



Inclusive Decisions at Local Level (IDEAL 2017-2021) Act. Nr. 4000000023

ANNUAL PLAN 2018

The Hague, November 2017

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List of Acronyms

ABELO	Burundi Association of Local Elected Representatives (communes)
ACCM	Association of Malian Cercles
ACODE	Advocates Coalition for Development and Environment (Uganda)
ALGASL	Association of Local Government Authorities of Somaliland
AMM	Association of Malian Municipalities
ANICT	National Investment Agency for Local Governments (Mali)
AOPP	Association des Organisations Professionnelles Paysannes (Mali)
APD	Academy for Peace and Development (Somaliland)
ARM	Association of Malian Regions
APLA	Association of Palestinian Local Authorities
ARC	Addressing Root Causes
CCDC	Comités Communaux de Développement Communautaire (Burundi)
CLE	Local water committee (Mali)
CLGB	Comités Locaux de Bonne Gouvernance / Local committees for good governance (Burundi)
CMS	Comités Mixtes de Sécurité / Local security committees (Burundi)
CNDD-FDD	National Council for the Defense of Democracy-Forces for the Defense of Democracy (Burundi)
CS(O)	Civil society (organisation)
CTD	Technical advisors on communal development (Burundi)
DELOG	Development Partners Network on Decentralisation and Local Governance
DLG	Comités Locaux de Bonne Gouvernance
DNH	National Hydraulic Authority (Mali)
DSH	Department for Stabilisation and Humanitarian Aid
ED	Executive Director
EDPRS	Economic Development & Poverty Reduction Strategy (Rwanda)
EKN	Embassy of the Kingdom of the Netherlands
FMDS	Financial Management Development Strategy (Uganda)
GIRE	Integrated Water Resources Management (Mali)
HS	Human security
IATI	International Aid Transparency Initiative
IDP	Internally displaced person
IWRM	Integrated water resource management
JADF	Joint Action Development Forum (Rwanda)
JPLG	UN Joint Programme on Local Governance and Decentralised Service Delivery (Somalia)
KEC	Kapoeta East County (South Sudan)
KNC	Kapoeta North County (South Sudan)
KSC	Kapoeta South County (South Sudan)
LC	Local Council (Uganda)
LED	Local Economic Development
LG	Local Government
LGA	Local Government Association
LGB	Local Government Board
LGCP	Local Government Capacity Programme
LGI	Local Government Institute
LGU	Local government units (Palestinian Territories)
LODA	Local Administrative Entities Development Agency (Rwanda)
LOGOSEED	Local Governance and Service Delivery Project (South Sudan)
LTE	Long term expert
M&E&L	Monitoring & Evaluation & Learning
MDF	Municipal development forum (Uganda)
MDLF	Municipal Development and Lending Fund (Palestinian Territories)
MINALOC	Ministry of Local Government (Rwanda)
Mol	Ministry of Interior
MoLG	Ministry of Local Government
MoU	Memorandum of Understanding

MTR	Mid-term review
MWRI	Ministry of Irrigation and Water Resources (South Sudan)
NRO	Netherlands Representative Office in Ramallah (Palestinian Territories)
Oc	Outcome
OPM	Office of the Prime Minister (Uganda)
OSC	One stop centre (Rwanda)
OSR	Own source revenue
O&M	Operations and maintenance
PAI	Plan Annuel d'Investissement (Burundi)
PCDC	Plan Communal de Développement Communal / Community development plans (Burundi)
PDESC	Commune Development Plans (Mali)
PEA	Political Economy Analysis
PPP	Public Private Partnership
RALGA	Rwanda Association of Local Government Authorities
RFEL	Local Elected Women's Network (of ABELO)
RHA	Rwanda Housing Authority
RPM	Resident Programme Manager (of IDEAL)
SDC	Executive Director
SDIP	Strategic Development and Investment Plan (Palestinian Territories)
SSP	South Sudanese Pound
TALD	Territorial Approach to Local Development
ToC	Theory of Change
UAAU	Urban Authorities Association of Uganda
UCLG	United Cities and Local Governments
ULGA	Uganda Local Government Association
WASH	Water, sanitation and hygiene
WEES	Water for Eastern Equatoria State, Phase 2 (South Sudan)
WMC	Water management committee (South Sudan)

1

Executive Summary

This is the Annual Plan 2018 for the IDEAL programme. The first section of the report covers the overall programme-level, followed by 7 country-specific chapters, the annual budget, and finally the annexes.

Short Programme Overview		
Programme title	Inclusive Decisions at the Local Level (IDEAL 2017-2021)	
Location	<ul style="list-style-type: none"> • Burundi • Palestinian Territories • Somalia • Uganda 	<ul style="list-style-type: none"> • Mali • Rwanda • South Sudan
Activity number	Act. Nr. 4000000023	
Contractor	VNG International, Nassaulaan 12, 2514JS The Hague	
Contracting authority	Netherlands Ministry of Foreign Affairs Rijnstraat 8 2515 XP The Hague	
Primary Beneficiaries	46 Local Governments and 7 Local Government Associations: 8 LGs and 1 LGA in Burundi; 5 LGs and 1 LGA in Mali; 16 LGs and 1 LGA in the Palestinian Territories; 6 LGs and 1 LGA in Rwanda; 2 (or 3) LGs and 1 LGA in Somalia; 3 LGs in South Sudan; and 6 LGs and 2 LGAs in Uganda	
Secondary Beneficiaries	The citizens of the 46 target local governments.	
Programme Impact	Increased capacity of local governments to cope with fragility risks	
Programme Outcomes	<ul style="list-style-type: none"> • More responsive and effective service delivery by local governments • More inclusive and participatory decision-making processes within local governments • An improved institutional and policy environment 	
Programme start date	1/1/2017	
Programme end date	31/12/2021	
Project duration	60 months	
Total programme budget	€ 17.5 mln	
Date of report	1 November 2017	

2 Programme Level

2.1 Lessons Learned from 2017

IDEAL sets the focus of VNG International's learning agenda on a number of cross-cutting thematic and managerial topics, such as inclusiveness and gender mainstreaming, fragility, and institutionalization of programmatic and organizational learning. These topics were incorporated into the country programmes. Taking into account the essential caveat that with a seven-country programme no lesson is ever applicable to all countries, recurrent insights from the countries are:

- **Need for increased and conflict-sensitive involvement of communities** in our country programmes and already our activities moved in that direction. Besides increased inclusive decision making being one of our outcome areas, experience from the countries show a number of contextualized approaches, such as working through local development committees instead of local security committees to bypass the infamous *Imbonerakure* at LG level in Burundi, involving the private sector needs for LED policy input (the Palestinian Territories), or more mixed interventions aimed at community-LG synergies (South Sudan);
- Increasing **coordination with other implementing agencies** is important, especially with an eye on avoiding duplication and ensuring the added value of VNG activities in increasingly donor-filled environments. Experiences in South Sudan (WEES programme, Netherlands Embassy) and Mali (Méquétan, GIZ) show the need for us to provide complementary contributions through our governance interventions where structural systems for sustainable development are not functional. It is important for IDEAL to position itself clearly, decreasing risks of being 'overshadowed' by large related programmes (e.g. UN Joint Program on Local Governance, Somalia).
- The **fragile contexts** of our target areas remain an issue that requires an approach that is constantly able to **adapt to quickly changing circumstances**, especially with regard to the security and safety of staff (e.g. Mali, South Sudan), and understanding of the programme environment, which is exemplified in Somaliland where we have started up operations this year, investing in intricate knowledge of power structures on the ground (e.g. clan context).

Lessons learned during this formative year are most clear when compared to LGCP. The Ministry's request for **closer trilateral coordination** between the Ministry, IDEAL management and the Embassies (e.g. Embassy involvement in annual planning, advisory committees) has been received largely positively for its potential for more local ownership and better incorporation of the programme in other Dutch-funded interventions in the target countries (multiplier effect). However, establishing the best and most efficient modus for cooperation also requires more efforts in fine-tuning and planning, at headquarters as well as country-level.

We strove, with a measure of success, to **increase cohesion between the various country programmes** as opposed to LGCP. To that end, we appointed overarching learning, conflict sensitivity, gender and communication coordinators, who set out to develop programme-wide guidelines and strategies on each theme. We commissioned the design of an online IDEAL

"IDEAL's thematic focus stimulated learning in 2017"

"Thematic, programme-wide guidelines and strategies increase cohesion between country programmes"

communication strategy (forthcoming) and visual identity that unites all seven country programmes into one core message. We organised an RPM workshop event in the Netherlands where all seven country teams were inducted on IDEAL thematic orientation and management instruments. It was appreciated by the field teams and will be repeated in 2018. At the same time it raised questions on how the field perspective can be sufficiently and cohesively be incorporated in management structures at headquarters level and vice versa. As we move into 2018, the cohesion of the programme remains an active learning theme that has our focus.

2.2 Risk Analysis 2018

The IDEAL proposal and inception report contain comprehensive risk analyses. Moreover, the chapters below have detailed risk analyses for each of the target countries. In order to not repeat what has already been stated there, the table below will focus specifically on the risks at overall programme level that are most relevant for 2018, including contingency plans. The risk analyses at country level focus on the most important foreseen risks for 2018 at country level.

Table 1: Overview of risks at programme level (in addition to IDEAL proposal, inception report, and country-level risk analyses)

Identified risk	Probabi- lity (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk area: Programme management				
Country programmes, in the first full year of implementation, start to divert from the programme ToC.	2	4	We will monitor progress and will facilitate cross-country exchange on IDEAL themes and the ToC.	Based on programme level monitoring adjustment of country level focus will be applied where needed.
Risk area: Political / financial				
Reduced political commitment and/or budget cuts following a change in policy priorities in the new Dutch government	2	4	See inception report. At the moment we assume that the coalition agreement provides sufficient basis to support the relevance of IDEAL.	Should there be indications that a change in policy priorities might affect IDEAL we will consult with DSH on a responsible and fair way of dealing with repercussions
Risk area: Thematic				
IDEAL does not sufficiently adapt to relevant international developments (e.g. best practices) in the field of fragility and local governance.	2	3	IDEAL managers are involved in working groups, platforms, etc. on these topics. The Advisory Board will further guide us on developments in the field. Our M&E system is reviewed annually.	Should we highlight an area where our results framework or programme strategy needs to be adjusted, we will take steps to do so in consultation with DSH.
The IDEAL programme negatively influences inclusiveness and social cohesion in the target countries.	2	4	See inception report.	Thoroughly analyse which assumptions/rationale caused the negative contribution, as a learning tool and a basis for formulating a response to the situation.

2.3 Planning January - December 2018

In 2018, the following activities at the level of programme-wide activities will be implemented:

- Regular **recurring management tasks** of team management, (IATI) reporting, financial management, development of formats/templates for programme management, coordination of development of the Annual Report 2017 and Annual Plans 2019.
- Organizing the two **IDEAL Advisory Board** meetings: one (video conference) meeting in the Spring and one (face-to-face) meeting in the Fall.
- Programme level workshop for all IDEAL Resident Programme Managers (RPMs) in order to promote **cross-country exchange of experience** and fine-tuning of the application of management instruments and thematic approaches.
- Cross-country **exchange activities**, e.g. targeting the different local government associations (LGAs) involved in IDEAL, or with a specific regional focus.
- Workshops for the IDEAL team on **M&E&L, conflict sensitivity, and/or gender sensitivity**, to facilitate further understanding of (and provide **practical tools** on) how to integrate this in our programme management and implementation. These activities will also stimulate cross-country exchange of experience and promote **programme cohesion**.
- Participation in and contribution to the Development Partners Network on Decentralisation and Local Governance (**DELOG**), particularly DELOG's **Decentralisation and Local Government (DLG) in Fragile Contexts working group**, as well as hosting of the annual conference in The Hague in May. The DLG in Fragile Contexts working group focuses on exchanging best practices and lessons learned on promoting social cohesion and sustaining peace in fragile situations through DLG. Contributions to other relevant platforms (e.g. Global Partnership for Effective Development Cooperation, Knowledge Platform on Security and Rule of Law, UCLG) will be considered on case by case basis.
- The IDEAL **communication strategy** (see Section 2.7) will be implemented in line with the needs and opportunities identified in our activity plans. An IDEAL website will be brought online and other communication tools will be developed (banners, standard presentations, promotional materials, etc.) in line with IDEAL's core message and visual identity.

"Sharing results of workshops and activities stimulates cross-country learning and cohesion"

"Best practices and lessons learned are shared by and with our partner networks"

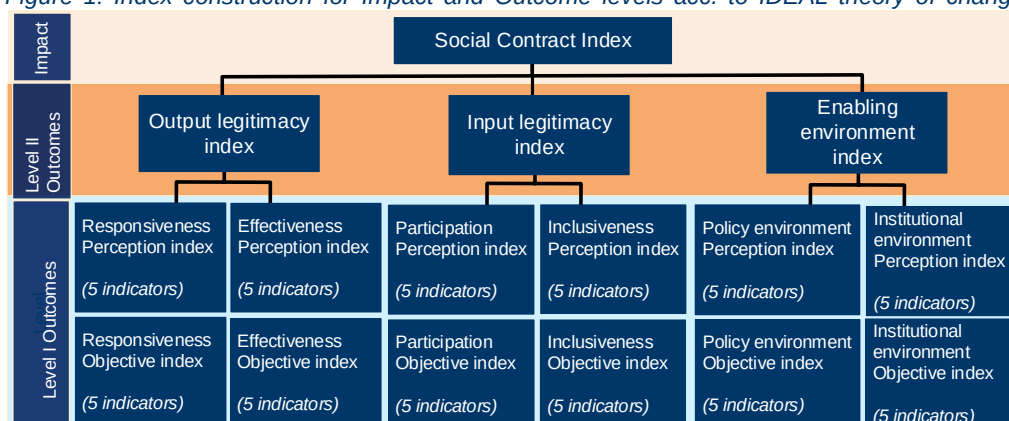
2.4 Monitoring, Evaluation & Learning

The inception report outlined the main features of our M&E&L system. In 2018, we will further fine-tune this system where necessary, based on the baseline findings, implementation experiences thus far, and input of the Advisory Board. For example, given IDEAL's focus on inclusive governance, we will continue to explore how to further include **variations across societal groups** (e.g. marginalised groups, different ethnic groups, minorities, as relevant for the country and LG context), taking into account social fragmentation as a key source of fragility, in our M&E&L system. The advisory committees will also be consulted in the process.

2.4.1 Outcome and impact target formulation

As per our M&E framework, IDEAL's outcome level is expressed in a series of indexes. These are based on **60 indicators** that were measured in each target LG during the baseline study:

Figure 1: Index construction for Impact and Outcome levels acc. to IDEAL theory of change



Each outcome consists of **two key concepts** (e.g. “responsiveness” and “effectiveness” for Outcome 1), which are each measured through 5 **perception indicators** and 5 **objective indicators**¹. Each set of 5 indicators forms an **index**. Therefore, there are 4 indexes per outcome. Country teams have formulated targets for these indexes per target LG for Outcomes 1 & 2, and at country level for Outcome 3. The targets are based on expected changes for each indicator² as a result of our intervention.

In general, country programmes aim for an **increase of 7-10 percentage points on the social contract**. Furthermore, most country programmes have **higher ambitions for input legitimacy** than the other outcomes, also based on the conclusion of the baseline that this was generally a weaker component of the social contract. Generally, we have lower ambitions for the enabling environment, partially because it is less within our sphere of control (especially regarding the national policy environment). Several countries face climates of (self-)censorship, whereby the scores on perception indicators (and thereby indexes) are perhaps more difficult to influence and/or are a less accurate reflection of the state of affairs. In general, our higher ambitions are reflected in the objective indexes. To get an idea of each country programme’s **ambition level** and their **focus** within the overall framework, please consult the country-specific chapters below.

2.4.2 Learning objectives 2018

In accordance with the learning strategy set out in the inception report our learning objectives are divided in 5 main categories: Relevance, Strategy, Management, Effectiveness & Efficiency, and Sustainability. For more details, please refer to the Learning Strategy (available upon request).

¹ The full list of Outcome indicators was annexed to the inception report.

² Perception indicator scores improve if an increased % of citizens (Outcomes 1 & 2) or LG stakeholders (Oc 3) answer “(Strongly) Agree” to the survey question. Objective indicator scores increase if processes within LGs (Oc 1 & 2) or LGAs / national institutions (Oc 3) improve, as scored by an analyst, based on 4 indicator levels (a sufficient % has to be reached to move up a full category):

0 = inexistent, very poor, has a negative impact;

33 = existent, not satisfactory, continuity at risk;

67 = positive, room for improvement, continuity but fragile;

100 = very good, sustainable, institutionalised.

“Based on the dual method of organic and specific learning, 2018 will mainly focus on Relevance & Strategy”

For 2018 the focus will mainly be on Relevance and Strategy. The table below shows our main learning objectives for 2018 and the related 5-year learning objectives (for the full matrix please consult Annex 1). The 2018 learning objectives are not meant to provide definitive answers to the overall learning objectives, but rather to address specific angles of these overall learning objectives. These angles are chosen in relation to the lessons learned from 2017, the foreseen activities and learning opportunities in the field in 2018, and taking into account the phase that the programme finds itself in (namely the first full year of implementation). Answers to the objectives will be sought in accordance with the dual method of **organic and specific learning** elaborated in the inception report.

Table 2: Learning objectives 2018 in relation to IDEAL’s 5-year learning objectives

	5-year learning objectives	2018 learning objectives
Relevance	What can we learn from the programme’s observable impacts in terms of the IDEAL approach’s relevance? Is the legitimization /reinforcement of the social contract the right approach to maximize our impact?	Is the programme’s approach still relevant for local counterparts? How has the programme’s approach been adapted to contextual/operational challenges in order to maintain relevant?
	How does IDEAL’s approach relate to those of other players operating in fragile and conflict-affected countries and what is IDEAL added value?	What are the main elements of IDEAL’s added value as compared to the work of other development programmes/agencies? Once activities started, did complementarity/overlap issues arise with other programmes/agencies? How were they addressed?
Strategy	Does our programme implementation strategy prove to be adapted to the specific contextual constraints? If yes, how did we achieve that? If no, why not?	How has the transition from the assumptions in the Inception Report and Annual Plan 2018 to the actual implementation worked out in practice? Are there significant mismatches?
	Are good practices or lessons to be learned regarding the programme’s capacity to deal with key contextual constraints (e.g. political polarisation, insecurity, IDPs)?	Similar to the 5-year learning objectives.
	Did the programme design and implementation strategy incorporate gender adequately? How was this achieved? Is this a practice worth being reproduced?	How has gender been treated in programme activities? Have we encountered unforeseen difficulties to realise the provisions of the programme implementation strategy? What would be the main lessons learned?
	What is the value of working with/through associations of municipalities and how can this be improved in order to better address the specificities of working in fragile countries?	How has been the cooperation with the LGAs throughout the implementation of the programme activities and what seem to be the main factors enabling/hindering a positive role of the LGAs in the process of programme implementation?
	What were the key tools applied in our programme activities? Did they prove effective? Why?	Similar to the 5-year learning objectives.

2.5 Advisory Board and Advisory Committees

The role and members of the IDEAL Advisory Board, as well as the relationship between the Advisory Board and the country-level Advisory Committees, have been outlined in detail in the inception report. It is important to emphasise here the **advisory role** of these bodies – they are not formal entities that approve plans and reports.

*“The Advisory Board provides **advice and reflections** on programme-wide thematic, managerial, and/or policy issues and developments”*

The Advisory Board provides **advice and reflections** on programme-wide thematic and managerial issues, annual reports and annual plans, and will assist in identification of lessons learned and best practices (within IDEAL or externally). The Board will do so on the basis of the members’ expertise in the sector, as well as relevant policy developments, donor programming, research, and minutes of Advisory Committee meetings. Comments from the Advisory Board are subsequently shared with the country teams (and their Advisory Committees).

Advisory Committees exist as country-level platforms to jointly reflect on and discuss IDEAL’s progress, (developments in the) programme environment, thematic issues (e.g. in the chosen policy sector), and/or the role of local governments in the respective IDEAL country. The Advisory Committees are also platforms through which **coordination with other actors** is stimulated. The meetings will foster an **open and safe environment** for discussion. The Netherlands Embassy of each respective IDEAL country is invited to participate in these meetings and can decide if and how they wish to do so. Further details on the composition and frequency of meetings of Advisory Committees can be found in the inception report and the country chapters below.

2.6 Conflict sensitivity and gender sensitivity: IDEAL approach

2.6.1 Conflict sensitivity

“The IDEAL conflict sensitivity guide will serve as instrument for the implementation of conflict sensitivity at country level”

Country programmes update their local and national **political economy analyses** (PEAs) of the selected policy area and intervention zone on a yearly basis, including a forecast analysis of the involved actors (including informal actors), **inclusivity obstacles** and possible (negative) impact of the programme on context and vice versa. Findings of the analyses conducted so far have been extrapolated to the 2018 risk analysis, mitigation strategies, and contingency plans. In 2018, several country programmes will conduct **conflict and gender analyses of the pilot LGs and LGAs** as a basis for conflict sensitivity, additional to local-level PEAs conducted in 2017. **Hybrid government structures** and **informal governance actors** will be taken into account in these analyses, as well as **horizontal and vertical relations, and regional dynamics** relevant for the context in which IDEAL operates. **Differences across societal groups** will be noted, as well as the representation of (marginalised) groups in the formal and informal local institutions, including LGs and LGAs. These analyses also aim to avoid a siloed approach of the programme, i.e. isolating LGs and LGAs in our interventions, and ensure proper embeddedness in the local context. The advisory committees will have an important role in monitoring this. In addition, all country programmes have included relevant **national actors** in their advisory committees or other structural exchange mechanisms in order to maintain a stronger link between our local-level work with national-level developments, as well as keep relevant national actors informed and supportive of IDEAL.

