

Annual Report 2018





Inclusive Decisions at the Local Level (IDEAL 2017-2021)



List of Abbreviations

| | |
|-----------------|--|
| AB | Advisory Board |
| ABELO | Burundian Association of Local Representatives (Association Burundaise des Elus Locaux) |
| ALGASL | Association of Local Governments Authorities of Somaliland |
| AMM | Association of Municipalities of Mali (Association des Municipalités du Mali) |
| APLA | Association of Palestinian Local Authorities |
| ASPIRE | Advancing Strong Partnerships for Inclusive and Resilient Economic Development (EU-funded programme) |
| CCDCs | Local Common Development Committees |
| CDCs | Common Development Committees |
| CLE | Local Water Committees |
| CPS | Service delivery department |
| DNH | National Directorate of Water |
| ED | Executive Director |
| HQ | headquarter |
| IDEAL | Inclusive Decisions at Local Level |
| IWRM | Integrated Water Resource Management |
| JPLG | UN Joint Programme on Local Governance |
| LED | Local Economic Development |
| LG | Local Government |
| LGA | Local Government Association |
| LGCP | Local Government Capacity Programme |
| M&E | Monitoring and Evaluation |
| MDLF | Municipal Development and Lending Fund |
| MDPIII | Third Municipal Development Programme |
| MoU | Memorandum of Understanding |
| NGO | Non-Governmental Organisation |
| NSS | National Security Service |
| PCA-GIRE | IWRM Programme Niger river (Programme Conjoint d'Appui à la Gestion Intégrée des Ressources en Eau) |
| PCDC | Local Community Development Plans (Plans Communaux de Développement Communautaire) |
| PPP | Public Private Partnership |
| RALGA | Rwandese Association of Local Government Authorities |
| RFEL | Association of Locally Elected Women (Réseau des Femmes Elues Locales) |
| RPM | Resident Programme Manager |
| TALD | Territorial Approach to Local Development |
| THA | The Hague Academy for Local Governance |
| ULGA | Uganda Local Government Association |
| UCLG | United Cities and Local Governments |
| WASH | Water, Sanitation and Hygiene |
| WMCs | Water Management Committees |

Training courses and workshops under IDEAL in 2018

-  number of training courses
-  % of men who participated
-  % of women who participated
-  total number of participants



