; and

- Providing a bullet point summary of lessons learnt and the required actions for improving performance in the next phase.

STEP 3: CONSOLIDATION AND ORGANIZATION-WIDE ASSESSMENT FOR THE CONTRIBUTION TO THE IMPACT

Key tasks are:

- Preparing a summary of the main organization-wide achievements towards contributing to the impact relying on information provided in mid-term review and from the above steps;

- Providing a brief narrative assessment of performance in relation to the impact noting key achievements by departments, success factors, obstacles and impediments;

- Providing a bullet point summary of organization wide lessons learnt and required follow-up actions for improving performance in the next phase.

Section 6: Business Rules for Monitoring and Evaluation

ONGOING ACTION PLAN MONITORING

1. The specific process and focus for ongoing action plan monitoring shall be determined by the implementation officer directly responsible for an activity or set of activities. The quarterly reporting template proposed in Section 6 can be considered as basis for developing such an action plan. It is very important that whatever the format of action plan is, it must be closely linked with the log frame and Monitoring and Evaluation framework proposed in this document;

2. Staff participating in ongoing action plan monitoring shall reflect their responsibilities in their performance management agreement;

3. Activities shall be rated "green," "yellow," and "red" reflecting their achievement status.

REVISION OF ACTION PLAN

1. Revision of action plans shall be undertaken based on the findings of the ongoing action plan monitoring and mid-term review;

2. Revision that changes the scope of what is being undertaken to achieve the outputs, raise the cost beyond the approved budget or reallocate financial and human resources within or across action plans must be formally approved by the Secretary General of RALGA after consultation with the Development Partners (DPs)contributing to the basket fund.

MID-TERM REVIEW

1. The mid-term review is mandatory;

2. The status of all outputs in the log frame and the M&E framework shall be reviewed to guarantee:

> - delivery is on schedule and implementation is occurring as technically and programmatically foreseen;

> - impediments and constraining factors internal and external to RALGA, and risks expected to have a significant effect are identified for outputs and activities where progress is deemed unsatisfactory;

> - significant differences between actual expenditure and estimated planned costs are identified and explained; and

> necessary revisions in the M&E framework are identified.

3. The findings shall be reviewed and feedback provided to the internal and external stakeholders;

4. Outputs shall be rated "green," "yellow," and "red" reflecting their delivery status;

5. Department specific findings shall be consolidated and aggregated by outputs;

6. The aggregated findings shall be submitted to the Executive Committee Meeting;

7. A final report shall be prepared for senior management and submitted to the General Assembly.

END OF STRATEGIC PLAN EVALUATION

1. The end of strategic planning evaluation is mandatory;

2. The status of all outputs shall be reviewed to determine:

> - if results based on indicator tracking have been delivered;

> - whether outputs were relevant and adequate for achieving the outcome;

> - whether there were significant differences between actual expenditures and budget allocations and why such differences occurred; and

> - main achievements, success factors, obstacles and impediments affecting the achievement of the unit results as well as lessons learnt.

3. A final report shall be prepared for the General Assembly and development partners contributing to the basket fund.

Section 7: Roles and Responsibilities for Monitoring and Evaluation

SECRETARY GENERAL

1. Advises and guides the Executive Committee on monitoring and evaluation issues, and ensures proper mid-term review and the end of strategic planning evaluation are carried out and reports of these are submitted on time;

2. Consults with key internal and external stakeholders – in cases where major reformulation [material deviation from what was originally agreed], cancellation or addition of new outputs and associated budgets are required.

HEAD OF DEPARTMENTS

As department head and secondary budget holder for the department:

1. Ensures proper action plan monitoring;

2. Coordinates and advises on issues related to mid-term review;

3. Coordinates and advises on the collection of information/data for tracking of result indicators;

4. Advices the need to reformulate, cancel or develop new results on the results of the monitoring/review/evaluation;

5. Makes recommendations to the Secretary General where intervention is required for approval of major reformulation, cancellation or addition of new results and associated budgets;

6. Consolidates reporting;

7. Monitors resources gaps in funding and provides feedback to the Secretary General.

STAFF RESPONSIBLE FOR DIRECT IMPLEMENTATION

1. Performs ongoing action plan monitoring;

2. Collects information/data for tracking result indicators.

3. Consults with the head of respective department, as appropriate, on issues and any required changes to results, including reformulation, cancellation or addition of new results, and associated budgets and action plans based on the results of the monitoring.

Section 8: Reporting Frequency and Reporting Format

It is important to have an identified system of reporting and simple reporting mechanisms which serve the purpose of informing on progress. The section below contains examples of reporting formats which follow the components of the logframe, thus keeping a clear relationship between the logframe and progress. Reporting on the components of the logframe will take place as follows:

Progress / Monitoring Reports:

ACTIVITIES
This will take place quarterly.

OUTPUTS
This will take place annually

Progress Reports: Impact Evaluation

OUTPUT TO OUTCOME
This will take place at the time of the mid-term review

IMPACT
This will take place at the end of the implementation phase

Performance Scoring

Some organisations use scoring systems as an integral part of the monitoring and review process to rate aspects of performance; for example of the likelihood that the outputs and outcome of the strategic plan will succeed (or have succeeded, depending on when the scoring is done).

Scoring can provide important data for accountability, learning and decision-making. With care it may be possible for scores to be aggregated across the strategic plan components/outputs to provide an overall picture of success and value for money. The quality of scoring is clearly a key issue; bad data generates bad conclusions. The system has to be applied consistently and robustly involving relevant stakeholders and partners.