The **IDEAL conflict sensitivity guide** will, after its finalisation in collaboration with Clingendael Institute, serve as instrument for the implementation of conflict sensitivity at country level. Where necessary, **additional training** will be provided to RPMs, implementing partners, staff and beneficiaries. Furthermore, the IDEAL programme will actively contribute to the recently launched initiative by EKN and International Alert (in amongst others Burundi) on better integration of conflict sensitivity in Dutch aid programmes.

2.6.2 Gender sensitivity

Country teams have formulated or are formulating **gender strategies and work plans** in collaboration with **The Hague Academy for Local Governance** or other (e.g. local) gender experts, based on the **gender analyses** conducted in 2017 and the **gender-sensitive programme management training** held in September during the RPM workshop in The Hague.

“IDEAL sets high ambitions in terms of inclusion of women in participative policy and decision-making processes”

The approaches all include high ambitions in terms of **inclusion of women and/or youth** in participative policy and decision making processes, as an answer to certain **structural barriers**. In the various country programmes, the set targets will – amongst others – be pursued through gender workshops for local elected men and women and their constituents. **Replication and multiplier effects** will be promoted through tools and training materials, **training of trainers**, **inclusive roundtables** on decision making and service delivery. To promote local ownership, capacity building plans combine international and local expertise; **local elected women’s networks** will be strengthened and empowered for more effective participation in public life. In addition, development of **gender sensitive policies and plans** in LGAs will be supported as a prerequisite for the representativeness of their lobby and advocacy strategies.

Furthermore, **gender sensitivity guidelines** are being finalized that will guide country teams in their programme management and implementation. These will also include security and safety considerations, both for participation of women and youth in IDEAL activities, as well as in decision making processes and as recipients of government services. Moreover, attention is paid to **intersectionality of power dynamics**, acknowledging that women and youth do not fall into a single category, but experience differing degrees of exclusion and vulnerability based on various factors, such as ethnicity, religion, socioeconomic status, etc.

2.7 Communication

“Communication agency WAVV will transform IDEAL’s core message into a visual identity”

Through its communication IDEAL aspires to inform its direct and indirect stakeholders on the programme in an accessible, effective, and appealing manner. In the last quarter of 2017 we are finalising IDEAL’s **communication strategy**³ in close collaboration with WWAV, a communication agency specialised in non-profit organisations. This communication strategy will detail IDEAL’s **core message** and the target audience the programme aspires to reach. Additionally, it will contain IDEAL’s **visual identity, approach and instruments** we will use to **convey our message**. Finally, to accommodate the communication strategy to the varying communication needs within the different country contexts, brief **communication strategies at country level** are developed, as well as country specific communication instruments (e.g. brochures).

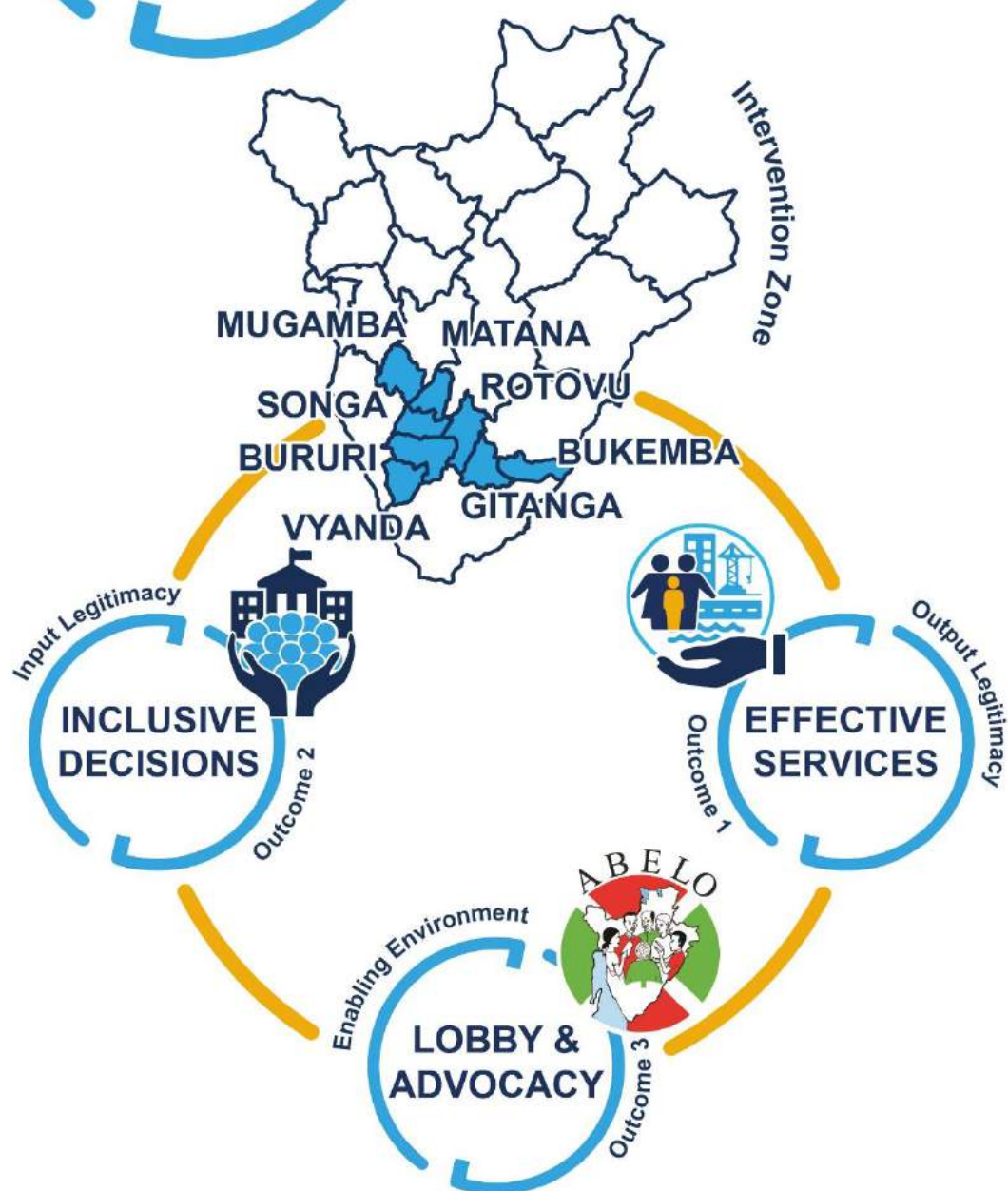
By streamlining the programme’s communication through this strategy, and by implementing the strategy through the use of one single communication agency, the programme ensures it will **communicate in a uniform way with a common message**, rather than seven diverging styles of communication developed at the country level.

³ Available upon request in early 2018.

Objectives

The capacity of 8 communes in Burundi to cope with fragility risks in the area of human security has improved.

BURUNDI



3 Burundi

3.1 Lessons Learned from 2017

"IDEAL BI's change in programme strategy, based on conflict analysis, was endorsed by all target groups"

The conflict analysis revealed that *Imbonerakure* is present in all of the pilot communes and actively participate in CMS⁴ meetings. As such, they undermine credible inclusive decision making processes at CMS level. Therefore the programme decided to **change strategy** by targeting the local development committees at commune level and local committees for good governance at community level as a platforms for **inclusive dialogue on human security** (rather than the CMS platforms). Apart from a few questions on the involvement of the CMS during the programme's kick-off meeting, this shift in strategy was endorsed by ABELO and the pilot communes resulting in the signing of MoUs between all pilot communes, ABELO and VNG International. The **needs analysis** conducted in September underlined the need to **invest in CS** present in the intervention zone and to **strengthen dialogue structures** at community level in which associations can jointly formulate an agenda to engage in participatory decision making processes with the local administrations. With view on the implementation of result areas one and two at the level of the pilot communes, the programme decided to contract a long term expert who will be in charge of the technical support to the communes and CSOs. With regard to the national government, we learned to be very careful how and what to communicate, as the programme works on quite sensitive issues. In this regard, we opted not to share the complete version of the conflict analysis with national or local governments, also not to endanger researchers and respondents involved in the study. After having conducted the kick-off meeting, the first Advisory Committee meeting and several meetings with various stakeholders (e.g. ARC consortiums) and the Embassy, we can proudly say that **the IDEAL Burundi programme and its approach is found relevant** by our beneficiaries and (international) players active in the local governance and human security sector.

3.2 Targets at Outcome and Impact Level for 2021

The political and social climate in the country remains tense, resulting in a very fragile freedom of speech, association and assembly. This creates a climate of censorship and self-censorship which has to be taken into account whilst interpreting the baseline data and setting targets. Therefore we opted to be realistic and no too ambitious in setting the targets. The ambition for each single indicator varies between +0 till +50% depending on the baseline scores and our assessment of realistic opportunities for improvement. As for the **output legitimacy index**, we aim for a 20% increment. Within the output legitimacy index, we assess that the responsiveness perception indicator 'policies of the LGs address the most urgent needs of youth in the policy area' to have the highest potential for improvement as the baseline score was quite low on this



⁴ Comités Mixtes de Sécurité (CMS) are local security committees composed of representatives of the local administrations, police, local courts, military, intelligence services and in theory Civil Society.

“IDEAL BI has high ambitions at the level of participation”

indicator and the programme will put heavy focus on this aspect. When it comes to the **input legitimacy index**, our ambitions are somewhat higher resulting in a target of +31%. The programme has quite **high ambitions at the level of participation**, in particular the reflection in the policy making process of women’s and youth’s involvement at local level. On the other hand, given the current context, we have lower ambitions regarding the level citizens feel they can disagree on topics related to human security with leaders or other individuals in public (one of the inclusiveness perception indicators). We aim to lift the **enabling environment index** score with a modest 15% as the baseline index was already quite high at 57. Within this category, our ambition is highest at the level of the indicator ‘the LGA provides support to LGs regarding gender sensitive policies and related services in the policy area’. From a geographical point of view there are no substantial differences between the eight pilot communes in terms of estimated increments of the output and input legitimacy indexes combined, ranging from +20% (Bururi) to +34% (Gitanga). All of this results in a target of **+23% of the social contract index**.

Targets 2021		Vyanda		Songa		Bururi	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P ⁵)	49	60	57	65	44	53
	Responsiveness (O ⁶)	47	53	40	47	53	60
	Effectiveness (P)	40	50	50	63	33	41
	Effectiveness (O)	40	53	47	53	47	53
	Participation (P)	49	60	56	67	43	55
	Participation (O)	40	67	33	60	60	67
	Inclusiveness (P)	50	60	60	67	43	53
	Inclusiveness (O)	27	40	27	33	40	47
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-
Oc level	Output legitimacy	44	54	49	58	42	51
	Input legitimacy	42	57	45	57	45	55
	Enabling env.	57	65	57	65	57	65
Social contract (impact level)		45	57	49	59	46	55

Targets 2021		Matana		Mugamba		Gitanga	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	43	51	46	54	53	60
	Responsiveness (O)	47	47	47	53	47	47
	Effectiveness (P)	39	50	25	32	34	43
	Effectiveness (O)	40	53	40	60	40	60
	Participation (P)	47	59	34	44	42	54
	Participation (O)	40	67	47	67	40	67
	Inclusiveness (P)	48	55	20	25	31	39
	Inclusiveness (O)	13	33	27	40	13	33
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-

⁵ Perception index (based on 5 perception indicators)

⁶ Objective index (based on 5 objective-situation indicators)

Targets 2021		Matana		Mugamba		Gitanga	
		Baseline	Target	Baseline	Target	Baseline	Target
	Institutional env. (O)	-	-	-	-	-	-
Oc level	Output legitimacy	42	50	38	47	43	52
	Input legitimacy	36	53	30	40	30	46
	Enabling env.	57	65	57	65	57	65
	Social contract (impact level)	42	54	37	47	39	52

Targets 2021		Bukemba		Rutovu		IDEAL BI	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	46	54	49	58	48	57
	Responsiveness (O)	40	40	47	47	45	49
	Effectiveness (P)	29	36	32	41	35	45
	Effectiveness (O)	47	60	47	53	43	56
	Participation (P)	36	46	40	51	43	54
	Participation (O)	40	67	67	67	46	66
	Inclusiveness (P)	24	30	36	44	39	47
	Inclusiveness (O)	27	40	40	47	27	39
	Policy env. (P)	-	-	-	-	78	81
	Policy env. (O)	-	-	-	-	49	57
	Institutional env. (P)	-	-	-	-	61	70
	Institutional env. (O)	-	-	-	-	50	61
Oc level	Output legitimacy	39	46	42	49	42	51
	Input legitimacy	31	42	43	50	39	51
	Enabling env.	57	65	57	65	57	65
	Social contract (impact level)	38	48	45	52	43	53

3.3 Context and Risk Analysis for 2018

3.3.1 Context Analysis 2018

All communes in Burundi need to develop a new five year local development plan (PCDC⁷ third generation) by the end of 2018 for the period 2019-2023. The communes face huge challenges in terms of capacities and financial means to conduct a thorough **participatory and inclusive** PCDC elaboration process (from colline up to commune level). The national guide for local planning is currently under review, in particular at the level of **gender sensitivity**, and will be published throughout 2018, upon which the communes will need support to implement the guide. In the pilot intervention zone, existing **obstacles for participation** (social, political, logistical, etc.) can potentially hamper the level of inclusiveness of the PCDC formulation process. CS present is not guaranteed to be representative of all groups in the communities, is often weakly structured, needs capacity building and lacks a clear agenda to effectively engage with local administrations. In the pilot intervention zone (and also elsewhere in the country⁸), most communes have so-called

“Obstacles for participation may hamper inclusiveness of local development plans”

⁷ Plan Communal de Développement Communal

⁸ Amongst others through the support of Commission Episcopale Justice et Paix (CEJP), one of the ARC partners

“Local committees for participatory governance are entry points for women and youth associations to engage with local administrations”

local committees for participatory governance in place with members elected by the communities. Such committees are potential entry points for the programme to support communities and their associations, in particular women and youth associations, to engage with local administrations. However, such platforms often lack clear mandates and legislative framework. At the level of the enabling environment, ABELO expects that the implementing regulations (*textes d'application*) of the 2015 law on the transfer of competences to the communes will be published throughout 2018. The implementing regulations should put into effect not only the **transfer of competences** but also the **transfer of the related funds** for the communes. It is to be expected that the 2016 law on the reform of the communal finances will be revised in 2018 as an essential annex on the tariffs for taxable items lacked in the 2015 law. Lastly it is to be noted that the **ongoing political crisis** at national level has an impact on the local level as seen recently in the communes of Mutimbuzi (outside the pilot intervention zone) where the CNDD-FDD decided to have the chiefs at colline level who are part of opposition parties removed from office⁹.

3.3.2 Risk Analysis 2018

Below risk analysis is an addition to the overall risk analysis as presented in the programme proposal and the inception report and relates to the 2018 context analysis.

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Information				
Programme documents such as annual plans, reports and conflict analysis contain information that can potentially endanger partners, staff and possibly the whole programme due to the current political context.	2	4	Two versions of documents will be used, English versions for communication with the donor and INGOs (on condition of confidentiality) and French versions for communication with LGs / local partners.	VNG will claim ownership in the event a critical document is distributed at the level of Burundi government (national or local) in order not to endanger ABELO and local staff involved.
Risk Area: Reputational				
The notion of supporting community structures to engage in dialogue and to set a joint agenda might be received with scepticism by CS when activities are labelled as ABELO activities (because of political perception on ABELO).	2	3	IDEAL will support communities to set up local committees for good governance (CLBG ¹⁰) with members elected by the community. The CLBG will formulate its agenda independently from IDEAL. CLBG members will receive capacity building support by VNG International to act in the CLBG.	The programme's long term technical expert (LTE) is contracted directly by VNG International and is not a member of ABELO. The LTE will represent the programme vis-à-vis the CLBG members in case the neutrality of activities should be questioned.
Risk Area: Operational				
The political crisis at national level can potentially impact the communes of the intervention zone in terms of removing opposition members from office and hampering democratic dialogue at local level.	3	4	IDEAL will support participation and accountability mechanisms at local level as set in the legal framework and develop strategies to protect non-politicised input (through CLBG) by communities. Regular conflict analysis is necessary to measure impact of such interventions on context and vice versa.	In case of open non respect of democratic values at local level by national political parties, IDEAL will consult EKN Bujumbura, the RESO network of (I)NGOs in Burundi and (I)NGOs working on local governance (ARC, Cordaid, ZOA, NIMD, etc.) and follow instructions by EKN.

⁹ RPA, 12 October 2017.

¹⁰ Comités Locaux de Bonne Gouvernance

3.4 Planning January-December 2018

3.4.1 Activity Planning

Outcome 1 - Coordination and monitoring at commune level on human security is more responsive, effective and conflict sensitive.

"We will set up local committees for good governance, at community level, to monitor HS"

- Strengthen the capacities of the **administrators** and technical advisors on communal development (**CTD**) to coordinate on HS through leadership training;
- Strengthen **committees on communal development**, including representatives of vulnerable groups, at commune level (CCDC) in terms of functioning and monitoring on HS;
- Set up **local committees for good governance** (CLBG) at community level (with members elected by the community who are not part of the local administration or belong to governing bodies of political parties) and strengthen their members to monitor on HS, in particular the current PCDC and the participatory elaboration process of the new PCDC and the 2019 PAI¹¹/budget;
- Launch the planning and preparation stage of the **community score card methodology** for monitoring on the implementation of the PCDC at community level.

Outcome 2 - Decision-making, planning and budgeting processes at commune level in the area of human security are more inclusive, participatory and conflict-sensitive.

- Elaborate strategies to address the various identified barriers to participation at local level;
- **Train IDEAL coaches** who will deliver on the job coaching to the communes and communities during the participatory PCDC and 2019 PAI/budget elaboration processes;
- **Capacity building of CTD, CCDC and CLBG members** on participatory governance (including gender and conflict sensitive planning, gender mainstreaming using gender transformative approaches) in view of the participatory PCDC and 2019 PAI/budget elaboration processes;
- Capacity building CLBG members (focus on **women's and youth associations**) on **empowerment and leadership**;
- Organise joint meetings in which the local administrations and CLBGs engage in dialogue on HS, followed by the signing of an **MoU of cooperation** and joint action planning with a mechanisms of M&E around the 2019-2023 PCDCs;
- Second half 2018: support the **participatory PCDC (2019-2023) and 2019 PAI/budget elaboration processes** through coaching and technical assistance.

Outcome 3 - ABELO's efforts contribute to improving the policy and institutional environments for communes in Burundi, so that they can address human security issues more effectively.

- Validation of the ABELO/RFEL **gender policy** & elaboration of a 2018 action plan for RFEL;



¹¹ Plan Annuel d'Investissement

- Raise awareness of national policies at communes level, in particular regarding the new local planning guide and the *textes d'application* of the 2015 law on the transfer of competences to the communes;
- Support ABELO to update and implement its existing **lobby & advocacy strategy** and 2018 action plan;
- Organise **forums at national level** for all communes on the functioning of the communes in relation to the 2019-2023 PCDC planning process.

3.4.2 Learning

“Forums at national level will capture lessons learned and identify good practices and obstacles”

In 2018, there will be two ways in which learning will occur: the organic learning process and specific knowledge-generation/sharing activities. Organic learning processes will cover the majority of the learning cycle in 2018. Input will be collected at the activity level and then aggregated in the annual report. Specific knowledge-generation/sharing activities in 2018 include the **forums at national level** in which we foresee to capture **lessons learned** and **good practices** and **obstacles identified**, not only from the IDEAL pilot communes but also from the other communes amongst which several of them receive support on inclusive governance approaches from **other programmes** (ARC, CARE, GIZ, UNDP, etc.).

3.5 Advisory Committee Structure at Country Level

Since the writing of the inception report and after further consultation with EKN in Bujumbura and ABELO, following changes have been made to the ToR at the level of the members:

- Representatives EKN: two (the Second Secretary Political Affairs and Rule of Law and Political Advisor Political Affairs and Rule of Law);
- The governors of the two provinces of the pilot zone were added as members;
- We added representatives (mayors) of the 4 regions outside the pilot intervention zone to represent the non pilot communes in relation with outcome 3 of the programme.