IDEAL achieved the following outputs in 2018

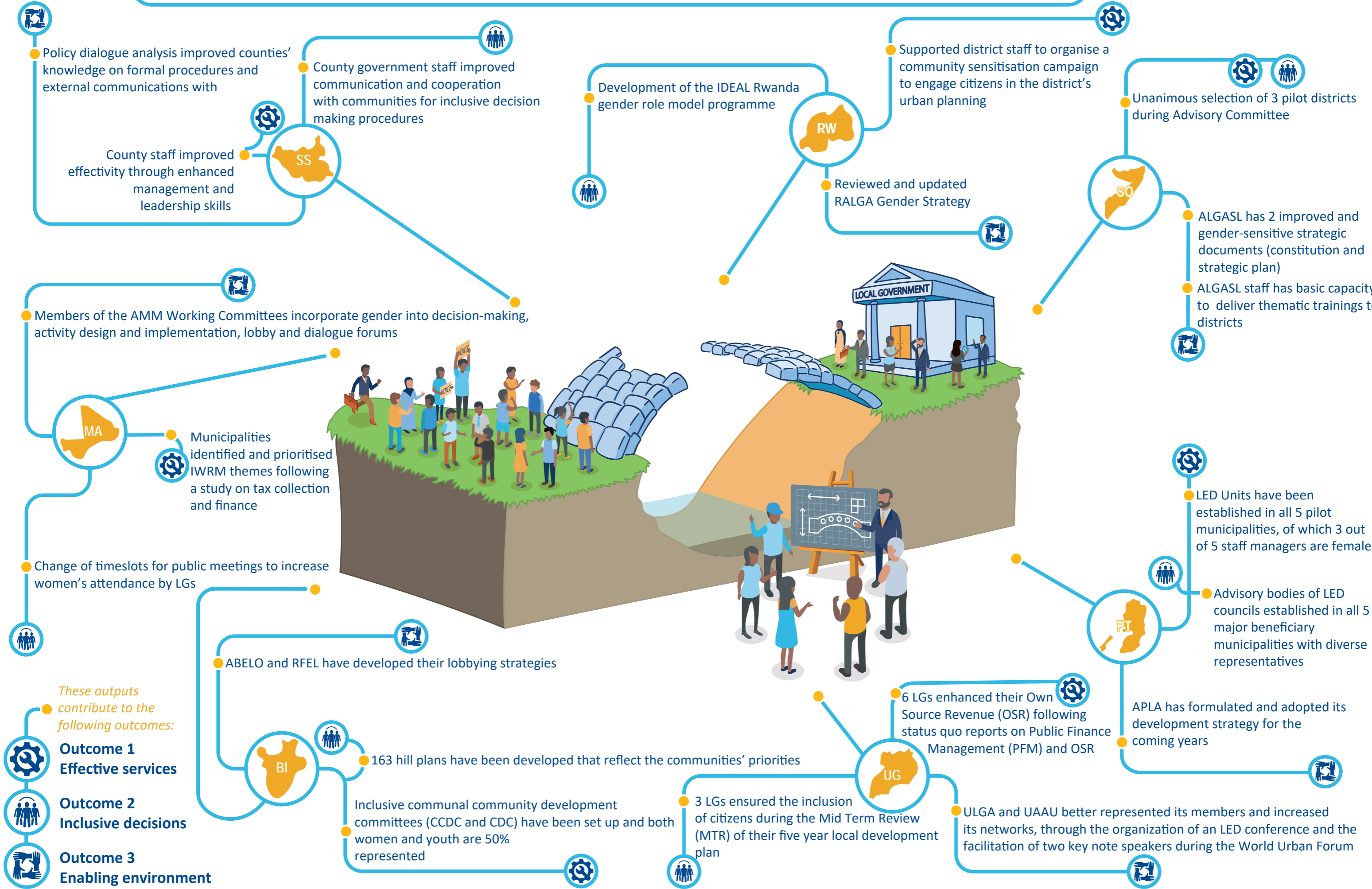


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1 Overall Programme Level

1.1 Results at the programme level

1.1.1 General

2018 has been a year where all country programmes solidified the basis of their intervention. They identified where the IDEAL programme can make the largest impact in their country and have focused their strategies and activities on that. For instance, in Somalia the team has pinpointed *the lack of economic opportunities* as a crucial source of fragility for Somaliland, in which the local governments play a key role, thereby specifying their initially formulated policy field of “resilience”. This has made the IDEAL programme more tailor-made for the specific country contexts, which will improve the effectiveness in the long-term. A challenge for the overall programme management remains to maintain a significant level of comparability between the countries. The following overall programme results have assisted in this.

General lessons learned:

Management/Strategy/Efficiency: Under expenditure in country programmes shows that more adaptive and flexible programming remains crucial to ensure that activities take place and are relevant.

Strategy/Management: The main conclusions of the IDEAL 2018 Learning Survey were the need for more involvement of RPMs in learning interventions (also without the involvement of HQ), more institutionalisation and mainstreaming of learning, more practical tools and increased thematic orientation.

Strategy/Management: Increased focus on gender and conflict sensitivity in 2018 shows that both HQ as well as field staff, find it difficult to incorporate “do no harm” principles in activity design and programming, especially in fragile contexts where planning is already a challenge. Therefore the teams will receive further tools in 2019.

Strategy/Effectivity: Given the often volatile and weak bureaucracies in the fragile settings in which IDEAL is implemented, relying on formal roles and responsibilities does not seem a sustainable strategy to build capacity. It seems more effective to work with the practical realities on the ground than to try and build an unrealistic capacity on the basis of a weak policy framework (e.g. Palestine, South Sudan, Somalia reports).

Relevance/Strategy: Related to this, exchange between the country teams and ODI on the basis of an ODI study into the effects of service delivery on government legitimacy, provided relevant nuances about the IDEAL TOC. It showed that actual participation in decision making seems more important than actual access to basic services, and that promoting inclusiveness should be done on a very contextual basis, since promoting inclusiveness in ‘exclusive’ societies might undermine legitimacy. This shows the importance of institutionalising moments for critical reflection on our TOC and program implementation.