The proposed reporting formats (see below)) have a column for **performance scoring** using a 'traffic light' system. This gives a clear indication of whether an activity or output is 'on track' (has been achieved or will be achieved); 'warning' (may not be achieved – needs immediate action) or 'off track' (will not be achieved). Although a traffic light system is recommended for performance scoring, equal emphasis should be given on "**forward looking mitigation strategies**". This is further explained in the guidelines below. For further details see step 1 of the Mid Term Review Process.

Guidance for Completion of the QUARTERLY REPORT

The following is a suggestion of a standardized reporting format for the Quarterly Reports. This report format is to be used by all concerned Departments of RALGA to prepare their quarterly reports to be submitted to the Executive Committee.

1. Documents needed to complete the report form:

In order to complete the report you will need the following documents:

- o Log frame & Monitoring and Evaluation Framework
- o Action Plan of respective Departments in relation activities as highlighted in the log frame

2. Actions needed before completing the report form:

It is important that there is consistency between all the documents that support planning, implementation, monitoring and evaluation.

i. Identify all the indicators from the Log frame and M&E framework which are relevant to your department and ensure they have been recorded in your action plan.

ii. Identify all the **2010-2011 activities (for example)** for each indicator for your department and ensure they are recorded at Activity level and linked with outputs as reflected in the log frame.

Dates for submission of quarterly reports
Quarter 1: 15th Oct
Quarter 2: 15th Jan
Quarter 3: 15thApril
Quarter 4: 15thJuly

Standardised formatting:
Do not change the column size of the matrix.
Use standardised font and spacing.
    Line Spacing: Single
    Font: Ariel
    Font Size: 10 points

The formatting settings have already been applied to the electronic matrix you receive.

3. How to complete the Quarterly Report

An overview of the report format and how to complete it can also be found below.

Heading in report	Information needed for completion of report
Activities for 2010	You will need your department specific action plan

FOR EACH ACTION IN TURN:

Logframe Output that the Action of your department contributes to.	Identify the appropriate Output which corresponds to the department related action. Although activities have been highlighted in the log frame, you can disaggregate the key activities further and record them accordingly in relation to the output
Indicators for each activity	**Identify and record** the indicator for each Activity for your specific department (follow the logframe).
2009 target	**Identify and record** the target for 2010 for each indicator.
Actual to date	**Identify and record** the actual level of implementation e.g. percentage, number, date (as suggested in the logframe)
Traffic Light system (Red, Yellow, Green)	The Traffic Light system has been developed to support easy identification of progress. **Colour** this column (*and write the initial letter of the colour*) to indicate: – **"green"** indicating progress towards achievement of the output is as foreseen and impediments and risks are not expected to significantly affect progress; – **"yellow"** indicating progress towards achievement of the output is in jeopardy and action is required to overcome delays, impediments and risks; or – **"red"** indicating achievement of the output is in serious jeopardy due to impediments or risks that are expected to significantly alter progress. An overall colour rating would be assigned in relation to threshold percentile figures: *Greater than 85% = green* *From 65 % to85% = yellow* *Below 65%= red* To colour this column you must: Highlight the column *(very important)* then go to: Table > Properties> Borders & Shading > Shading – then Select the appropriate colour > OK> OK The cell/column should now be in the colour you have selected
Department	**Record** the name of your Department
Quarter	**Record** the Quarter that the report is for.
Progress and Challenges	Briefly **describe** the progress that has been made. Identify internal or external factors which have supported achievement. Describe any challenges which have arisen. Identify the reason for the challenges arising and what impact they had. NB: use bullet points and 50 words maximum

Heading in report	Information needed for completion of report
Actions taken to overcome challenges	**Describe** any actions: • that have been taken to overcome the challenges • that are planned to ensure the challenges are overcome Make sure these actions are recorded in your action or operational plan NB: use bullet points and 50 words maximum.
Go back to Step 1 Continue until all Actions have been fully reported on.	

4. How to complete the Quarterly Report (Table format)

Activities	Log frame Output that the Action contributes to	Indicators for each activity	2010/11 target	Actual to date	R Y G	Department/Chamber: QUARTER: Progress and Challenges	Actions taken to overcome challenges
Select the activities from the log frame that are relevant to your Department (you can disaggregate the activities further(	Select the log frame output that the action of your department is contributing to. Number the output as it is numbered in the log frame.	Identify the indicators for each activity using the log frame	Activity level target for specific activity	What has actually been achieved	See description above	Identify Department: QUARTER: Identify which Quarter the report is for. Briefly describe the progress that has been made. Describe any challenges which have arisen. Identify the reason for the challenges arising and what impact they had.	Describe any actions: - that have been taken to overcome the challenges - that are planned to ensure the challenges are overcome
(N.B. This reporting format has been designed as the mechanism through which departments will report to)							

Annex 1: Overview of the Monitoring and Evaluation Framework

Indicator	Targets						Description of Indicator	Means of Verification	Frequency of data collection / Methodology / Responsibility
	2009	10/11	11/12	12/13	13/14	14/15			
Purpose, output and activity indicators should be listed in this column	Baseline and targets foreach indicator shouldberecorded in the appropriate column for the specificyear.						Describes the indicator to ensure: common understanding ; clarification of its value in monitoring performance	The documents, reports or surveys which will provide the verification.	**F**requency: How often will the information be collected? **M**ethodology: What methodology will be used to collect the information? **R**esponsible: Who will be responsible for ensuring the information is collected?