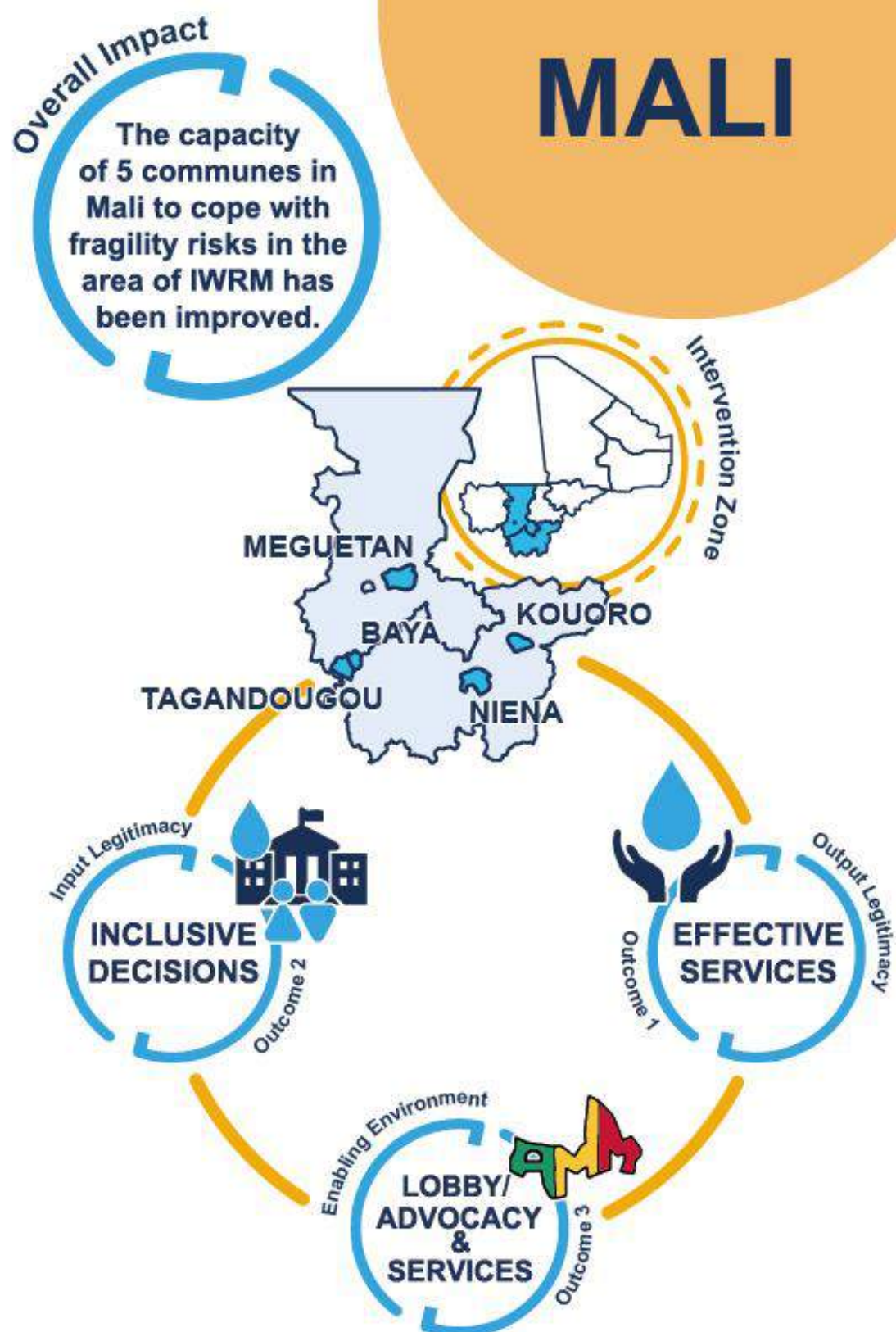
Figure 2: Advisory Committee Burundi



3.6 Coordination and Partnerships

“The local governance coordination platform will conduct regular mapping; discuss common challenges; identify best practices; and coordinate activities”

After the successful alignment meeting on local governance organised by VNG International in February 2017 (see inception report), further discussions took place on how to institutionalise a platform for exchange on local governance interventions. EKN Burundi recently took the lead in proposing a **local governance coordination platform** in which VNG International will actively participate. The platform will be open to donors and international implementing organisations and aims to 1) conduct regular mapping of interventions to identify possible overlap and gaps; 2) discuss common challenges; 3) identify best practices and 4) to ultimately coordinate on activities. A kick off meeting will be organised end of 2017 during which the further functioning of the platform will be discussed. Besides this initiative, IDEAL Burundi will further conduct regular bilateral meetings with the ARC consortiums (in particular the Save a Child-led consortium as we both are active in the province of Rutana) and other relevant implementing organisations (ZOA, CARE, Cordaid, NIMD, UNDP, GIZ, BTC, etc.) to exchange on intervention zones, challenges, best practices, approaches and possible joint activities (community score card evaluations, benchmarks, national forums for communes, etc.). In the province of Rutana, IDEAL has been invited by the Save a Child-led ARC consortium to take part in the yearly alignment meetings at provincial level. Lastly, IDEAL welcomes the recent initiative by EKN Burundi and International Alert on better **integration of conflict sensitivity and gender** in Dutch aid programmes in Burundi and will actively contribute to this integration by sharing our gender and conflict sensitivity guidelines, approaches, reports and findings.



4 Mali

4.1 Lessons Learned from 2017

On relevance & management: the different AMM-VNG working relations in IDEAL from previous VNG programmes caused apprehension at AMM, which called for substantially more effort and time from VNG than foreseen. AMM's reservations only subsided in October. IDEAL works with municipalities directly and although it no longer focuses solely on strengthening AMM, all activities are done in **partnership with AMM** and take into account AMM's vision for its members.

"Good practices identified in the baseline will be used as examples for other target municipalities"

On strategy: Because the area of intervention is orange-coded by the EKN, we had a **security plan developed** in line with the security policy of VNG International, based on a security analysis done in August. The plan stipulates what staff and experts have to do in certain situations and how to avoid risks. In line with the security plan, we have decided not to intervene in areas that are coded red. Otherwise, as we work in close **coordination with DNH-GIRE**, we are aware that parts of the IWRM mandate at municipal level may be about to change, which we will adapt to as soon as these changes take effect. When we focus on inclusiveness we will use lessons learned regarding migration in Kouoro. When focusing on participatory planning, one of the other partner municipalities, Meguetan, will be used as an example for having its water action plan (GIZ supported) in place. The **30% quota for female councillors**, which was determined at the November 2016 municipal elections, is not creating the desired effect of female voices being heard and/or taken into account in municipal affairs. It is obvious to all stakeholders that extra support to women is needed, which results in a **prioritisation of gender** in IDEAL interventions.

"Gender has been prioritised in IDEAL Mali"

On effectiveness & efficiency: With the knowledge that a substantial number of the stakeholders in the 5 municipalities – Meguetan, Kouoro, Nièna, Baya and Tagandougou – do not master French, as well as to cater to those that cannot read or write, we have decided to **provide information in Bambara**. We learned that the 5 municipalities have different needs, which are reflected in our interventions as much as possible. When appropriate, we will group municipalities together for more efficiency. Whenever relevant and possible, we will make intervention outputs, such as training materials and tools, **accessible for all municipalities in Mali**, at membership activities organised by AMM. These may take place earlier than originally planned, particularly the gender interventions. The AMM endorsement of IDEAL's outputs will contribute to the sustainability of results.

4.2 Targets at Outcome and Impact Level for 2021

Mali had a low baseline score compared to the other countries taking part in IDEAL. Substantially improving these in a country that has already benefitted from major external support over a longer period of time, is not that straightforward. This is why we have set overall targets that are **moderately** higher. Where baseline values were already good, the increase is either 0 or very

“We aim to make local decision making more transparent and comprehensible”

small. We definitely target for an **increase in awareness and information**, by strengthening both information sharing and communication by the municipalities; by making local decision-making processes easier to understand; and by strengthening the participatory role of civil society in these processes. We aim for a bigger number of people being able to answer all questions. In all 5 municipalities expectations of IWRM are high and not always realistic.

Lack of resources is deemed a prominent cause of a faltering IWRM. Focusing on an improvement thereof is only partially possible in IDEAL, because it mainly depends on political will of national stakeholders, who do not often consider the municipal level in IWRM. At the same time, the consequence of an IWRM focus, with mandate and competences being shared by various stakeholders in Mali, is that the causality is questionable, meaning that an increase is not necessarily the result of IDEAL interventions alone. The same applies to a decrease.

“At both municipal and national level, the environment is open and conducive to gender-related change”

In the **gender-related areas we foresee bigger increases**, as the needs and the willingness to change, of both beneficiaries and the institutional environment, seem to be enabling, both at municipal and national level. Furthermore, AMM has prioritized to service the needs of the female municipal councillors among its membership. This target group is more easily identifiable than youth, and the women have obvious needs in a context that legally promoted and enabled their participation without having been properly prepared for their new roles as decision-makers.

Targets 2021		Baya		Tagandougou		Niena	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P ¹²)	49	57	43	53	50	57
	Responsiveness (O ¹³)	20	33	27	33	47	47
	Effectiveness (P)	19	26	21	29	23	29
	Effectiveness (O)	33	40	40	47	40	47
	Participation (P)	39	47	41	50	43	52
	Participation (O)	33	47	27	40	27	40
	Inclusiveness (P)	20	45	13	49	40	44
	Inclusiveness (O)	20	33	13	40	40	40
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-
Oc level II	Output legitimacy	29	38	31	39	38	43
	Input legitimacy	33	43	30	45	37	44
	Enabling env.	22	29	22	29	22	29
Social contract (impact level)		29	38	29	39	34	40

Targets 2021		Kouoru		Meguetan		IDEAL ML	
		Baseline	Target	Baseline	Target	Baseline	Target
Ou tco	Responsiveness (P)	86	87	36	44	51	60
	Responsiveness (O)	60	60	33	33	37	41

¹² Perception index (based on 5 perception indicators)

¹³ Objective index (based on 5 objective-situation indicators)

Targets 2021		Kouoru		Meguetan		IDEAL ML	
		Baseline	Target	Baseline	Target	Baseline	Target
	Effectiveness (P)	66	66	23	29	28	36
	Effectiveness (O)	60	67	40	47	43	49
	Participation (P)	41	49	28	37	38	47
	Participation (O)	67	67	33	47	37	48
	Inclusiveness (P)	38	46	19	27	34	42
	Inclusiveness (O)	73	73	27	33	35	44
	Policy env. (P)	-	-	-	-	49	56
	Policy env. (O)	-	-	-	-	20	28
	Institutional env. (P)	-	-	-	-	28	34
	Institutional env. (O)	-	-	-	-	12	18
OC level II	Output legitimacy	69	71	32	37	39	46
	Input legitimacy	50	55	25	35	36	45
	Enabling env.	22	29	22	29	22	29
Social contract (impact level)		48	54	27	34	34	42

4.3 Context and Risk Analysis for 2018

4.3.1 Context Analysis 2018

"In 2018, progress may be made in the transfer of competencies to the local level"

2018 can be the year in which progress is made in a key issue that has been undermining the performance of municipalities: the **transfer of competencies** and of human and financial resources from central to local level, i.e. the 'communes' of Mali. After the 2016 municipal elections, all municipal bodies are now in place in the IDEAL areas. As follow-up to the Algiers agreement, the central government has ordered ministerial directories to prepare the transfer to LGs. As for water resources, after the 2002 decree on Hydraulics, decrees now exist on Transfer of Competencies in Sanitation; on Agricultural Facilities; and on Environmental Impact Assessments. In 2017 decrees will come for Forestry, for Fishing, and for Disaster risk management. Besides the texts, Mali has installed a number of management committees, in which Communes will participate, as f. i. local water committees, land commissions and fishing boards. It is up to LGs to claim the places that have been reserved for them since 2002.

"Communes and user groups have difficulty finding their place in the complex institutional environment"

Paradoxically, this progress poses a new question. It is hard to get grip on the **constant extension of political and legal frameworks** in Mali, which are characterised by a proliferation of interconnected texts and an entanglement of management structures that deal with the same issues, without necessarily referring to each other. Communes and user groups have difficulties finding their place in this **complex institutional environment**. At the same time, it confirms the necessity for Communes to create more legitimacy in water management and to generate revenues for services that they have to deliver.

“2018 presidential elections will create unrest, but we do not foresee major disruptions for IDEAL”

In 2018, **presidential elections** are scheduled to take place, which are preceded by elections of regional councils at the end of 2017. Besides the question if the Mali administration is technically capable of organising such events, it is probable that the presidential elections will create unrest and dissent, whatever the outcome. The alliance of the government will face major dissatisfaction of citizens and parties, although the opposition has so far not provided a viable alternative. The 5 municipalities are situated in densely populated areas, which will be targeted by political pretenders, but we do not foresee this to cause major disruptions.

It is likely that the **AMM elections**, for a mandate for political leadership until the next municipal elections, will be held during the December 2017 Journée de Communes. We foresee that a change in AMM political leadership will not affect the IDEAL partnership, as VNG International is widely recognized among the AMM members as a useful partner. AMM's institutional basis is stronger than that of ACCM and ARM, whose members are likely to face nation-wide elections by the end of 2017. At that time, **elections are also planned in the municipalities** that could not organize elections in 2016. These elections will have implications at the political leadership level of ACCM and ARM, and might have an impact on their willingness for collaboration with AMM.

As the Netherlands Embassy focuses on the Mopti area, with a special interest in the Sourou river basin, VNG International will assess in 2018 if it can extend its programme to municipalities in the Cercle of Bankass which are situated in this river basin. This can only be done if the area then is no longer coded red.

4.3.2 Risk Analysis 2018

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Security				
A. Ongoing insecurity, threat of militia and terrorists provoke inaccessibility of some areas for both AMM and key experts. They have negative impact on the movement of people and goods, on the return of internally displaced, as well as the resettlement of basic services and local administrations in the affected Mali regions.	2	5	A. The 5 municipalities are selected outside major risk areas in Sikasso and Koulikoro regions.	A. The Mali security plan is available. The situation remains volatile, so VNG International aligns with EKN and other international aid agencies for regular updates.
B. Presidential elections in 2018 can delay interventions. The alliance of the current government will face major dissatisfaction of citizens and parties, wherein citizens, mayors or councillors of municipalities may be involved. The populated Sikasso region is a campaign area for all parties.	4	2	B. Electoral turmoil is inherent to political life, in which citizens can participate. In the election period IDEAL will focus on technical water management interventions around elections.	B. The Mali security plan is available. IDEAL planning will be adapted to the election period.
A period wherein risks A and B are combined, will lead to a major political crisis and violence, which may paralyse territories that are currently peaceful.	3	5	See A and B.	See A. Make regular political assessments. However, IDEAL cannot prevent such a situation, for which it has no mitigating measures. In the worst case, we will stop activities and possibly consider other areas of intervention in consultation with EKN.
Risk Area: Operational				

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
C. Decentralisation to Communes might lose momentum vis-à-vis regionalisation, which gets priority. Transfer of competencies and resources to Communes in land and natural resource management might, again, be delayed.	3	4	The issue is at the heart of IDEAL, by 1. Applying the decisions (Decrees) on transfer in pilot project around water management, and 2. Supporting lobbying by AMM, ARM and Communes on the transfer by central state.	A lobbying campaign for transfer of competencies and resources will be a priority of AMM. It includes regular contact with decentralisation supporting agencies (state directories, EKN, GiZ, BTC, SDC, others). Working plans on local tax / service fee systems get priority.
D. Constant extension of political and legal frameworks, characterised by a proliferation of interconnected texts and an entanglement of management structures, wherein municipalities have difficulties finding their place. A persisting void of operational water management bodies leads to continued lack and/or pollution of water, loss of biodiversity, inundations and/or conflicts on water use.	4	3	IDEAL will try to improve legitimacy of municipalities, by 1. Supporting local water management bodies, and 2. Supporting a lobby alliance on stronger mandates and resources for the management bodies.	Working plan for an alliance of local governments (Communes, AMM) and civil/ farmer organisations (PNE, AOPP) on stronger mandates. It includes regular contact with state agencies (ABFN, CNE-CLE, Directories), and donors (EKN, Sida, DANIDA), for water management.
E. (Urban) bias in development activities wherein local elites and citizens of commune centres impose their priorities at expense of the needs of marginal groups or isolated communities.	4	2	IDEAL will try to improve legitimacy of municipalities by supporting more participatory planning.	Municipal development plans and budgets will be preceded by better consultation at village levels.
F. Change in political leadership in AMM	3	2	VNG will reconfirm its IDEAL partnership with AMM built on 15 years of cooperation	May call for extra efforts from VNG to re-establish good working relationship in IDEAL

4.4 Planning January-December 2018

4.4.1 Activity Planning

Outcome 1: Water resource management and service delivery is more effective and responsive.

- Making information on IWRM more accessible and understandable for municipal council members.
- Update Development Plans ("PDESC") and budgets that integrate IWRM issues and measures, and install or reactivate specialised committees on water management.
- Assess possibilities for water services (coordination, delegation, control mechanisms) and local tax / service user fee systems within new legal frameworks.
- Prepare and participate in local water committees ("CLE") and other management commissions (for land, fisheries, conflict and disaster management).

Outcome 2: In Mali, decision-making processes on IWRM at the local level are more participatory and inclusive.

- Complementing the baseline and gender studies done in the inception phase, we will conduct a conflict analysis in each of the pilot LGs to fully understand the local context, including:
 - Gender dynamics of communal governance in each of the pilot LGs
 - Actor analysis: Which marginalised groups are we talking about? What are the perceptions of these marginalised groups?



- What are the conflict dynamics in the LGs (in relation to water), what are the gender dynamics related to water conflict / access to water and decision-making processes
- Obstacles to participation (e.g. social, political, logistical, gender obstacles)
- Making information on IWRM and on conflict management around natural resources more accessible and understandable for municipal council members and water user groups.
- Prepare and organise consultation rounds at village level and amongst user groups (men and women) on Commune Development Plans and on measures for water management
- Assess possibilities for coordination of, delegation to, and collaboration with local management structures within existing institutional frameworks.
- Support of women – water users & locally elected – to improve their participation in decision-making in the 5 municipalities and among the AMM membership

Outcome 3: AMM, in coordination with relevant governance stakeholders, contributes to an improved policy and institutional environment for IWRM.

- Reactivate lobbying on transfer of competencies and resources to municipalities.
- Organise lobbying and create alliance for transfer of mandates to local/regional water management agencies, in which municipalities participate.

4.4.2 Learning

In 2018, IDEAL Mali aims to learn from critically observing the programme's relevance and strategy, its effectiveness and efficiency, the sustainability of its outputs, as well as from our management approach. In 2018, we will gauge its **relevance** from the way in which stakeholders are receptive to IDEAL support, as well as the way in which support is translated into actions by the same stakeholders; and its **strategy** from how we dealt with predicted changes in IWRM mandates for the municipal level, and how we are able to start working on increasing the financial resource base for IWRM. Regarding **management issues**, we will learn from the way in which the team operates and how the partnership with AMM materializes into action. We will learn from the way in which IDEAL can build on the results from supporting AMM, and how this leads to better sustainability. We will be learning organically, specifically from how the capacity development offer is used. We will reflect on our learning in our annual reporting, while IDEAL Mali will produce **specific capacity development materials** that are aligned with nationally produced materials.

"We will learn from how we deal with changes in IWRM mandates for the municipal level"

4.5 Advisory Committee Structure at Country Level

We plan on organising Advisory Committee meetings twice a year and use these as a sounding board for IDEAL's course of action. After the submission of the inception report, we decided to add the following members: "Direction Nationale de l'Hydraulique" (DNH) as responsible directorate of GIRE; the "Association des Organisations Professionnelles Paysannes" (AOPP), as umbrella organisation of farmers and other water users; and the University of Bamako (or

"The new AC members were chosen for their critical view on current policy and implementation of decentralization"

likewise academic institution), for a critical view on current policy and implementation of decentralisation in Mali.

Figure 3: Overview of Advisory Committee Mali



4.6 Coordination and Partnerships

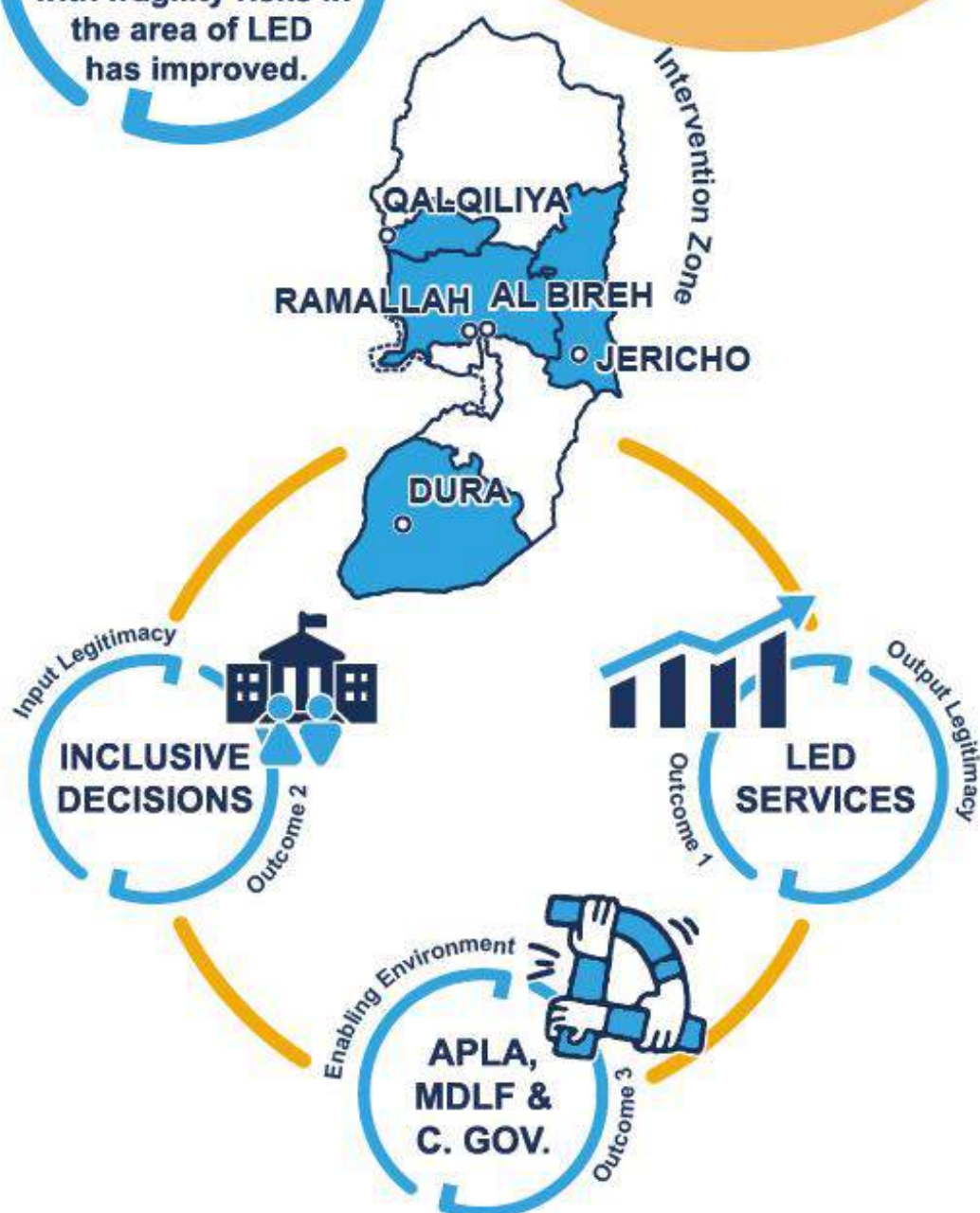
Close coordination takes place in the form of **regular consultation** through visits, email correspondence and skype calls with the unit of the PCA-GIRE programme and with the implementing agency Wetlands International. Besides sharing training materials, DNH (responsible directorate of GIRE) and DGCT inform us about possible changes in municipal mandate in IWRM and its institutions (CLE, amongst others). Through AMM and its broad network and academic institutions (University of Bamako), we are updated on developments in decentralisation and the capacity development offer for municipalities, as provided by the Centre de Formation pour les Collectivités Territoriales, thus ensuring synergy and preventing overlap by adjusting our activities where and when needed. Whenever relevant, we align with ABFN and its lobby and training efforts. The IDEAL partnership with AMM and AMM's excellent relation with ACCM and ARM form a good basis for **joint efforts** to improve the enabling environment, legislation, further implementation of decentralisation, and the transfer of competencies and resources. Likewise, the **partnership with AMM** will facilitate dissemination and scaling-up of the lessons learned to a bigger number of municipalities in Mali – all members of AMM. We will develop closer relations with organisations that represent water users, as they have a shared interest with municipalities in the transfer of competencies and of mandates. Whether a close partnership with ANICT is possible and relevant for IDEAL, remains to be further investigated. We coordinate closely with the other partner and financing organisations that could possibly support AMM, such as ACCM and/or ARM: BTC, FCM, SDC, Danida, EKN and the EU. Alignment with the EKN multi-annual strategy for Mali will take place when and where possible.

"The partnership with AMM facilitates dissemination to a large number of municipalities"

Overall Impact

The capacity of 5 local governments in the Palestinian Territories to cope with fragility risks in the area of LED has improved.

PALESTINIAN TERRITORIES



5 Palestinian Territories

5.1 Lessons Learned from 2017

To position itself as a representative of the LGUs, APLA needs to show that it is relevant and providing services. Donors have had a negative perception of APLA for many years. APLA needs to change this perception so that it can attract donors. VNG will work with APLA to improve its image and mobilize funding from other donors (EU) in addition to IDEAL support. This is important to **build the capacity of APLA** so it can serve LGUs.

The idea of Rawabi as a private sector driven development project should be changed for the benefit of the citizens of Rawabi, who expect their municipality to deliver quality services. The current municipal council has been appointed by MoL and was not perceived by many stakeholders (and residents) as representative of the people of Rawabi. This has changed by including representatives of the owners' association in the new council. VNG will build on that and support Rawabi municipality with **improving the engagement of citizens in decision making**.

"The private sector will be encouraged to play a more active role in LED"

The previous LED support to municipalities aimed at introducing the concept and educating the MoLG and other stakeholders. It is now the time to **work vertically with selected municipalities** so that LED can target more specific elements in the communities. In addition, many donors have been interested and also engaged in LED, hence it is important now to coordinate all these efforts in order to achieve better results. The **private sector** will be encouraged to play a more active role in the LED process. In addition, IDEAL has developed **a new strategy of cooperation and partnership**, aiming to attract more support to accomplish IDEAL objectives (see section 5.6)

5.2 Targets at Outcome and Impact Level for 2021

A detailed design of the exact support interventions for the five main municipal beneficiaries (as well as for the other main beneficiaries APLA, MoLG and Rawabi) will not become available until the end of 2017, or even the first quarter of 2018. In this phase, a 'Learning and Improvement Approach' (of which a benchmarking process will be part) will be set-up at the same time as expert missions, with the aim of **detailing the thematic and process areas** in which the main beneficiaries need to improve themselves (with VNG International support through IDEAL). These efforts are necessary to make more meaningful and more accurate estimations with regards to what are attainable and motivating targets. Therefore, it is likely that a number of adjustments should be made to the targets over the course of the year.

As a result, the choice has been made to set realistic and not overly ambitious targets. Although IDEAL has the ambition to **make a significant and lasting impact** in the five municipalities, the national context remains very difficult, due to the ongoing occupation, internal political strife, and political and economic stagnation. The ambition for each indicator varies between +0 till +50% depending on the baseline scores and our assessment of realistic opportunities for improvement.

"We have set realistic targets that may be adjusted following further LG-specific analyses"

Targets 2021		Dura		Qalqilya		Ramallah	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P ¹⁴)	49	54	51	56	51	56
	Responsiveness (O ¹⁵)	47	67	53	67	80	80
	Effectiveness (P)	40	44	39	45	50	53
	Effectiveness (O)	40	53	27	47	67	67
	Participation (P)	28	34	30	36	24	29
	Participation (O)	7	20	20	33	80	80
	Inclusiveness (P)	42	48	45	50	50	54
	Inclusiveness (O)	27	40	20	20	60	60
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-
Oc level II	Output legitimacy	44	53	42	52	58	61
	Input legitimacy	23	35	29	35	45	50
	Enabling env.	33	36	33	36	33	36
Social contract (impact level)		32	41	34	41	47	50

Targets 2021		Albireh		Jericho		IDEAL PT	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	51	56	46	51	49	54
	Responsiveness (O)	73	80	47	60	60	71
	Effectiveness (P)	37	41	39	44	41	45
	Effectiveness (O)	60	67	53	60	49	59
	Participation (P)	28	34	32	37	28	34
	Participation (O)	33	40	7	20	29	39
	Inclusiveness (P)	44	47	48	52	46	50
	Inclusiveness (O)	60	67	13	33	36	44
	Policy env. (P)	-	-	-	-	44	48
	Policy env. (O)	-	-	-	-	29	29
	Institutional env. (P)	-	-	-	-	41	45
	Institutional env. (O)	-	-	-	-	19	20
Oc level II	Output legitimacy	51	57	45	52	48	55
	Input legitimacy	39	44	22	35	34	41
	Enabling env.	33	36	33	36	30	36
Social contract (impact level)		42	47	32	41	38	45

¹⁴ Perception index (based on 5 perception indicators)

¹⁵ Objective index (based on 5 objective-situation indicators)

5.3 Context and Risk Analysis for 2018

5.3.1 Context Analysis 2018

“The already severe unemployment rates, particularly among youth, are likely to increase”

The Palestinian people face an **increasingly uncertain political environment**. According to the World Bank Report to Adhoc Liaison Committee (AHLC) Meeting 2017, the Palestinian economy is failing to generate the jobs and incomes that are needed to improve living standards. Restrictions on trade and the access to resources, along with a decade long blockade of Gaza, have led to a continuing decline in the productive base of the economy - with the share of GDP in manufacturing halved in the last 25 years. Unemployment is now approaching 30% on average, with **youth unemployment** in Gaza twice as high. Although 2016 witnessed an improvement from the economic recession of 2014 - driven by a surge in reconstruction activity in Gaza – this is neither sustainable nor sufficient to raise per capita incomes of the Palestinians. Looking forward, GDP growth is expected to hover around 3.3 percent, leading to a near stagnation in per capita income. Further increases in unemployment are also expected.

“Women’s social and economic empowerment is restricted by their poor access to the labour market”

While all Palestinian citizens are economically vulnerable, **female citizens** deserve special attention. They are often prevented from or otherwise unable to enter the labour market or find decent jobs in the productive sectors. This situation prohibits women from becoming active, productive actors in the economy and thus from taking their proper position in society, further increasing their vulnerability. The fact that 12% of employed women are unpaid family members, including many female youth, highlights female youth’s weak capacity to generate income for themselves and for their families. The unemployment rate being the highest among the most educated women threatens to discourage young Palestinian women from pursuing higher education, which is an important factor in **women’s economic and social empowerment**.

In October 2017, the Unity Government was able to visit Gaza after Egypt facilitated an agreement between them and Fatah. For the first time in many years, government ministers visited their ministries in Gaza (incl. the Minister of LG). If the reconciliation efforts move forward, it is expected that more resources and support will be required to deal with the various needs of municipalities.

The PA government has committed itself to implement the decentralization of property tax. This will enable strong municipalities to collect and generate revenues out of this service.

5.3.2 Risk Analysis 2018

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Security				
The political and societal atmosphere on the West Bank is volatile and unrest may appear	3	4	Building local capacity, so that expertise is separately embedded in each location. In this manner, commuting between different locations will be reduced to the minimum.	Establishing focal points in each location in which case it will play the reference for managing the LED process
Risk Area: Fiduciary				

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Reaching a mutually acceptable agreement between VNG International and MDLF on grant disbursement proofs difficult	1	4	Since MDLF is seen as an essential partner for the implementation of IDEAL, VNG international will demonstrate patience and perseverance in reaching an agreement. If necessary more time and effort than anticipated should be put in.	If no acceptable agreement is reached VNG should consider other support modalities for 2019 and onwards.
MDLF lacks sufficient capacity to administer and manage the provided grant in an adequate manner	1	4	VNG International will assess current capacities at MDLF and will closely monitor grant administration and management.	VNG International will either urge MDLF to accept direct implementation support to its internal organization and otherwise will consider a partly shift to other support modalities
Risk Area: Legal / compliance				
A possible modification of the elections' law, which could negatively affect the social contract between citizens and the state	2	3	Closely monitor the developments surrounding this possible new law and assess its consequences for relevant IDEAL themes and activities.	Supporting APLA launching a lobbying campaign to avoid endorsement of such modifications as well as using VNG International's influence in donor coordination groups

5.4 Planning January-December 2018

5.4.1 Activity Planning

Outcome 1 “Palestinian municipalities, through LED, create better conditions for economic growth and generate more employment opportunities”

- Organizing a horizontal institutional learning / benchmarking exercise on LED policy making and implementation: A participatory benchmarking exercise, involving the 5 selected cases will be carried out in order to map out the results of the support provided by LGCP around the first stages of the LED policy cycle. Through this benchmarking round, it should be possible to gain a better understanding of the main challenges faced by municipalities throughout the process of institutionalization of LED units and LED councils, as well as, in the process of defining the LED strategic framework.
- Implementation of support measures: First support measures identified are implemented.

Outcome 2 “Decision-making processes at the municipal level in the area of LED are more inclusive and participatory”

- Engagement and identification of potential initiatives: VNG International will engage with the 5 targeted municipalities in order to identify broad policy areas (as defined by their LED plans), where specific policy initiatives can be developed. The policy cycle should be compatible with the support structure of the IDEAL programme, both in terms of the overall period of implementation expected as well as in terms of the overall process of development of these initiatives.
- Implementation of LED initiatives (5 municipalities): Activities under this area are oriented towards the implementation of specific LED initiatives in the 5 cases identified by the



programme and the design of the first cycle of support packages to support the implementation of such initiatives.

- Implementation of Rawabi Engagement strategy

Outcome 3 “The enabling environment of local governments to improve their LED services has been improved”

- Support to the implementation of the identified relevant reform objectives of APLA

5.4.2 Learning

During the Inception phase, we drafted three indicative main learning objectives for the programme duration of IDEAL Palestinian Territories. In line with the programme wide learning objectives for 2018 we choose to focus on objectives relates to the relevance and strategy of our country programme. The table below describes the 2018 learning objectives and the overall learning objectives as set forth in the IDEAL Inception Report on the Palestinian Territories.

Category	Overall learning Objectives	2018 learning objectives
Relevance	What are the observable differences at the impact level of the 5 grant receiving municipalities compared to the start of the programme?	What differences, if any, have been observed with regard to the development in 2018 of the LED organizational deliberation and decision making process between the 5 grant receiving municipalities and the 10 municipalities that receive capacity building support exclusively?
	What can we learn from the observable impacts of the project in terms of the relevance of IDEAL's approach?	How has the programme's approach adapted to contextual/operational challenges in order to maintain relevant?
Strategy	Did the programme design and implementation strategy incorporate adequately gender and how was this achieved?	How has gender being treated throughout the activities in The Palestinian Territories in 2018 and did we encounter specific, unforeseen challenges that force us to adapt our gender mainstreaming strategies?

5.5 Advisory Committee Structure at Country Level

Figure 4: Advisory Committee Tier One Palestinian Territories

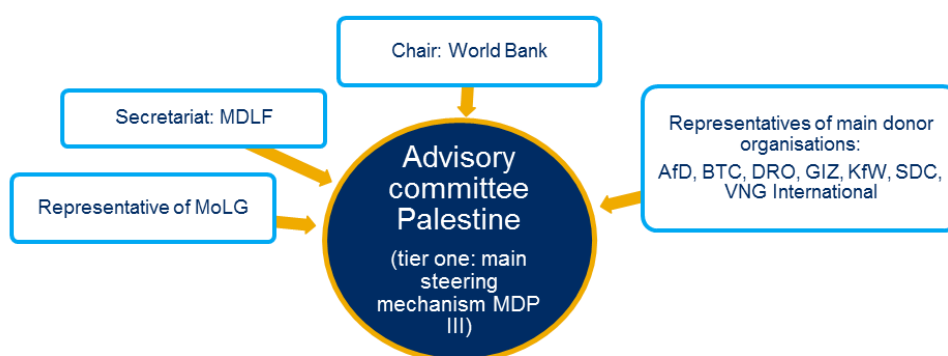


Figure 5: Advisory Committee Tier Two Palestinian Territories

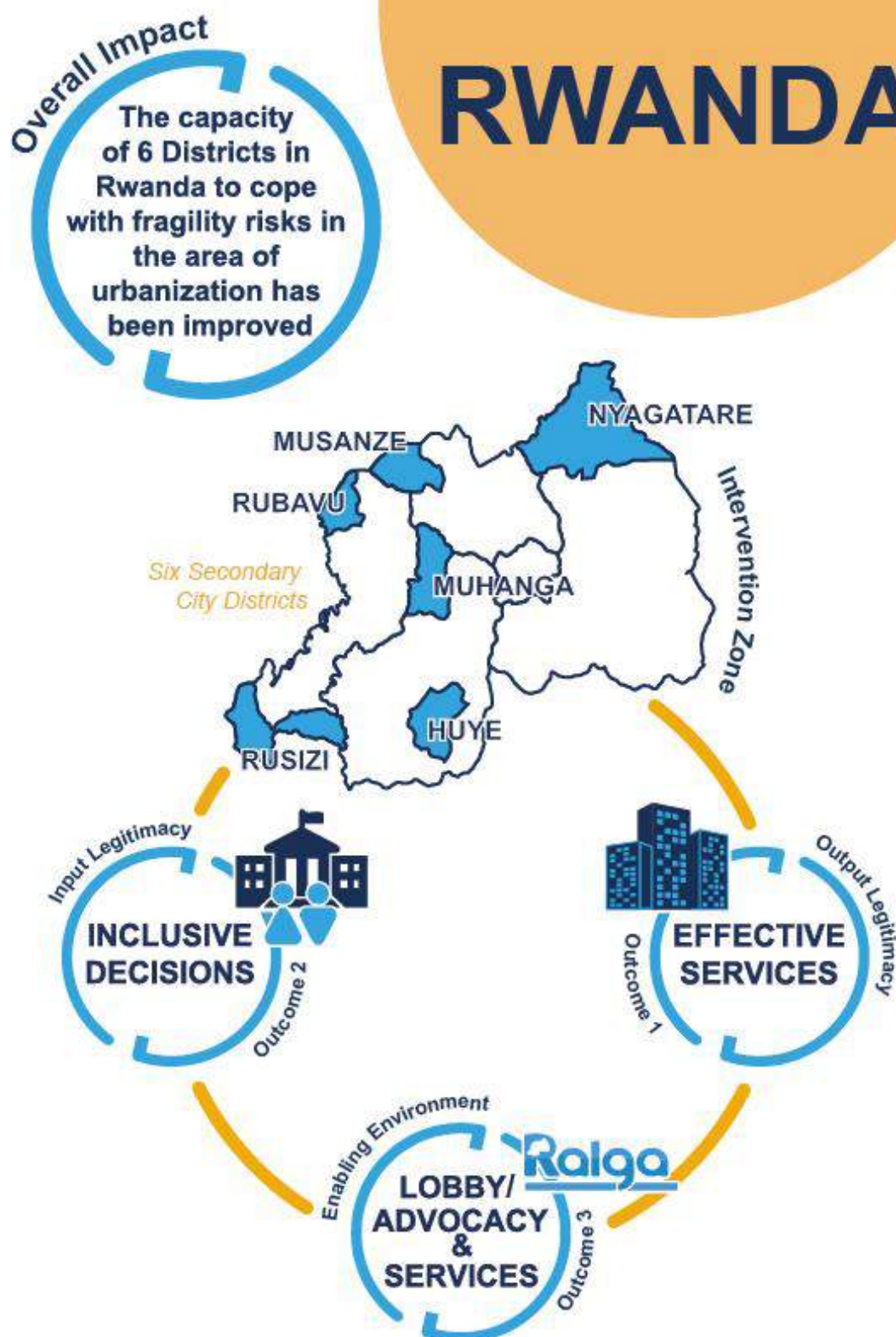


5.6 Coordination and Partnerships

IDEAL has developed its **strategy of cooperation and partnership**. This strategy aims to attract more support to accomplish IDEAL objectives and includes the following:

- VNG International and APLA have submitted a **joint proposal** to the Delegation of the EU in Jerusalem to support the reform process of APLA, of which the overall objective is to enhance Palestinian Local Authorities' contribution to governance and development processes, as a precondition for more equitable, open and democratic society. The proposal has a high degree of synergy with IDEAL and the interconnectivity is supported by the NRO.
- VNG International will support Rawabi through IDEAL to Join the MDLF-MDP III system. In previous years, Rawabi was not included in this system, since it required many qualifications (residents, SDIP, Municipal capacity). IDEAL will seek to enhance the capacity of Rawabi municipality to tackle those matters and join the MDLF-MDP system.
- A **coordination mechanism** is also established with the USAID LG support project, so we have two channels of communication: the first between all international partners and USAID project through the Local Governance sector working group LGSWG and the second one is a bilateral mechanism. The aim of this coordination is to ensure no overlap or repetition of similar interventions.

"Various coordination mechanisms are set up according to IDEAL's coordination and partnership strategy"



6 Rwanda

6.1 Lessons Learned from 2017

“Visiting the Secondary City Districts ensured political ownership from an early stage”

By visiting the six Secondary City Districts (Rusizi, Huye, Muhanga, Rubavu, Musanze and Nyagatare) prior to the inception phase, the IDEAL Rwanda team **ensured political ownership** very early on in the programme, which proved instrumental throughout the inception phase. The visits also showed that the benefiting Districts do not distinguish between the IDEAL programme and its predecessor LGCP. They see both as the “VNG International - RALGA programme”. Understanding that poor results of LGCP might affect the beneficiaries’ commitment to IDEAL, the programme management and RALGA decided to continue – upon request of the Districts – LGCP’s coaching programme on private public partnerships (PPP) under IDEAL in 2017.

In the months after the initial visit, and additional to the baseline measurements, we organised consultation sessions during which Districts could voice their needs and expectations within the framework of IDEAL Rwanda. The Districts expressed their sincere appreciation of this consultative approach, finding it as refreshing change from other international donor projects. Learning from this positive feedback, the implementing partners concurred to **continue this consultative approach** throughout the programme’s implementation. The consultative approach will be further extended to the **private sector and civil society**, when the projects starts its activities on the triple helix mechanisms and the gender role model activities.

On request of the Districts, IDEAL Rwanda organised a study visit to the City of Kigali’s urban planning one stop centre. This was the first time all Districts of the IDEAL Rwanda programme came together and therefore had the unexpected result of doubling as a networking event. The study visit effectively **showcased the urban governance system** of Kigali, and participants testified on how inspiring they found the visits as well as the exchanges among each other. Through VNG International’s **benchmark methodology** we will build on these exchanges in 2017 and 2018. However, the study visit also contained the risk that participants would now pursue to become a “new Kigali”, losing sight of their District’s unique selling points and characteristics. Learning from this, RALGA and VNG International decided to organise joint meetings in the future in one of the six Districts and combine them with short site visits within the host District, to ensure Districts are inspired by each other and do not only pursue the example of Kigali.

“Benchmarking will be used to further foster exchange between Districts”

Finally, 2017 also showed the fragility of potential international partnerships between Rwanda and the Netherlands due to the country’s human rights record. In June, a Human Rights Watch report accused Rubavu’s Mayor of promoting extrajudicial killings in his District. The report was released weeks after VNG International visited Rubavu together with Rheden municipality to establish a partnership. The report has put a halt on the elaboration of this partnership and VNG International requested a formal response from both RALGA and Rubavu. From this experience we learned to remain attentive for similar reports, and align our responses closely with the Royal Netherlands Embassy in Kigali.

6.2 Targets at Outcome and Impact Level for 2021

IDEAL Rwanda's baseline concluded that the social contract score before the programme intervention was 64, which is considered as medium. We anticipate that after 5 years of consistent delivery coupled with tangible ownership and support of the direct beneficiaries the overall score for all the six target categories (responsiveness, effectiveness, participation, inclusiveness, policy and institutional environment) will improve to 73.

"By improving dialogue, stakeholders will become more open to (self) criticism"

Despite our ambitious goals, some of the targets will only show marginal changes in relation to the baseline. As indicated within the baseline report, the Rwandan context imposes a level of self-censorship and a reluctance to openly criticise public institutions on stakeholders. According to the baseline, this yielded inflated results in the measurements. Our aspiration is that through better dialogue between stakeholders in the urbanisation and local decision making processes, stakeholders become more open to criticism and their own flaws, thereby becoming more critical in (auto-)evaluations. This would reduce the overall score in a future evaluation and thereby counter measurable progress made, which is why targets were set conservatively at times.

Targets 2021		Musanze		Rubavu		Nyagatare	
		Baseline	Target	Baseline	Target	Baseline	Target
	Responsiveness (P ¹⁶)	84	88	87	90	91	92
	Responsiveness (O ¹⁷)	40	67	53	67	47	67
	Effectiveness (P)	76	81	86	89	86	90
	Effectiveness (O)	40	67	53	67	47	67
	Participation (P)	67	71	73	78	79	83
	Participation (O)	60	67	67	67	67	67
	Inclusiveness (P)	75	78	79	83	80	85
	Inclusiveness (O)	60	67	53	67	47	67
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-
Oc level II	Output legitimacy	61	77	71	80	69	80
	Input legitimacy	66	72	69	75	69	77
	Enabling env.	51	59	51	59	51	59
Social contract (impact level)		61	71	66	73	65	74

Targets 2021		Muhanga		Huye		Rusizi		IDEAL RW	
		Baseline	Target	Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	84	88	86	89	83	87	86	89
	Responsiveness (O)	53	67	47	67	40	67	47	67
	Effectiveness (P)	78	83	81	85	78	82	81	86
	Effectiveness (O)	53	67	53	67	47	67	49	67
	Participation (P)	82	86	78	82	79	83	76	82
	Participation (O)	67	67	60	67	67	67	64	67

¹⁶ Perception index (based on 5 perception indicators)

¹⁷ Objective index (based on 5 objective-situation indicators)

Targets 2021		Muhanga		Huye		Rusizi		IDEAL RW	
		Baseline	Target	Baseline	Target	Baseline	Target	Baseline	Target
	Inclusiveness (P)	86	89	82	86	80	84	80	85
	Inclusiveness (O)	33	67	47	67	33	67	46	67
	Policy env. (P)	-	-	-	-	-	-	94	95
	Policy env. (O)	-	-	-	-	-	-	40	52
	Institutional env. (P)	-	-	-	-	-	-	79	83
	Institutional env. (O)	-	-	-	-	-	-	32	39
Oc level II	Output legitimacy	69	78	68	79	63	77	67	79
	Input legitimacy	67	79	68	77	65	76	68	77
	Enabling env.	51	59	51	59	51	59	51	59
Social contract (impact level)		64	74	64	73	61	73	64	73

6.3 Context and Risk Analysis for 2018

6.3.1 Context Analysis 2018

One of the main developments that marked the second half of 2017 in Rwanda were the **presidential elections**. Following the incumbent President's expected victory, the Prime Minister announced the seven-year government program that is built around three pillars (economic, social and governance). The elections were also marked by strong suppression of political opposition, documented by human rights organisations and well covered in international and Dutch news outlets. In Rubavu, one of the six involved Districts, the mayor was forced to resign after allegations of (excessive) political oppression. The accusations and media coverage can be expected to continue in 2018, while the parliamentary elections continue. Also the Netherlands will be marked by elections in 2018, namely local elections. Depending on the outcome, **political support for the involvement of both Dutch municipalities** in the programme might suffer, while negative news coverage of Rwanda might pose issues during the campaign period.

Focussing more on the strategic fields of IDEAL Rwanda: **urbanization is expected to remain a strategic priority** with focus on an effective implementation of the City of Kigali and the secondary city urban development master plans. The Government strategies for pro poor urban development consist of promoting the locally manufactured low cost construction materials to ensure affordable housing delivery to the citizens. Other priorities include promoting knowledge based economy, tourism and transport via delivery of relevant infrastructures. This new vision policy of Rwanda aims to sustain the achievements of the past programmes but also brings in new energy to fast track economic transformation. It is therefore clear that **the focus of IDEAL Rwanda on urban development will remain relevant** during 2018 as urbanization is one of the major pillars of the new Government programme. IDEAL Rwanda will therefore play a key role in the achievement of the new national transformation strategy which succeeds the Economic Development and Poverty Reduction Strategy (EDPRS2 2013 - 2018) especially within the six Secondary City Districts.

"Elections in both Rwanda and the Netherlands may influence IDEAL Rwanda in 2018"

"IDEAL Rwanda's focus on urban development will remain relevant during 2018"

"IDEAL will align with the new national strategy for transformation"

With regards to the governance pillar, it is worth mentioning that the new national strategy for transformation ("EDPRS3" 2018-2024) which is currently being drafted, will be informed by the governance and decentralization sector strategy design process championed by the Ministry of Local Government. The sector strategy involves an assessment of the concluding EDPRS2 but also the ongoing evaluation of the decentralization policy achievements. During 2018, the Government will continue to foster inclusive governance, accountability, gender equality and improved service delivery to sustain the achievements of EDPRS2 and support the national ambitions of socio economic transformation. In 2018 **IDEAL will examine alignments** with the EDPRS3 once a version is publicly available.

The structure of Local Government is expected to remain unchanged except the anticipated **further devolution of service delivery** to the cell level and some unit structure readjustments. This continued devolution shows the **increasing importance of ensuring participation** at local level decision making to align local services to local needs. The leadership of the Local Government is expected to remain stable as the tenure of current leaders extends from 2016 up to 2021. This also means that risks related to capacity building and staff turnover are limited.

"Rwanda's stability in 2018 may be negatively affected by regional conflicts"

Contrasting the domestic stability is the **regional situation**. Burundi remains unstable, though its volatility is dwarfed by DR Congo which finds itself in an extremely tense and unpredictable pre-election process, combined by tensions in the East at the Ugandan border and in the Kasai region. If any of these tinder boxes catch (even more) fire this will affect Rwanda's stability, in particular due to refugee flows as we are already seeing from the Burundi conflicts. In addition conflicts in the region are also often accompanied by an upsurge in **divisive ethnic rhetoric**.

At RALGA level, 2018 will be the third year of implementation of the strategic plan 2015-2020. Focus is currently placed on **evidence based advocacy** as RALGA revised its advocacy and engagement strategy in 2017 and trainings of its staff and Board members on advocacy will be conducted (funded by BTC), which will complement IDEAL Rwanda activities.

6.3.2 Risk Analysis 2018

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Security				
Insecurity spillover from neighbouring DRC and Burundi, especially in Districts such as Rubavu and Rusizi, can affect project implementation	2	3	Frequent contact with Districts to get updated on possible escalation of security threat and adjust interventions to the risks	The impact would be significant for afflicted Districts, but could have little to no impact for the other Districts, meaning the programme could continue in those Districts.
Risk Area: Reputational				
Continued reports on human rights violations, especially those accusing the LG sector, can affect VNG International's and the two involved Dutch municipalities commitment to continue working in Rwanda.	2	5	In response to the last report, VNG International entered into a dialogue with RALGA and the Embassy. Continuing this dialogue and fostering a relationship in which these issues can be addressed is crucial.	When new reports come forward, we ensure compliance with EKN's advice on the issue and foster constructive dialogue between the municipalities involved and our Rwandan partners. VNG International continues to strongly condemn human rights violations.
Risk Area: Operational				
District staff who have enjoyed capacity building are offered employment outside of the District.	2	3	Focus of the capacity building within IDEAL Rwanda should be on group learning and strengthening the institutions at Districts level (eg. Triple helix model)	New staff are swiftly introduced to IDEAL RW's objectives by the IDEAL focal points in the Districts, RALGA or the RPM to ensure their commitment.
Limited coordination with other (bigger) stakeholders. IDEAL	3	2	We need to be flexible to fill up the gaps left by the bigger stakeholders, and	We hope for the support of the Netherlands Embassy to include us

Rwanda is only a modest program, which means we do not always have the leverage to ask other players for coordination.			thereby leverage our effectiveness; Active participation in donor coordination platforms; Intensive contact with district focal points to make sure interventions are aligned at the district level.	in relevant coordination platforms and to represent us at bigger donor coordination forums.
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6.4 Planning January-December 2018

6.4.1 Activity Planning

Outcome 1: Secondary city districts in Rwanda are more responsive and effective in managing the urbanisation process.

1. Conduct an assessment study on the urban governance system of the secondary city districts in Rwanda and formulate recommendations for reform;
2. Review of the Local Government Institute's (LGI) urban planning and management module to train the six Secondary Districts using RALGA's training institute;
3. As a case study, produce a pro-poor detailed master plan to identify some of the constraints faced by the Districts with this regards and learn from for future interventions;
4. Produce a handbook to deliver coaching services to the Districts' OSC staff on effective design of participatory and pro poor detailed city development master plans;
5. Organize a one-week community sensitization campaign including radio talk shows targeting village communities on inclusive and participatory city development;
6. Organize a peer learning meeting as a follow-up on the 2017 OSC benchmark activity. This learning meeting will link up with RHA's new building and construction code through a training of trainers approach and a particular focus on the code's pro-poor aspects.



Outcome 2: Local decision-making processes of Rwandan secondary city districts on urbanisation are more inclusive and participatory.

1. Organise a training-of-trainers session on constituency consultation, leadership, communication and inclusive urban development for 48 selected 48 councillors, with particular focus on women, youth, people with disability, and the private sector;
2. Strengthen elected councillors of the secondary City Districts on inclusive and participatory city development master plan implementation strategy;
3. Use Brainport/Eindhoven's expertise to develop a toolkit on implementing triple helix exchanges in the Districts via the Joint Action Development Forum (JADF);
4. Update training materials aimed at improving Districts' finance unit staff on inclusive planning and budgeting, with a focus on vulnerable groups;
5. Develop the approach of IDEAL RW's gender role model programme, to be launched in 2019.
6. Inspire District officials by showcasing the Dutch example of urban participatory policy development and service delivery through a study visit;

Outcome 3: RALGA lobbies and advocates for an improved policy and institutional environment for local governments in Rwanda

1. Inspire RALGA's lobby and advocacy strategy, by showcasing VNG's 100 years of experience in defending the interests of local governments, through a study visit (combined with study visit under outcome 2);
2. Elaborate RALGA's approach on effective and proactive representation of local governments in national social development policy design processes;

3. Strengthen RALGA's capacity on gender and develop a gender strategy.

Eindhoven/Brainport remain involved in the programme through the use of colleague-to-colleague capacity building under several activities. Based on RALGA's and Rubavu's response on the Human Rights Watch report we will continue the Rheden-Rubavu-Langeberg partnership.

6.4.2 Learning

The learning agenda in 2017 was related to the start of the programme and the organizing of needs assessment and consultation meetings to make sure the programme's interventions are closely aligned with the needs and priorities of the districts involved. The learning objectives for 2018 will be mainly focused on alignment with other stakeholders and implementation of programme activities. **Embedding and aligning our programme** with broader interventions of both the Government of Rwanda and other stakeholders like the World Bank and UN Habitat, and identifying best practices and lessons learned, will be at the core of this agenda.

"The core of our 2018 learning agenda is alignment of IDEAL with other interventions"

Besides our regular M&E cycle, the learning process will entail specific evaluations and reports of programme interventions and learning and coordination meetings such as Advisory Committee meetings. It is imperative that we ensure **participation in relevant sector working groups** and other national donor coordination mechanisms. Talks with the Ministry of Local Government (MINALOC), the Rwanda Housing Authority, RALGA and UN-Habitat in October 2017 have laid the foundation for this membership and we trust that will be participating actively in the SWG meetings by the end of 2017. Furthermore, talks with MINALOC learned that a separate coordination platform may be created for stakeholders working with the secondary city districts.

We will advocate for this and ensure participation if such a platform becomes a reality. One other part of our learning process in 2018 concerns the **urban governance system of the secondary city districts** and to what extent this will prove to be a hindrance in achieving our programme objectives. As mentioned in the activity planning we will conduct an assessment of this system and its limitations, which will feed into the lobby and advocacy by RALGA to improve the enabling environment for the Secondary City Districts

6.5 Advisory Committee Structure at Country Level

No changes have occurred in the Advisory Committee structure. Besides the advisory committee, IDEAL Rwanda team has opted to hold an additional consultation meeting annually. This meeting will only be attended by the benefitting Districts, RALGA and VNG International, and serves as a **tool for exchange** between the beneficiaries and implementation partners of IDEAL. Through this consultation meeting, we hope the Districts will feel continued ownership over the programme.

"We aspire to finalise the design of the gender role model programme in 2018"

In 2018 we also aspire to finalise the design of the IDEAL Rwanda **gender role model programme**. At a later stage we would therefore also involve some participants from this programme in these meetings.

Figure 6: Advisory Committee Rwanda



6.6 Coordination and Partnerships

The IDEAL programme in Rwanda will **leverage on current partnerships** as well as continually establish new partnerships. The programme team will ensure coordination with other programmes such as in the design of the gender programme in collaboration with CARE Rwanda, participation in the LED and urbanisation sector working groups chaired by the Ministry of Infrastructure, by engaging with EKN and participation in various donor coordination platforms.

At the country level, continuous engagements will be facilitated with the Ministry of Infrastructure (MININFRA), Rwanda Housing Authority (RHA), Ministry of Local Government (MINALOC) and the Local Administrative Entities Development Agency (LODA). IDEAL Rwanda will ensure that programme activities are coordinated such as the work on the master plans and One-Stop Centres, which are priority areas for MINALOC and RHA. As mentioned above, MINALOC indicated it is in the process of establishing a framework for the coordination of activities in secondary cities, in which VNG International would participate. In addition, the consultation meetings with the districts ensure that their input is fed into the programme activities and in line with any support the districts are receiving from other stakeholders. **IDEAL Rwanda's partnership with RALGA** also enhances coordination as RALGA is very well informed of other stakeholders' interventions related to the districts. By strengthening and working with the JADFs, as mentioned in the activity plan, stronger cooperation with among other the private sector will be pursued at the local level.

At the donor level, the World Bank is one of the major development partners involved in urban development in Rwanda. Coordination will be actively sought by VNG International's RPM in Kigali as well as more formally through the Advisory Committee. CARE's presence in the Advisory Committee will ensure **coordination and synergies in the field of gender** and local governance. Furthermore, VNG International bid to implement part of the GIZ decentralisation programme in Rwanda, and thereby ensuring coherence between VNG International and GIZ who both play important roles within RALGA.

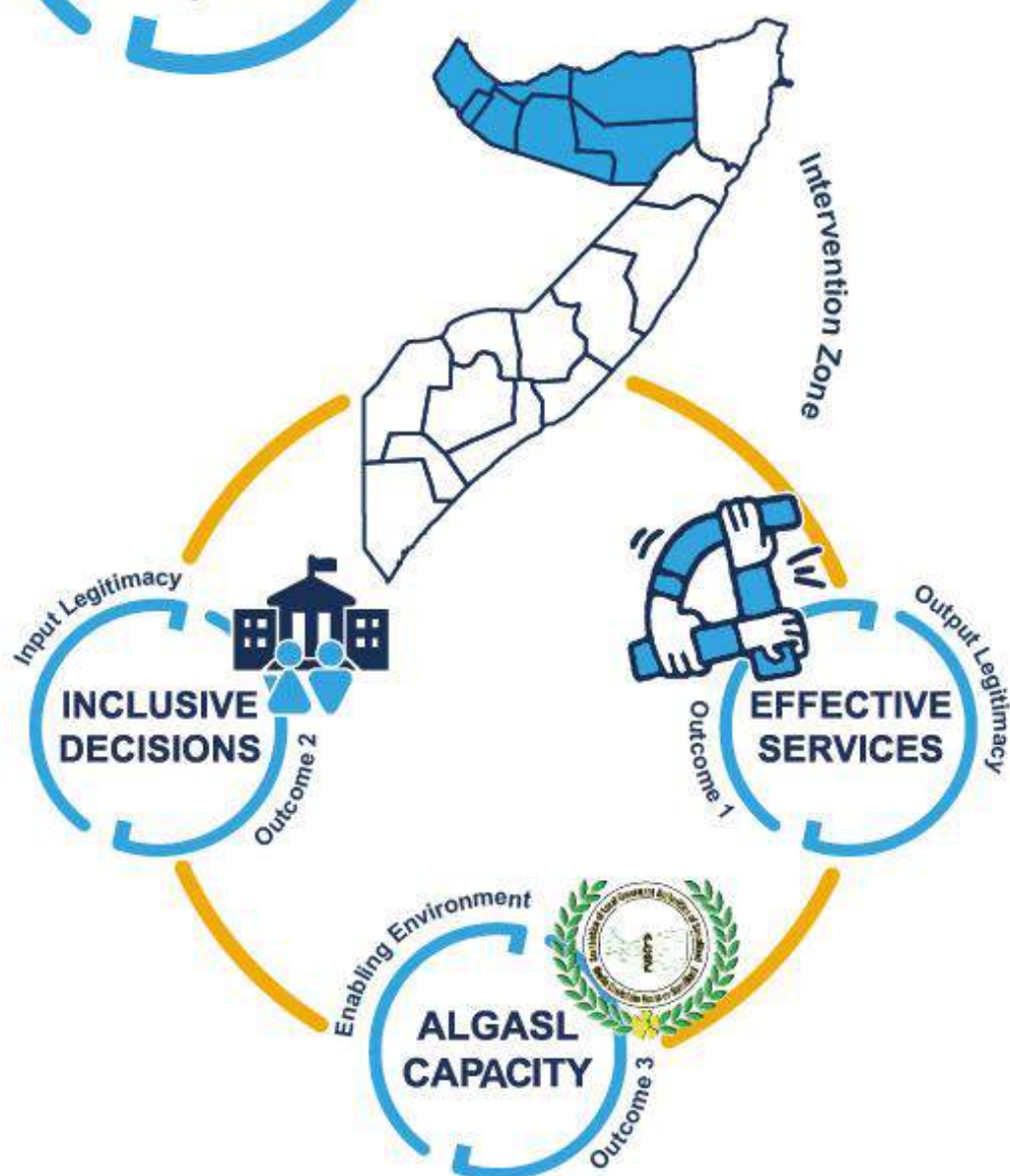
"Continuous engagement will be facilitated with relevant national ministries"

"Stronger cooperation with the private sector will be pursued at the local level"

Overall Impact

The capacity of the local government sector in Somalia to cope with fragility risks in the area of resilience has improved.

SOMALIA



7

Somalia

7.1 Lessons Learned from 2017

“IDEAL SO will adopt a process oriented approach”

Despite the various activities we have been able to accomplish thus far (e.g. kick-off seminar, gender workshop, various project cycle management workshops), we have been too ambitious in our activity planning. It has taken longer than expected to set up (local) management mechanisms, due to the fact that Somaliland is a new country for VNG International, where we work with a new counterpart (with limited resources), and it is also a complex environment (e.g. due to the intricate clan context and legal framework) that requires cautious operations. The presidential elections scheduled for 13 November also had an implication on planning (e.g. availability of government officials, esp. in political positions), leading to some delay or revision of activities. Future planning will need to be more realistic and sufficiently flexible. **We opt for a process oriented approach to accommodate the volatile environment**, rather than an activity plan that is carved in stone.

As in many other countries where VNG International operates, programme implementation so far in Somaliland confirmed the importance of **combining international with local expertise** (e.g. Nagaad Network for gender activities) and of ensuring local ownership (incl. involvement of ALGASL secretariat in activity design and planning, and transparent programme management), not in the least to **properly take into consideration religious and clan-related matters**, but also language barriers.

While direct outreach to districts under outcomes 1 and 2 was originally only foreseen from the end of year 2 onwards, implementation so far has shown the **importance to already involve districts** (paying and non-paying ALGASL members; JPLG and non-JPLG districts; mayors, councillors, civil servants) in activities and not only focus on ALGASL's internal capacity. This is important in view of IDEAL's strategy to expand ALGASL's membership as well as local ownership. (Potential) members need to experience the value of ALGASL's services.

“Coordination with JPLG is essential, to ensure synergy and avoid duplication”

Working on decentralisation and local government capacity in Somaliland is perceived as synonymous to the **UN's Joint Programme on Local Governance (JPLG)**, leading to press coverage about IDEAL activities even being presented as “JPLG”. With JPLG's 3rd phase (starting 2018) now formally approved, proper coordination between the two programmes will be essential to **ensure synergy and avoid duplication**. Relations with JPLG's local as well as senior management in Nairobi are constructive.

7.2 Targets at Outcome Level for 2021

The baseline study clearly showed that LG stakeholders' perceptions of the policy and institutional environment were much higher than the scores on the objective indicators, which were discussed in focal groups (where examples had to be given) and subsequently scored by an analyst.

There is a strong possibility that certain stakeholders will become **more critical** in the coming five years, as they become more aware, and perhaps also are more open and trusting of VNG/IDEAL to give an honest answer when surveyed. Furthermore, developments at the national level that are outside of our control can have an impact on the enabling environment. Perception indicator scores, therefore, could decrease. The mid-term evaluation will give us an indication as to how strong this effect may be. **Continued PEA** can also help us explain changes in indicator scores.

"Targets for the policy environment are more modest than for the institutional environment"

For the policy environment, we are expecting more critical scores on perception indicators. Furthermore, our intervention is unlikely to have much impact on national policy documents, as this is not our core focus, nor is it within our scope of control. However, we do expect to increase the capacity of ALGASL to lobby and advocate on behalf of LGs in decision-making processes at national level, which should result in a slight increase on the objective indicators. However, we have remained **modest in our ambitions** given the current limited lobby and advocacy capacity of ALGASL.

Regarding the institutional environment, we expect some perception indicator scores to drop with LGs becoming more critical about whether they have the autonomy to carry out their mandate. However, other indicators under this index directly relate to the **perception of districts on (the work of) ALGASL**. These baseline scores were relatively low. A significant increase is expected there, since IDEAL will focus on improving the capacity of ALGASL, its services, and its visibility and outreach. For the objective indicators, we expect a significant increase due to concrete improvements in the services delivered by ALGASL (including on gender issues) and its ability to represent districts. Furthermore, the institutional environment will benefit from our aim to improve ALGASL's **financial sustainability**, whereby it can continue to represent, serve, and connect districts. We have already seen **positive signs**, for example with **5 new districts** announcing they intend to become paying members of ALGASL. At the same time, given the limited capacity of ALGASL at the moment, we have remained relatively modest in our overall ambitions.

Thus, our programme strives to improve most on the objective indicators, where the baseline scores were lowest due to **clear gaps in procedures**, both at the level of ALGASL and the wider

Targets 2021		IDEAL SO	
		Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	To be measured and set later in the programme (as explained in the inception report).	
	Responsiveness (O)		
	Effectiveness (P)		
	Effectiveness (O)		
	Participation (P)		
	Participation (O)		
	Inclusiveness (P)		
	Inclusiveness (O)		
	Policy env. (P)	72	62
	Policy env. (O)	43	50
Oc level II	Institutional env. (P)	58	62
	Institutional env. (O)	36	57
	Enabling env.	48 ¹⁸	57
Social contract (impact level)		To be measured and set later in the programme.	

"The institutional environment will benefit from ALGASL's improved financial sustainability"

¹⁸ One objective indicator score was revised (lowered) by the analyst after submission of the inception report, after he found that the original score did not match the qualitative analysis. Thus, the overall score for the enabling environment is slightly lower than presented in the inception report.

policy and institutional environment. Especially at the level of ALGASL, we expect to be able to improve their services, their institutional sustainability, and their capacity to lobby and advocate on behalf of LGs. While this will have a limited impact on the policy environment (perhaps showing some early results of lobby and advocacy), it will have a **greater impact on the institutional environment**. IDEAL can have a stronger influence on service delivery outcomes of the association, in directly supporting this function, while the programme cannot guarantee changes in policies from lobby and advocacy strengthening.

Once the programme has selected pilot districts, the baseline will be carried out for Outcomes 1 and 2, after which targets can be set for these outcomes as well as for the overall social contract. At this point in time, we will also decide on our **level of partnership** with ALGASL under the IDEAL programme going forward, based on on-going critical evaluation of our programme strategy and the capacity, legitimacy, and representativeness of the association.

7.3 Context and Risk Analysis for 2018

7.3.1 Context Analysis 2018

On November 13th, 2017, **Presidential elections** will take place in Somaliland. No matter the result, there will be numerous changes in the political environment that will affect our programme context. For example, a **high level of turnover** is expected within Ministries within the first month(s) of the new government. The MoI will likely see a full turnover of officials regardless of the outcome of the election. The Champion Office, on the other hand, will likely remain the same if Kulmiye wins (given that the Vice President would stay in his current position); but can also expect (leadership) changes if an opposition party wins. Such turnover in central government counterparts would require briefings and **relationship-building** with new officials in order to continue to enjoy government support for the programme and ALGASL. This central level turnover is unlikely to affect the ability of the programme to continue its activities and achieve its goals.

If an opposition party wins, **turnover** can also be expected at **local level** and over a longer period of time (Risk C). This would have a larger impact on our plan and affect whether or not it is opportune to select pilot districts. Furthermore, depending on (acceptance of) the result, there will be a period in which it is difficult to mobilise some beneficiaries (esp. political actors) for activities. This may cause delays in our planning. However, since several of our ambitions for 2018 regard internal capacity of ALGASL, we will be able to continue to meet some of our objectives.

If there is prolonged **contention** of the results and/or tensions become heated, activities may be delayed due to increased security risks. This seems unlikely, also because the current President is not a candidate and therefore less likely to put government resources to use in escalating tensions after the results are announced. We aim to hold a topical workshop for districts on mitigating and managing local tensions, for example caused by elections.

While the entry of a new government provides challenges, it also provides **lobbying opportunities** that can promote the importance of LG and decentralisation, as well as ALGASL's (potential) role. There is also a chance that the new government will appoint more women to

"Following the elections, some of our beneficiaries may be more difficult to mobilise"

"The entry of a new government provides lobbying opportunities"



political positions than before, given increasing awareness and appointments for women in all 3 political parties. This would provide an opportunity to promote **women's participation** and advocate for implementation of the National Gender Policy and Action Plan with Nagaad Network.

In contrast to what was stated in the inception report, the **local and parliamentary elections** are planned for April 2019. They are unlikely to take place in 2018, although the international community may push the new government to hold these elections sooner. If this is the case, then our activity plan will need to be adjusted based on the availability of local counterparts in the months leading up to and following these elections. We will continue to monitor the political climate regarding the local elections and other factors throughout 2018 and use this information to decide on timing of activities, as well as timing and selection criteria for pilot districts.

Furthermore, the **fiscal transfers** have not been paid to districts in 2017, because this budget was reallocated to organisation of the Presidential elections. This means that both districts and ALGASL (since membership payments come out of these fiscal subsidies) have not received their full budget this year. The fiscal transfers are predicted to start again in 2018, but ALGASL will not receive its contributions until after the first quarter (since they are paid quarterly). This means that the financial deprivation of ALGASL continues throughout March 2018. The resulting limitations in capacity of the LG sector is something we are taking into account in our activity planning and will monitor closely in 2018.

Another important contextual factor in 2018 will be the **starting up of JPLG3**. It has just been formally approved, but the work plan is still being designed. Our local team as well as ALGASL are involved in and informed on developments.

"Fiscal transfer delays continue to limit capacity of ALGASL and districts"

7.3.2 Risk Analysis 2018

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Reputational				
A. Selection of pilot districts causes disputes within the Board of Directors, between the Board and other mayors, or with other stakeholders. This may cause resentment against IDEAL, VNG, and/or ALGASL.	2	4	Detailed and clear selection criteria will be developed together with the Board and key stakeholders to ensure a fair and transparent selection process. We will also use an independent conflict sensitivity advisor in designing the criteria. Complementarity with JPLG3 is key, as well as thinking strategically about ALGASL's membership expansion strategy and the government expansion strategy.	If disputes arise over the selection process / resentment builds, we bring the disputing parties together to discuss what has happened and how to come to a resolution. This may delay or prolong selection. If reputational or security issues arise in a district (selected / under consideration), VNG may decide to withdraw from this district. Our security policy and IDEAL conflict sensitivity guidelines are leading and we will closely consult with EKN.
B. Duplication with JPLG3.	2	3	We have good relationships with key JPLG3 actors (locally & in Nairobi) and share key project documents and updates with each other. The Champion Office is in our AC. ALGASL and our RPM have been involved in JPLG3 design.	If we find that there has been duplication, we will organise further or other structural meetings with key JPLG3 actors to improve on our coordination.
Risk Area: Operational				

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
C. A new (opposition) government may replace mayors that supported Kulmiye, among which are key ALGASL advocates. New mayors could be less aware of ALGASL / IDEAL, the Board may experience turnover, mayors may be less available for activities.	2	4	Replacement of mayors is a district council mandate, so the central government cannot directly replace mayors. Further, mayors are elected from within the council. We are deliberately involving councillors in activities to gain support for ALGASL and IDEAL. We monitor the political situation closely and invest in relationship building with new central & local government leaders.	Awareness raising of ALGASL & IDEAL among new political leaders. If political stakeholders are unavailable for activities, we may (temporarily) focus more on the ALGASL Secretariat and on promoting awareness among districts. Should turnover within ALGASL (Secretariat or Board) become an issue due to which ALGASL ceases to function, we may adjust our programme strategy (also see Risk E).
D. Lack of financial resources of ALGASL limits their ability to function effectively (fund activities and retain motivated staff) and contribute to IDEAL.	3	3	IDEAL contributes to salaries and office costs to support ALGASL and commit staff (part-time) to their roles. IDEAL activities focus on creating clear roles within the Secretariat and take into account absorption capacity. In 2018, we will support HR policy review to encourage staff. IDEAL will support ALGASL and key stakeholders to lobby for (improved) fiscal transfers.	IDEAL can fund ALGASL activities relevant for its objectives (e.g. services to districts, lobby & advocacy, platform function). We will train (ToT) multiple people and focus on systems to minimise loss if one person leaves (also see Risk E).
E. ALGASL's growth and effectiveness stagnates or is insufficient for the programme strategy to continue. Closely related to risks C & D (financial and human resources).	2	3	The programme has taken steps to be as relevant and supportive to ALGASL as possible, based on VNG International's experience in working with LGAs. Absorption capacity, financial resources, etc. are all taken into account in activity planning.	IDEAL's strategy may be adjusted if critical evaluation shows that ALGASL is unable to take up its role in the programme or IDEAL could be more effective with another approach. This evaluation will be done in close consultation with key stakeholders, including ALGASL and EKN. Alternative approaches might include working directly with districts under outcomes 1 & 2 as we do in other countries, while continuing support for ALGASL under outcome 3.

7.4 Planning January-December 2018

"Cross-cutting will be on-the-job coaching for the ALGASL secretariat"

Given the lessons learned so far (see section 7.1), we will need to be **realistic and flexible**. This means that our approach will be **process oriented** and the activity planning below is not carved in stone, and suggested activities under various outputs may be combined. Cross-cutting will be the provision of **on-the-job coaching** for the ALGASL Secretariat.

7.4.1 Activity Planning

Outcome 1: ALGASL services contribute to more responsive and effective service delivery (in policy areas relating to resilience) in pilot districts in Somaliland & Outcome 2: ALGASL services contribute to more inclusive and participatory decision-making processes (in policy areas relating to resilience) in pilot districts in Somaliland

Under outcomes 1 and 2, we **select the pilot districts** at the end of 2018 and will subsequently carry out a **baseline assessment** as a basis for measuring progress and defining activity focus. This will be accompanied by local conflict and gender analyses, with guidance from the overall IDEAL conflict- and gender-sensitivity guidelines. Additionally, to promote expansion of ALGASL's paying membership and to retain local commitment (see section on "lessons learned" above) we will **already include the target group** for Outcomes 1 and 2 (i.e. districts) under activities under Outcome 3 in 2018.

Outcome 3: ALGASL contributes to an improved policy and institutional environment of districts

Under output 3.1 “Institutional sustainability”, we will facilitate the ALGASL General Assembly, revision of the ALGASL constitution, development of the ALGASL strategic plan 2017-2021, review of Human Resources policy and job profiles, review of financial management and cost recovery mechanisms, development of communication mechanisms for members and stakeholders. Inclusiveness will be an important consideration in ALGASL’s updated strategic plan to ensure that ALGASL itself can legitimately represent and service all its members.

Under output 3.2 “Services to members”, we will focus on the **training capacity** of the Secretariat through facilitating Training-of-Trainers and field survey on training needs, as well as topical seminars for districts related to resilience (e.g. disaster management, election-related tensions).

Under output 3.3 “Lobby & advocacy”, we will work on improved understanding of the decentralisation policy and related **roles and responsibilities** among ALGASL and its stakeholders (e.g. MOI, district officials), as well as sensitization of ALGASL staff about the legal framework and policies. **APD** will be an important partner in this.

Under output 3.4 “Gender”, we intend to follow-up on our initial gender workshop through facilitating ALGASL to work with districts in **developing local strategies** for implementing the National Gender Policy and National Gender Action Plan. Gender will also be featured in ALGASL’s updated strategic plan. **Nagaad Network** will be an important partner.

Finally, under output 3.5 “Platform for exchange”, we will support **benchmarking and learning opportunities** between districts (through independent activities or incorporated in other activities) and we intend to use IDEAL’s wider network to organise an exchange visit with other LGAs.

“Stressing inclusiveness strengthens ALGASL’s legitimacy and service delivery”



7.4.2 Learning

Learning in IDEAL Somaliland will be based on the approach described in the inception report, i.e. rooted in 1) the regular M&E cycle, 2) organic learning processes (e.g. activity evaluation), and 3) specific knowledge generation/sharing activities (e.g. Advisory Committee sessions, regular liaison with Champion Office, JPLG management).

The core of our learning agenda in 2018 will be based in **IDEAL’s effectiveness to confirm ALGASL’s local relevance** through 1) the approval of new strategic documents (revised constitution, strategic plan, HR policy, financial strategies) and 2) the attraction of new paying members. For the latter, especially improved outreach and service delivery capacity will be crucial. Combined this should serve to demonstrate the strategic relevance of involving ALGASL in pursuing IDEAL’s overall programme goals. Additionally, the establishment of constructive partnership between IDEAL and JPLG3 will be an important focus. **Operational considerations** related to programme implementation in Somaliland (complex, volatile environment) will also remain an important learning objective, e.g. in relation to local management and selection of pilot districts toward the end of 2018.

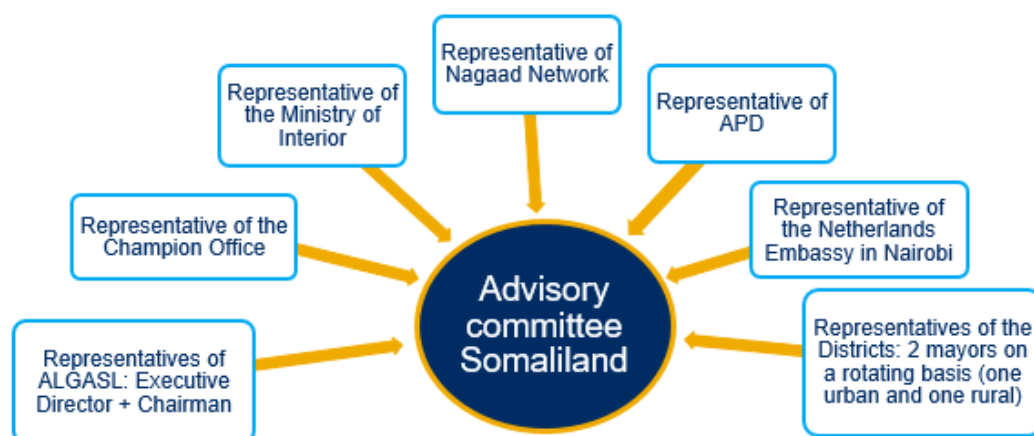
“Demonstrating ALGASL’s strategic relevance is key to our learning in 2018”

7.5 Advisory Committee Structure at Country Level



The Advisory Committee meets once every quarter to discuss developments in the context, progress of the programme, and avenues for collaboration and complementarity between the initiatives of the different parties. Since the inception report, the Academy for Peace and Development (APD) has been added as a member, given their previous and upcoming policy research work on decentralisation (incl. elections). Furthermore, the Chairman of ALGASL will always be present, in addition to two mayors from an urban and rural district.

Figure 7: Advisory Committee Somaliland



7.6 Coordination and Partnerships

As referenced in the inception report, a key partner for IDEAL will be **UN JPLG**. The 3rd phase of JPLG will start in 2018 and will have 4 outcome areas that are related to IDEAL's focus: 1) policy development, 2) service delivery, 3) LED, 4) gender. Gender is a new outcome area under JPLG, which offers opportunities for synergy, since gender is also a cross-cutting objective in IDEAL.

Supported by JPLG3, the MoI intends to embark on a "Government Expansion Strategy" to expand the implementation of Somaliland's decentralisation policy to 15 remaining districts that have not yet been targeted in JPLG's 1st and 2nd phases. ALGASL – supported through IDEAL – can play an important role in the outreach to these 15 non-JPLG districts. We will also take this into account in the selection criteria for the IDEAL pilot districts under IDEAL outcomes 1 and 2.

In 2017, the **Local Government Institute** was established to provide a standardised training approach for district staff. ALGASL is member of LGI's Board of Directors. This provides an important avenue for ALGASL – through lobby and advocacy – to ensure that LG needs are sufficiently reflected in the official LGI training curriculum. IDEAL can support ALGASL in this.

JPLG is coordinated through the **Champion Office** (under the Office of the Vice President, responsible for decentralisation), which is a member of the IDEAL Advisory Committee. Furthermore, the IDEAL team has established close coordination with the local JPLG management in Hargeisa as well as senior management in Nairobi. IDEAL's RPM – together with ALGASL – has participated in the JPLG Steering Committee on 11 October 2017. ALGASL is a

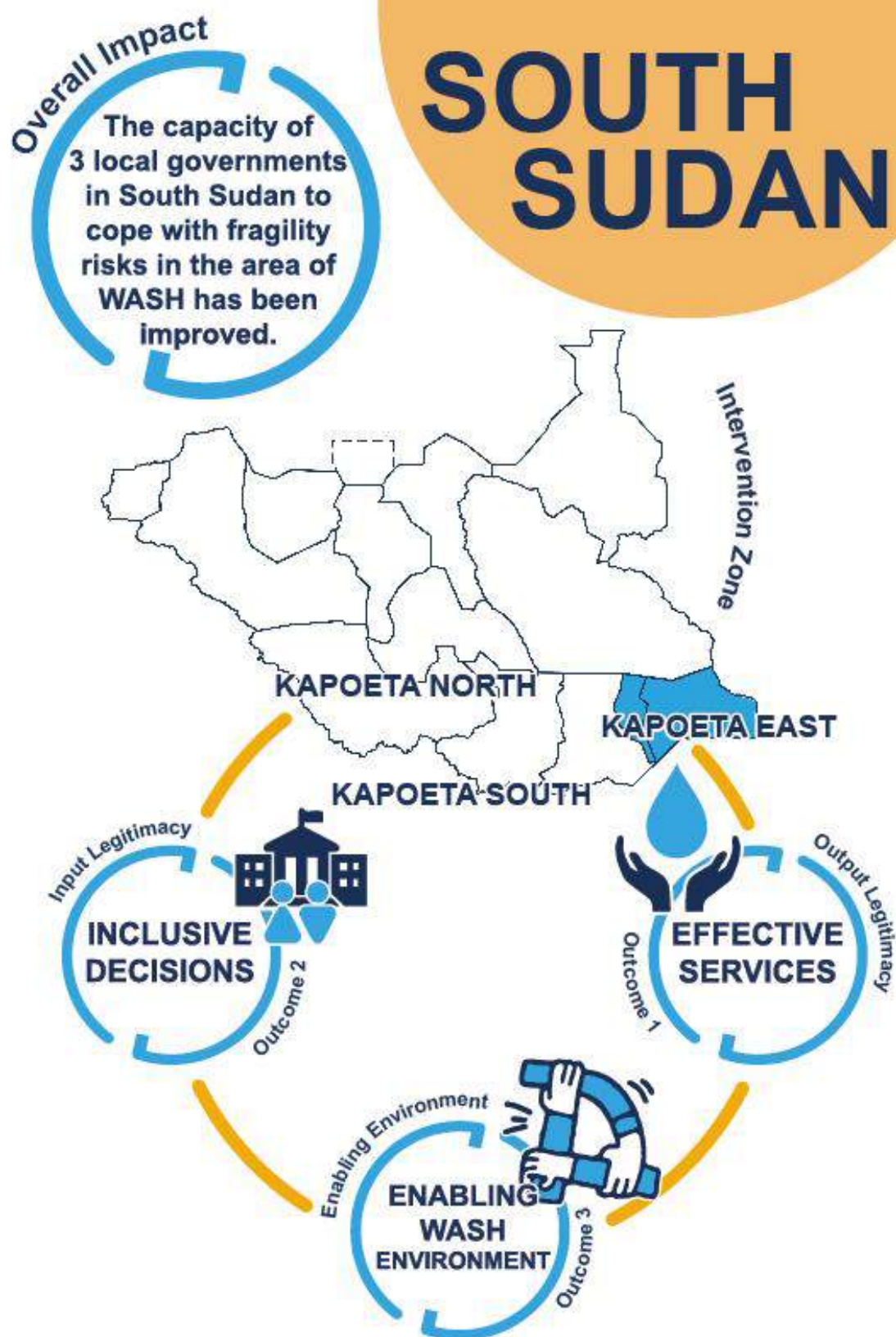
"Synergy will be sought with JPLG3"

member of the Local Government Technical Working Group and the Interministerial Committee (IMC), which brings together the most relevant IDEAL stakeholders. These are important channels for exchange of lessons learned and best practices, as well as activity coordination.

“Nagaad Network and APD are important resource partners”

In terms of IDEAL activity implementation, **Nagaad Network** will be closely involved in the mainstreaming of gender throughout IDEAL (as in the gender workshop in August 2017), while the **APD** – based on its policy research portfolio – will be involved in IDEAL’s interventions in the field of lobby and advocacy, as well as provide advice on content of activities for districts. Both organisations are IDEAL Advisory Committee members.

As mentioned in the inception report, VNG International has submitted a project proposal on inclusive LED focusing on the wider Berbera region together with ALGASL. The full proposal has been **approved** and we are awaiting the formal award notification. This project would allow for elaboration and institutionalisation of IDEAL’s outputs.



8 South Sudan

8.1 Lessons Learned from 2017

“Bridging the existing gap between LGs and communities demands closer community involvement”

Based on the inception report, the baseline study, and consultation with the Embassy, we concluded that **bridging the existing gap between the LGs and communities** requires closer involvement of communities in IDEAL. Through working with **mixed target groups** (e.g. local government, water user/management committees, women’s associations) rather than a sole focus on government agencies, IDEAL responds to this lesson by **addressing community structures** more and promoting sustainability. An important element in this adjusted approach is **closer cooperation between the WEES and IDEAL programmes**, which is further discussed in the sections on “activity planning” and “coordination & partnerships” below. In doing so, VNG International draws on its specialised niche as a LG capacity builder.

Meetings with county executive directors (EDs) and commissioners confirmed **ample interest in supporting IDEAL**. The EDs are the driving force of the counties due to their traction on state ministries and within the county, in contrast to the heads of departments, who have little capacity and few staff. Therefore, we will shift our focus from working (only) with the WASH departments to involving the EDs more.

In addition, stakeholder meetings showed appreciation for addressing shared values, ethics and expectations between communities and counties jointly. We will build on this as a basis for **promoting inclusive governance**, working as much as possible with mixed groups of participants rather than only promoting community outreach among LG training audiences.

There is an interest in capacity development in order to improve service delivery, but in viewing of gaining government legitimacy there is also a demand for these **services to be tangible**. Due to the lack of financial means to implement services we will apply a modest, **performance-based grant scheme**. The link with the grants under WEES is discussed under “activity planning” below.

Finally, the deterioration and volatility of local government capacity and the political, security and economic situation rendered it more difficult and time consuming than expected to establish the programme in Kapoeta, implement activities, and fine-tune our approach. We will need to be **flexible, modest and realistic**, operationally and in terms of projected results.



8.2 Targets at Outcome and Impact Level for 2021

“Structural obstacles impede the capability of LGs to execute their mandate”

In the baseline KNC, KEC and KSC achieved an average score of **24% for the social contract** (i.e. ‘poor’, according to the programme’s M&E framework). Out of the three social contract dimensions, the enabling environment (outcome 3) scored the highest, with 27%. The output legitimacy (outcome 1) scored 26% and the input legitimacy (outcome 2) scored lowest with 22%. These relatively low scores for all three outcomes suggest the existence of structural obstacles

(e.g. insecurity, lack of resources, low levels of education) impeding the capability of the LGs to execute their mandate and a fracture between the communities and the LGs. Although it is IDEAL's ambition to assist in **overcoming structural obstacles** impeding the capability of the LGs to execute their mandate, we have been **modest** in our target setting, especially taking into account the deterioration that has already occurred since the inception phase. The current **programme environment demands realism** and consequently targets mostly aim at stabilisation or a modest increase (trying to prevent further deterioration), rather than substantial improvements. Overly ambitious target setting might lead to criticism about naïve analysis of the programme environment, improperly fine-tuned activity design and falling below the mark in progress reviews, thus risking losing support for the programme. The volatility will require frequent revision of targets.

"We are likely to be most successful at influencing participation and inclusiveness"

Through IDEAL we can – under the current circumstances – likely primarily influence the indicators that are linked to **participation and inclusiveness**, and to a somewhat lesser extent **responsiveness** through our revised approach focused on bridging the gap between local government and communities. Indicators related to effectiveness are more difficult to realise as they are more dependent on factors outside our scope of control (e.g. lack of resources, wider developments in the country).

This may affect the **perception of citizens about government legitimacy**, especially as they become more critical about the government due to increased awareness about what they may expect from the government. This is also true of indicators related to the policy and institutional environment, as the **enabling environment in South Sudan is particularly uncondusive** and not within our scope of control. Also, unlike in other IDEAL countries, we do not directly work with a serious local government association in South Sudan that can influence national level developments on behalf of local governments.

"The enabling environment in SS is highly uncondusive and outside of our control"

Targets 2021		Kapoeta South		Kapoeta North		Kapoeta East		IDEAL SS	
		Baseline	Target	Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	44	48	50	50	45	49	46	49
	Responsiveness (O)	20	26	7	7	7	13	11	15
	Effectiveness (P)	45	49	47	48	48	52	47	50
	Effectiveness (O)	20	40	7	20	7	20	11	26
	Participation (P)	57	61	66	66	61	63	62	63
	Participation (O)	7	33	0	20	0	20	2	24
	Inclusiveness (P)	60	65	68	69	62	66	63	67
	Inclusiveness (O)	13	26	0	7	13	20	9	18
	Policy env. (P)	-	-	-	-	-	-	56	59
	Policy env. (O)	-	-	-	-	-	-	20	20
	Institutional env. (P)	-	-	-	-	-	-	36	24
	Institutional env. (O)	-	-	-	-	-	-	18	7
Oc level II	Output legitimacy	32	41	22	27	21	32	26	34
	Input legitimacy	28	47	0	33	2	40	22	41
	Enabling env.	27	18	27	18	27	18	27	18
Social contract (impact level)		29	37	3	27	8	31	24	33

8.3 Context and Risk Analysis for 2018

8.3.1 Context Analysis 2018

“New governance structures means a further division of resources”

In 2017, Kapoeta North has been divided into Riwoto and Korkomuge, Kapoeta East has been divided into Jimo, Kauto and Kapoeta East and Kapoeta South has been divided into Singiata and Katiko. Currently the former KNC, KEC and KSC still govern the **newly created territories**, but it is expected that the new counties will establish a governance structure of their own in the near future. The splitting up of states and counties also means that the **limited (human) resources** need to be divided over a **growing number of government institutions** and that commissioners and governor positions will be reshuffled, leading to further **weakening of government capacity**. It is expected that additional divisions at the state and county level could take place in 2018. Currently, IDEAL is supported by the governor of Kapoeta State and the commissioners of the target counties. This could change if new political officials are appointed.

Since government staff has not been paid for seven months and the central government has not yet approved next years' budget, chances are that the **counties will have no resources** to work with in implementing the programme. To support our capacity building interventions, we may set up a modest **grant scheme**, which comes with fiduciary risks (e.g. mismanagement of funds).

The **only financial institution** in Kapoeta Town is a new local bank (Mountain Bank), which is reluctantly used by only a few NGOs. It is difficult to assess its trustworthiness and the bank only operates in SSP. Local money transfer agents are very expensive. This causes obstacles in financial management of the programme (e.g. substantial exchange rate loss, lack of local liquidity, security related to safe keeping of local cash funds).

8.3.2 Risk Analysis 2018

The below table presents risks that have been updated or added to the risks presented in the inception report (which are still valid).

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Security				
Flare up of conflict due to the return of refugees from Kenya and Ethiopia	3	5	VNG International works with local and international security providers for frequent assessments and has overall and country-specific security policies	If conflict flares up in Kapoeta State, we will take measures in consultation with the Embassy. Staff will need to be evacuated and the office needs to be locked down as has been the case under previous programmes.
Risk Area: Safety				
Risk of theft when cash transfers are needed because local banks cannot be used	2	3	We will use bank transfer to service providers as much as possible and will have a safe in the office that can also be used by staff staying in the hotel.	The personal impact of a robbery could be large. Also, activities may need to be cancelled due to lack of liquidity. It will then be rescheduled. All staff are instructed on dealing with robberies and will receive post-trauma counselling.
Risk Area: Fiduciary				

Accountability and mismanagement related to grants	3	3	As under LGCP and WEES , we use strict grant management guidelines and guide counties with on-the-job coaching. The grants will be small (USD1000-1500) and never fully disbursed upfront (performance based financing).	When mismanagement occurs we will closely investigate what can be done to minimize damages. Cases of deliberate misuse of grants will have consequences for those counties' s ability to apply for future grants. Moreover, the fraudulent county will be held accountable for its actions. The role of the Advisory Committee and the national level counterparts (MWRI, LGB) are important in this regard.
Risk Area: Legal / compliance				
National Security puts measures in place limiting our operating space	5	3	We maintain good relations with NS, the commissioners and governor to minimize possible negative influence on the programme.	Any conflict with NS should be deescalated asap, which could mean adjusting activities or planning. Our local network can assist in minimizing the impact. In severe cases we may request intervention by the Embassy.
Risk Area: Reputational				
Tendency to exclude certain ethnic and/or vulnerable groups by government counterparts may affect the reputation of IDEAL, VNG International or the Netherlands	3	2	IDEAL's core focus is to improve inclusive governance. We closely monitor governance mechanisms that could be perceived as exclusive and address them in activities. We work with local NGOs and experts to assess how to include minorities in activities. We will carry out a gender / conflict analysis.	Recurrent tendencies to exclude certain ethnic groups will lead to discussions with our government counterparts questioning their commitment to the objectives of the programme. Any negative conclusions will be discussed with the Ministry (MWRI) and the Embassy.
Risk Area: Operational				
High turn-over rate of commissioners or governor due to administrative division	5	3	We cannot influence the turnover rate.	When IDEAL is not supported by a new commissioner or governor, the impact could be significant. We will maintain good relations with county officials on different organizational levels e.g. the ED so that we do not become too reliant on politicians. Relations with new officials will be established asap.
Civil servants are not motivated to perform functions due to increased period of time without support and operational funds and/or overall absorption capacity is too weak	5	3	Small grants will be used to provide WASH officials with an incentive and necessary funds to work on programme activities	If the HR capacity becomes too weak to implement the programme responsibly and sustainably, we will consult with the South Sudan Ministry of Water (MWRI) and if need be the Embassy whether it is conducive to continue IDEAL in the present form
Additional division of states and counties	5	3	We cannot influence the division of states and counties. However, we will continue to work as much as possible in the original administrative centres (KEC, KNC, KSC) rather than the new counties	In case additional states and counties are created, the programme will mostly be affected by reallocation of resources. How reallocation will take place cannot be predicted. We will assess per county how to continue implementing the programme, and if it is possible to assist current counties in facilitating their peers in newly created counties, based on what capacity built under the programme (e.g. through benchmarking).
Lack of financial institutions	5	3	We will use bank transfer to service providers as much as possible, test the new local Mountain Bank with small amounts of SSP, and limitedly use money transfers or cash transfer with staff	Lack of access to financial institutions could affect IDEAL when mitigating measures are unsuccessful and when more funds are required than staff can/are willing to bring with them. In such cases, we will adjust planning, e.g. split up activities or request assistance from partners (e.g. WEES).

8.4 Planning January-December 2018

8.4.1 Activity Planning

"In 2018, we will work on building a basis of practical knowledge and skills"

In 2018 the **focus will be on outcome 1 and 2**. IDEAL will align its activities with WEES. IDEAL will mainly focus on the **individual and organizational capacities of LGs**, whereas NIRAS will focus its efforts on infrastructural grants (e.g. for water points), capacity building of WMCs and technical staff in communities. Although WEES envisions to enable the WMCs to play a bigger role in the O&M of water infrastructure, they still require support from the county governments for larger maintenance, supply of spare parts and planning. However, currently the county governments are not able to provide this support due to a lack of capacity of its personnel and processes. This is what IDEAL will focus on. Thus, IDEAL will provide the governance framework for the interventions under WEES. Working on outcomes 1 and 2 in 2018, means building a foundation for working on outcome 3 in a later stage.

Activities in 2018 all focus on building a sound basis. We will focus on **practical knowledge and skills**, putting this into practice and acquiring the (financial) support to implement services. We will continue working on shared values, ethics and expectations between communities and counties in mixed groups of participants as a basis for cooperation and inclusiveness, thus promoting sustainability of programme results. We will also carry out a **gender / conflict analysis** with guidance of the overall IDEAL gender- and conflict-sensitivity guidelines.

"Small performance-based grants may be used to provide incentives and operational funds"

Regarding the implementation of activities for outcomes 1 and 2, small **performance-based grants** (ideally also co-financed by counties) may be used to provide WASH staff with an incentive and necessary operational funds to work on programme activities given the lack of resources at county level, e.g. through enabling and supporting WASH staff in delivering specific WASH services, office management, logistics (e.g. motorbike for supervisors). Support to government staff in planning (incl. prioritisation), budgeting and accounting for these grants will be part and parcel of the approach.

Outcome 1: The provision of WASH services, by the target counties, is more effective and responsive.

Given the low basic capacity and absorption capacity of county staff, we will start with workshops on their **roles and responsibilities**. In addition, we will organise trainings on basic skills needed for providing WASH services (e.g. planning, budgeting, management and leadership skills), building on progress made under LGCP. The trainings will have a strong focus on **responsiveness** of services to the differing needs of women, youth and different ethnic groups.

Outcome 2: Decision-making processes on WASH services delivery, in target counties, are more inclusive and participatory.

In cooperation with WEES, we will work on **bridging the gap between communities and counties** by capacitating the county staff and communities (e.g. WMCs) in mixed groups on inclusive and participatory decision making. Through trainings and workshops (and follow-up coaching), county government officials will be taught why and how to include communities (and specific groups within communities), and communities will learn what their contributions may be.

“Stakeholder meetings will focus on training, capacity building, and inclusiveness”

To improve **cooperation and information sharing** between WASH sector stakeholders (county, state, NGOs), stakeholder workshops will take place two times a year. These meetings include a training component, in order to strengthen capacities in cooperation and promote follow-up. These activities will also involve the participation of groups that are often excluded from decision making processes, e.g. women, youth, elderly, and ethnic minorities. Particularly, we will organise a follow-up to the 2017 gender workshop, focusing on gender sensitive policy formulation.

Outcome 3: Relevant county agencies contribute to an improved policy and institutional environment for the WASH departments and CRWSBs to provide community-owned WASH services in the target counties.

In 2018 a first activity under this outcome will be implemented focused on **advocacy and lobby** skills. A second intervention (if possible in 2018) will focus on the development of a lobby strategy. Cross cutting topics under this outcome are resource generation and gender.

8.4.2 Learning

Where 2017 focused mainly on the establishment of the programme, the learning objectives for 2018 will mainly focus on its **implementation**. We will continuously assess our cooperation, complementarity and synergy with WEES in order to ensure that best practises and lessons learned are identified and benefited from. An important learning objective will be to assess the **effectiveness of the tools used** (e.g. grants, value-based training).

The learning process will be as described in the inception report, i.e. 1) our regular M&E cycle, 2) organic learning (e.g. activity reports, activity evaluations), 3) specific learning activities to share experiences with stakeholders (e.g. Advisory Committee meetings, stakeholder workshops, WASH cluster meetings, WASH coordination meeting).

In order to learn from other approaches, we will investigate possibilities for **benchmarking** between counties across IDEAL, WEES and LOGOSEED.

“Complementarity with WEES and assessing tools used are key aspects of our learning agenda”

8.5 Advisory Committee Structure at Country Level

The Advisory Committee will be restructured regarding the county level participants. Based on consultation sessions we concluded that the county commissioners should be replaced by the EDs, because 1) the commissioners are replaced more often than EDs, which has sustainability implications, and 2) the position of commissioner is political and influenced by national developments, which is not desirable in an already complex programme environment.

Based on the revised approach which relies on closer cooperation with WEES, **NIRAS has become a member**. The Advisory Committee will meet twice a year, synchronised with the planning cycle for the annual report and annual plan. Preferably it will take place after a stakeholders workshop (see “coordination and partnerships”), so this information can be used as input for the Advisory Committee.



Figure 8: Advisory Committee South Sudan



8.6 Coordination and Partnerships

“Synergy between IDEAL and WEES is important and key steps have been taken”

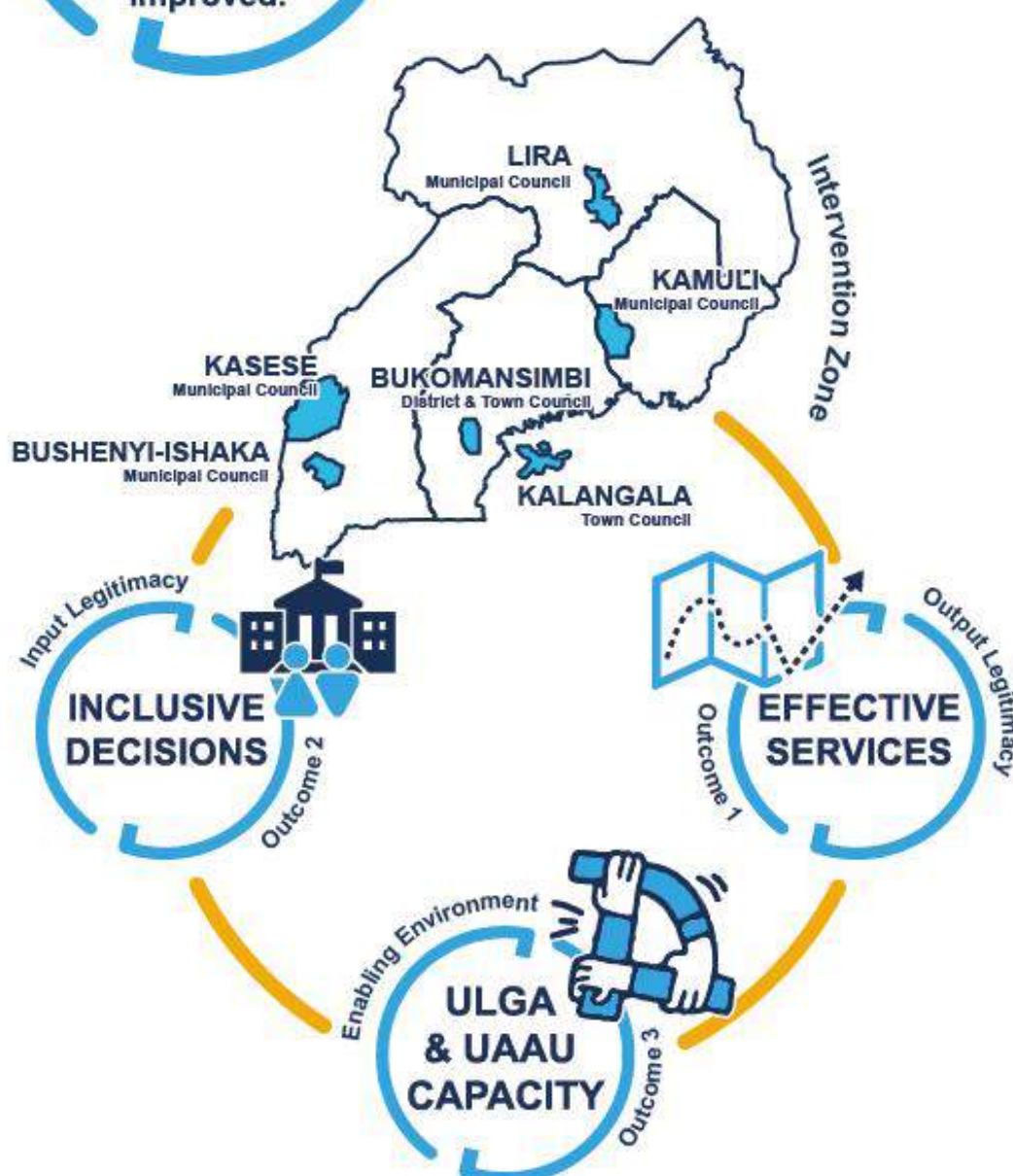
VNG International – as International Cooperation Agency of the Association of Netherlands Municipalities – is a LG specialist. NIRAS is specialised in engineering and water services. This combination can be mutually reinforcing. The **closer cooperation** between IDEAL and WEES following our revised approach will require continuous consultation between NIRAS and VNG International on the operational level. Both parties agreed that **sharing an office** would contribute to a continuous exchange of information and coordination of activities. Practical options are currently being investigated. We agreed with NIRAS that VNG International will focus on individual and organisational governance capacity of LGs (with involvement of community stakeholders) to allow NIRAS to address the technical and community focus of the WEES programme more (e.g. support for Water Management Committees and pump mechanics, infrastructure).

Since August 2017, Christian Mission for Development has taken the lead in organizing **WASH coordination meetings** and **WASH cluster meetings**. The WASH coordination meetings take place every two weeks, and the WASH cluster meetings take place once a month. The WASH coordination meetings deal with developments in the WASH sector in Kapoeta State, whereas the WASH cluster meetings also take the developments of the health sector into account. VNG International will take part in these meetings in order to exchange information and experiences and to prevent duplication of activities in the WASH sector. These types of exchanges are important, because **establishing sustainable partnerships** in Kapoeta State is difficult; many NGOs have left or are only present intermittently. Lastly, we will organize **stakeholder workshops** twice a year in order to keep county staff and community representatives informed about our activities and results.

Overall Impact

The capacity of 6 local governments in Uganda to cope with fragility risks in the area of territorial development has improved.

UGANDA



9 Uganda

9.1 Lessons Learned from 2017

The learning agenda in 2017 was related to the introduction of IDEAL, its approach and ensuring a similar understanding by the LGs with regards to the selected focus areas. In 2017, IDEAL Uganda largely focused on the inception and start-up of the programme; activities related to the baseline study, a planning phase, and the launch of the programme.

“The thematic focus on TALD could not have been more timely”

Throughout the year, the various engagements with the LG(A)s **confirmed without fail that the IDEAL programme, and more specifically the “thematic” focus for Uganda being the Territorial Approach to Local Development (TALD), could not have been more timely.** As such the programme has been very well received by the LG(A)s and support and commitment has been expressed by all LGs during the very successful launch, whereby all actors played their own key role. Ample time has been taken to really understand the focus of the programme, the TALD concept and what it entails for the further implementation of activities. Under TALD, **three themes were identified as most pressing** to enhance LGs discretionary space and to ensure a strong social contract: **inclusive decision-making, financial management** (Own Source Revenue (OSR)) and **local economic development (LED).**

9.2 Targets at Outcome and Impact Level for 2021

The targets for 2021 are set at a minimum of what is aimed to be achieved during the programme. IDEAL Uganda’s baseline concluded that the social contract score in 2017 was 51, which is considered to be **medium**. It is anticipated that after five years of continuous support by the programme, amongst others in the field of inclusive decision making, financial management and LED, coupled with LG ownership (political and technical), commitment and hard work, **the overall score will rise to a minimum of 58.** Emphasis will be placed on **input legitimacy**. Due to limited influence on national level and often lengthy processes we expect that the enabling environment will have the smallest increase. The target score will vary across the 6 target LGs based on their current status and attitudes of the citizens; its level of maturity and space to make improvements on the current scores; political leadership and the availability of staff to make a difference, local revenue base, among others. A **comparative assessment has been made to see where willingness, energy and fertile soil are found** to commence with IDEAL activities and themes.

“Emphasis will be placed on input legitimacy, especially in LGs with higher levels of (latent) fragility”

It has been decided that with regards to enhancing inclusive decision making (Outcome 2), to firstly aim at LGs that encounter higher levels of (latent) fragility. For example, Kasese MC indicated it would like assistance in developing inclusive decision-making mechanisms. After the civil unrest and violent eruptions in 2016, the mayor stated that apart from the political dynamics in the area, key triggers of such violence were the **socio-economic inequalities** and the fact that **citizens did not feel heard.**

Targets 2021		Bukomansimbi District/TC		Bushenyi-Ishaka		Kalangala TC	
		Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P ¹⁹)	60	62	57	59	74	75
	Responsiveness (O ²⁰)	47	53	40	53	40	53
	Effectiveness (P)	54	56	50	53	59	61
	Effectiveness (O)	43	60	47	60	60	60
	Participation (P)	49	55	38	48	72	73
	Participation (O)	33	53	33	53	47	67
	Inclusiveness (P)	56	58	51	55	68	69
	Inclusiveness (O)	40	47	33	47	13	40
	Policy env. (P)	-	-	-	-	-	-
	Policy env. (O)	-	-	-	-	-	-
	Institutional env. (P)	-	-	-	-	-	-
	Institutional env. (O)	-	-	-	-	-	-
Oc level II	Output legitimacy	52	58	49	56	59	63
	Input legitimacy	45	54	39	51	46	62
	Enabling env.	54	56	54	56	54	56
Social contract (impact level)		50	56	46	54	52	61

Targets 2021		Kamuli District/MC		Kasese MC		Lira MC		IDEAL UG	
		Baseline	Target	Baseline	Target	Baseline	Target	Baseline	Target
Outcome (Oc) level I	Responsiveness (P)	56	59	65	67	67	69	63	65
	Responsiveness (O)	47	60	47	60	40	53	43	56
	Effectiveness (P)	38	41	58	60	50	55	51	54
	Effectiveness (O)	60	60	53	60	60	60	54	60
	Participation (P)	52	56	56	59	66	68	56	60
	Participation (O)	47	60	33	53	33	53	38	57
	Inclusiveness (P)	51	54	57	60	66	68	59	61
	Inclusiveness (O)	53	60	27	47	33	53	33	49
	Policy env. (P)	-	-	-	-	-	-	81	82
	Policy env. (O)	-	-	-	-	-	-	42	45
	Institutional env. (P)	-	-	-	-	-	-	66	68
	Institutional env. (O)	-	-	-	-	-	-	45	49
Oc level II	Output legitimacy	49	53	56	62	54	59	53	59
	Input legitimacy	51	57	44	56	50	62	47	57
	Enabling env.	54	56	54	56	54	56	54	56
Social contract (impact level)		51	55	51	58	53	60	51	58

¹⁹ Perception index (based on 5 perception indicators)

²⁰ Objective index (based on 5 objective-situation indicators)

9.3 Context and Risk Analysis for 2018

9.3.1 Context Analysis 2018



Two mayor developments have an impact on the activities for 2018. One new development in Uganda is the debate on the **change of the constitution** on several matters. One such amendment is the proposal for the government to be able to acquire land from individuals without prior compensation. In July 2017, the government tabled the Constitution (Amendment) Bill, 2017 seeking to amend Article 26 (2) to allow compulsory acquisition of land by government.²¹ Under the Article, government is required to compensate the land owner before it can take up the use of their land. While being a fair and protective provision, government argues that not all private land owners accept the compensation, which delays public development, hence the bill seeking to amend the constitution. This proposal has been met with **stiff resistance from the citizens and civil society sector**, prompting the president to conduct a country wide campaign to popularise the bill and quash the citizens' anxiety.

The second and perhaps even more critical development is the constitution amendment Bill to lift the 75 years cap for presidency eligibility, which is currently before the House's Committee on Legal and Parliamentary Affairs. Article 102 of the Constitution requires a presidential candidate to be 75 years and below to be eligible. The bill seeks to remove this provision. This has attracted a lot of **debate, argument and physical fighting** within the parliament and across Uganda, e.g. Lira MC, as MPs make consultations with citizens before they can decide on whether to lift the provision or not. It is widely anticipated that the government may force the lifting of the provision.

The two proposed amendments have a significant impact on activities; first, it **raises the level of anxiety among citizens**; secondly it **widens the gap between LGs and their citizens** because citizens see the central government through the local government lens; thirdly, the **consultations** between the central government officials like the president and the MPs will involve **mixed messages to the citizens** (pro and against). Incentives like money, projects and jobs are being rolled out to people to attract support. There is a risk of the **IDEAL programme being politicized** (is it in favour or against the two constitutional amendments), and as such there might be expectations of citizens in terms of the provision of similar incentives from the IDEAL programme.

Finally, the two debates have **overshadowed the election of Local Council 1 (LCI) leaders** in November. These have not been held for the last 16 years and this offered an opportunity for election of the most deserving leaders; but the dynamics might now polarise the elections based on the 'side' they support (pro or against land amendment bill and the age limit bill).

Due to above-mentioned factors, the activity plan has taken on board a lot of **citizen engagement activities** for the year 2018. The citizen engagement is seen in orientation of local council leaders from LC 1 and 2, and not just at the municipal/district council level. The programme will maintain a **neutral position**, with the agenda being driven by the citizens. Local expertise available within the LG will be utilised as much as possible for continuity and ownership purposes.

"Proposed constitutional amendments have widened the gap between LGs and citizens"

"In 2018, we will focus on citizen engagement activities"

²¹ The Bill seeks to amend Article 26 of the Constitution which provides for the right of citizens to own property and shows how the government can acquire land with fair and adequate compensation

“Tailor made activities and guidelines will pay special attention to marginalised groups”

An expert shall perform a more **in depth gender and conflict analysis** in the beginning of 2018. This will result in tailor made activities and guidelines concerning inclusive decision making, paying very special attention to **marginalised groups**. The current constitutional amendments do have a gender dimension, with the men being more active in deciding the direction that the country will take, also the public consultations do favour the men and those in power. Therefore, interventions in 2018 include a design of guidelines on how women can be meaningful involved in the various activities. The programme-level **gender-sensitivity and conflict-sensitivity guidelines** will provide a basis for the development of these guidelines and analyses.

9.3.2 Risk Analysis 2018

Identified risk	Probability (1-5)	Impact (1-5)	Mitigation strategy	Contingency plan
Risk Area: Security				
Regional or national security challenges resulting in inability to implement IDEAL: The probability of eminent (local) conflict resulting from the presidential age limit amendment and the land amendment proposal has risen this year. A state of anxiety presently prevails in Uganda.	4	4	IDEAL will have continuous engagements with the RPM and the focal persons of the LGs to follow the latest developments. The RPM will also keep close contact with the Embassy.	Should conflict escalate, then in consultation with the RPM, LGs and Embassy, IDEAL will decide on the way forward. Dynamics might differ per LG. We will see which activities we can implement, and which to amend/postpone.
Risk Area: Fiduciary				
Challenges with patronage politics and corruption (or unjust allocation of budgets): The probability that resources are not used as intended might increase if IDEAL is politicized; then national practices might have a spill-over effect to the local level	4	4	Transfer of financial means will remain limited within the programme, reducing the risk of malpractice. In addition, IDEAL has developed financial management procedures to closely monitor the usage of programme funds by the LGs.	When a diversion of funds is observed, queries will be raised for the LG to respond. If proven insufficient, further measures will be taken.
Risk Area: Reputational				
Limited commitment and political will to participate in IDEAL due to its sensitive governance subject: Though the participating LGs have indicated that IDEAL is very timely, it runs the risk of being politicized. This could severely damage its legitimacy and possible implementation capacity.	3	4	IDEAL aims to maintain a neutral position on the suggested constitutional changes, but is very aware that the programme can be politicized outside our own influence. IDEAL will therefore ensure continuous engagement with both technical and political leaders of LGs, as to keep a feel for the latest developments.	IDEAL will continue to stress its neutrality and shift focus towards the more neutral themes.
Risk Area: Operational				
Increased fragility/ anxiety might lead to decreased freedom to speak one's mind and freely participate in the programme	4	4	IDEAL continues to work on building trust and creating safe spaces for LGs to speak freely. Close communication with the RPM and focal persons will provide insight into the situation. IDEAL will also facilitate one-on-one discussions to address the challenges encountered by LG colleagues.	IDEAL will put continuous effort in the engagement and interaction with LGs, thereby creating avenues which link up with LGs reality, as to ensure implementation of the programme.

9.4 Planning January-December 2018

As indicated above, TALD has been broken down into **three main intervention areas**, which aim to be instrumental in enhancing the discretionary space and **strengthening the social contract**: inclusive decision making, financial management (esp. OSR), and LED. For each of these areas an activity plan (2017- 2021) is being developed to provide guidance to the LGs and other partners on the direction IDEAL is taking. In light of the **absorption capacity** of the LGs, each LG will in terms of implementation focus on a different entry point within the activity plan: 2 LGs will start with financial management, 2 with LED. and 2 with inclusive decision making. Dutch LG expertise will focus on implementation capacity and provide hands on support to the LGs in the subject at hand.²² Since **interconnectedness** of the areas forms the core of TALD, as soon as a solid base is created and the absorption capacity allows, other areas will be added in each LG.

9.4.1 Activity Planning

Outcome 1: The delivery of territorial development services by Ugandan Local Governments is more effective and responsive

“Dutch LGs will provide hands-on coaching and mentoring”

In 2017, an introductory training on LED has been conducted. In 2018, a follow up training will be provided, whereby the focus lies on the **localisation of the LED policy** per LG area. On the basis of this some **pilot projects** will be developed, whereby the Dutch LGs will provide hands on coaching and mentoring where necessary. In addition, IDEAL will assist the LGs in the **profiling** of their areas, by means of either website development, through the development of Investment (LED) profiles or by supporting the LGs in facilitating the MDFs. It will also develop a LED toolkit and support trade fairs/ exhibitions organized by the LGs. Moreover, some LGs will seek for **economic opportunities** through waste management activities or aim to enhance its service delivery effectiveness through smart collaborations and **active involvement of citizens and private partners**. The year will end with a LED conference, whereby the IDEAL LGs and others can showcase their initiatives and **best practices**.

Outcome 2: Local decision making processes as a foundation for enhanced territorial development by Ugandan Local Governments are more inclusive and participatory

“IDEAL UG will assist with sensitization and induction of local councils following the elections”

LCI elections will be held in November 2017, after which a lot of **sensitization and induction** is necessary for the LCI. IDEAL will assist in this. A start is made by supporting the **budget conference** meetings in November - December 2017: a consultative event where different stakeholders and the public get an opportunity to discuss the proposals from lower LGs. Supporting these budget conferences is a starting point, as to further design its interactive planning sessions to be rolled out by Deventer in 2018.

The OPM also initiated the development of **community-based information fora** (called Barazas) in LGs, aiming to facilitate the participation of citizens in the development cycle, by monitoring the use of public funds used by LGs for service delivery. This initiative is now being decentralised to the LGs and IDEAL will explore whether it can further support this initiative. Similarly, the

²² Deventer will mainly focus on Inclusive Decision Making, Gemert- Bakel will focus on financial management and Goes mainly on Local Economic Development.

programme will seek cooperation with the **LG scorecard**, and initiative developed by the Advocates Coalition for Development and Environment (ACODE) and ULGA. The LGs have been very open to have such a scorecard conducted in their LGs. Furthermore, in 2018 all LGs need to conduct a Mid Term Review (MTR) of their five year **local development plan**. IDEAL will support the MTR as is further explained under outcome 3.

Also in 2017, a start is made in strengthening the **financial position** of the beneficiary LGs, by developing a diagnostics report with regards to financial management situation and current practices. In 2018 this will be followed by a Financial Management Development Strategy (FMDS) and a Municipal OSR enhancement report.

Outcome 3: ULGA and UAAU enhance the policy and institutional environment for Ugandan local governments to enact their roles and to use the discretionary space in improving territorial development.

"IDEAL will guide the LGs in conducting the MTRs"

As indicated above, IDEAL will assist the two LGAs to induct the newly elected councillors within the IDEAL LGs at LCI level following the November 2017 elections. Furthermore, in the beginning of 2018, all LGs need to review their five year local development plans. On the basis of this MTR, local development plans can be amended for the remaining 2.5 years. Though the LGs are preparing for this review, it has been seen in the past, that this review does not always take place. IDEAL in collaboration with the LGAs will therefore **assist the LGs in conducting the MTR**, and ensure that new challenges are included in the revised development plans.

IDEAL will also assist the two LGAs to collect issues raised through the MTR or other activities to guide their **lobby and advocacy**. Moreover, it will continuously support the efforts of the LGAs which affect the (financial) discretionary space of the LGs and enhance their **dissemination capacity of good practices/tools** to non-IDEAL LGs, such as the LED toolkit.

9.4.2 Learning

"In 2018, learning will focus on making TALD more comprehensible"

Throughout 2017, it was confirmed that the areas IDEAL addresses are of importance for all LGs and the LGAs and, more importantly, that **willingness to start IDEAL and trust** among the stakeholders (e.g. among target Ugandan LGs and Dutch municipalities) was omnipresent. While the approach was received well, it is noted that the circumstances and priorities per LG differ. Therefore, the 2018 learning objectives focus on further alignment of activities to the specific context of each LG. IDEAL is the first programme in Uganda that explicitly focuses on enhancing discretionary space of LGs in relation to TALD. Consequently, the departure point for learning in 2018 is to make **TALD**, which includes LED, inclusive decision making and financial management, a less abstract understanding. It is noted that fragility, or the factors which currently cause a sense of anxiety, remain a delicate topic to be discussed. Furthermore, in general we have noted that many find it difficult to freely voice one's opinion. The learning agenda will therefore also focus on **how to address sensitive issues** in such a way that people feel comfortable.

Learning in IDEAL Uganda 2018 is rooted in the regular M&E cycle, organic learning processes such as colleague to colleague meetings, the actual activity implementation, and specific knowledge generation/ sharing activities.

9.5 Advisory Committee Structure at Country Level

The Advisory Committee will meet twice per year, synchronised with the planning cycle for the annual report and annual plan. The first Advisory Committee meeting will take place Q1 2018.

Figure 9: Advisory Committee Uganda



9.6 Coordination and Partnerships

“Through IDEAL’s network, LGs are familiarized with green economy”

In 2017, the IDEAL programme established **synergies with the EU delegation** in Uganda. The IDEAL network was utilised to support (five) beneficiary LGs to participate in an EU training on green economy in Uganda. This resulted into a better understanding of green economy. After the EU issued a call for proposals, the LGs submitted concept notes, which VNG combined into a single concept note. The concept note was approved and the full proposal has been submitted. Should it be successful, it will mean **a 500,000 EUR grant for the LGs to implement green economy activities in the areas of urban planning, waste management, LED and OSR**; all of which would complement the interventions of IDEAL.

IDEAL works with ULGA and UAAU to cascade tools and **best practices** from IDEAL through their regular member platforms. Activities to capacitate the LGAs to accelerate this process are key in 2018.

The IDEAL programme supports LGs to **(re-) activate Municipal Development Fora (MDF) forums** in their LGs. These fora aim to bring CSOs, the private sector and the local government together to enhance local development. **Partnerships shall be sought with the private sector on establishing business forums**. IDEAL will re-connect with World Bank’s USMID and USAID GAPP programmes, as to learn from the technical support provided on budget, finance, procurement, OSR, accountability and public participation.

10 Annual Budget 2018

Programme activity (submitted with annual plan 2018)			€ 3.825.011
Country	Project number	Outcome	
Burundi			€ 599.648
	IDEAL18.BI.VNG	VNG staff salaries and costs	€ 100.620
	IDEAL18.BI.RPM	RPM staff salaries and costs	€ 23.815
	IDEAL18.BI.ORG	PARTNER staff salaries and costs	€ 40.280
	IDEAL18.BI.GE	Gender	€ 79.510
	IDEAL18.BI.01	Outcome 1	Responsive Services € 57.366
	IDEAL18.BI.02	Outcome 2	Inclusive Decision-Making € 227.558
	IDEAL18.BI.03	Outcome 3	Lobby & advocacy € 70.499
Mali			€ 478.012
	IDEAL18.ML.VNG	VNG staff salaries and costs	€ 120.102
	IDEAL18.ML.RPM	RPM staff salaries and costs	€ 36.800
	IDEAL18.ML.GE	Gender	€ 35.000
	IDEAL18.ML.01	Outcome 1	Responsive Services € 92.330
	IDEAL18.ML.02	Outcome 2	Inclusive Decision-Making € 101.270
	IDEAL18.ML.03	Outcome 3	Lobby & advocacy € 92.510
Palestinian Territory			€ 608.705
	IDEAL18.PS.VNG	VNG staff salaries and costs	€ 98.156
	IDEAL18.PS.RPM	RPM staff salaries and costs	€ 65.049
	IDEAL18.PS.GE	Gender	€ 25.000
	IDEAL18.PS.01	Outcome 1	Responsive Services € 85.000
	IDEAL18.PS.02	Outcome 2	Inclusive Decision-Making € 200.000
	IDEAL18.PS.03	Outcome 3	Lobby & advocacy € 135.500
Rwanda			€ 425.060
	IDEAL18.RW.VNG	VNG staff salaries and costs	€ 85.620
	IDEAL18.RW.RPM	RPM staff salaries and costs	€ 61.261
	IDEAL18.RW.ORG	PARTNER staff salaries and costs	€ 78.972
	IDEAL18.RW.GE	Gender	€ 41.323
	IDEAL18.RW.01	Outcome 1	Responsive Services € 70.148
	IDEAL18.RW.02	Outcome 2	Inclusive Decision-Making € 62.199
	IDEAL18.RW.03	Outcome 3	Lobby & advocacy € 25.537
Somalia			€ 455.638
	IDEAL18.SO.VNG	VNG staff salaries and costs	€ 106.815
	IDEAL18.SO.RPM	RPM staff salaries and costs	€ 43.340
	IDEAL18.SO.ORG	PARTNER staff salaries and costs	€ 19.224
	IDEAL18.SO.GE	Gender	€ 34.246
	IDEAL18.SO.01	Outcome 1	Responsive Services € 13.006
	IDEAL18.SO.02	Outcome 2	Inclusive Decision-Making € 15.937
	IDEAL18.SO.03	Outcome 3	Lobby & advocacy € 223.070
South Sudan			€ 523.948
	IDEAL18.SS.VNG	VNG staff salaries and costs	€ 96.585
	IDEAL18.SS.RPM	RPM staff salaries and costs	€ 165.403
	IDEAL18.SS.GE	Gender	€ 36.624
	IDEAL18.SS.01	Outcome 1	Responsive Services € 106.975
	IDEAL18.SS.02	Outcome 2	Inclusive Decision-Making € 86.810
	IDEAL18.SS.03	Outcome 3	Lobby & advocacy € 31.551

Programme activity (submitted with annual plan 2018)			€ 3.825.011
Country	Project number	Outcome	
Uganda			€ 534.000
	IDEAL18.UG.VNG	VNG staff salaries and costs	€ 95.000
	IDEAL18.UG.RPM	RPM staff salaries and costs	€ 65.000
	IDEAL18.UG.GE	Gender	€ 44.000
	IDEAL18.UG.01	Outcome 1	Responsive Services € 80.000
	IDEAL18.UG.02	Outcome 2	Inclusive Decision-Making € 150.000
	IDEAL18.UG.03	Outcome 3	Lobby & advocacy € 100.000
Programme Wide Activities			
	IDEAL18.PWA	Programme Wide Activities	€ 200.000
Programme management			€ 257.994
Management			€ 257.994
	IDEAL18.02.VNG	Management (VNG staff time)	€ 155.549
	IDEAL18.02.PSC	Steering Committee	€ 5.739
	IDEAL18.02.LEARN	Monitoring and learning	€ 71.926
	IDEAL18.02.GENDER	Gender and conflict sensitivity	€ 24.780
External audits			€ 35.000
Audit	IDEAL18.03		€ 35.000
Contingencies			€ 0
Contingencies			€ 0
Grand total (2018)			€ 4.118.005

- All deviations from the multi-annual budget submitted with the inception report are budget neutral (i.e. covered from under-expenditures in 2017 or expected under-expenditures in upcoming years).

11 Annexes

Annex 1: IDEAL Overall Annual Learning Objectives Year 2