Strategy/Management: RPMs need to be involved more in IDEAL’s learning interventions to ensure local relevance and prevent local lessons from being overlooked. In line with this, cross-country exchange will be promoted more.

1.1.2 Gender & Conflict sensitivity

The main result at the programme level is an increased knowledge of project teams and RPMs on gender sensitivity. The RPM have learned to apply a gender lens to programme implementation to ensure participation of women (and youth). This year we had placed more emphasis on the aspect of gender sensitivity with clear results (more clearly defining gender outputs and indicators, actively starting with gender budgeting). In Mali for example, the RPM is now planning his meetings in the municipalities at times where relevant women can join. One of the main challenges remains the limited number of qualified women able to join our activities. Our approach has been:

- To insist on female participation, even though the level of their position is not the targeted group, or they lack a minimal level of relevant knowledge and/or literacy.
- To stimulate the participation of young women (even though they might not have the “right position” in the local government, they are often more educated)
- To adjust the message/information to this target group, by ensuring the use of local languages, simplifying the information, and making it more relatable to their reality.

1.1.3 Monitoring & Evaluation

The main M&E result for 2018 was the conclusion to include (and how to include) most sign change stories in the overall M&E approach. This will add a narrative to the midline measurement that will take place in 2019. As agreed, no measurement of outcome or impact took place in 2018. However, there was a review of the M&E system, which concluded that there are too many indicators for the perception and objective indicators. Based on a statistical review and internal discussions, cuts will be made in 2019 prior to the mid-line measurement, without compromising the comparability with the baseline measurement.

1.1.4 Communication

In the field of communication, the main result achieved in 2018 was the specification of the country messages, highlighting, in simple terms, the area where the IDEAL programme can really make a difference within the overall IDEAL logic and how this will be done (intervention logic). This has been transformed into “why messages” which will this year be featured in 7 country videos.

1.2 Finances

In 2018 the total expenditure comes to 74% of the total budget for 2018:

Each country deviates more than 10% from the original budget, except Mali and Somalia. In the country chapters an explanation is given for these deviations. The three countries with the lowest expenditures are Palestine, Rwanda and South Sudan. Regarding the latter, a request to transfer budget (€300.000) from the South Sudan budget line to Somalia has been approved by the Ministry.

The underexpenditure for the Programme Wide Activities is related to the fact that budget was reserved to contribute to the Peace Prize organized by UCLG. However, this was postponed to 2019.

Under-expenditure on M&E is related to unexpected sick leave of a colleague. Finally, costs of the annual audits are lower than we had originally budgeted. As a result, we have adjusted the budget for this in the Annual Plan for 2019. Overall, there are countries where, at the end of 2021, we expect an under-expenditure and others an over-expenditure. This leads to a current balance of €1mln. See Table below.

However, in discussions with the country teams, all countries expect to spend their allocated budget as listed in the inception report, with the exception of Somalia, South Sudan and Uganda. These countries either expect an over- or underexpenditure over the course of the 5 year programme. We have already reallocated €300.000 from the South Sudan budget to Somalia. In the course of programme implementation, we will most likely make a request to reallocate more of the South Sudan budget to Somalia and Uganda. However, we will be in touch with the Ministry on this at a later stage.

| Activity | Total 2017-2021 | 2018 (as submitted in Inception Report) | 2018 (based on most recent figures) | % difference |
|---|-------------------|---|-------------------------------------|--------------|
| Total | 17.500.000 | € 3.865.133 | 3.069.887 | 20,57% |
| 1. Programme activities, of which an average of 25% is provision of expertise by VNG staff | 15.850.000 | € 3.578.133 | 2.818.487 | 21,23% |
| Burundi | 2.400.000 | € 599.860 | 450.216 | 24,95% |
| Mali | 2.049.214 | € 383.290 | 360.854 | 5,85% |
| Palestinian Territory | 3.687.418 | € 627.824 | 429.357 | 31,61% |
| Rwanda | 1.970.868 | € 425.060 | 283.781 | 33,24% |
| Somalia | 1.500.000 | € 365.036 | 395.790 | -8,42% |
| South Sudan | 2.380.000 | € 581.014 | 301.183 | 48,16% |
| Uganda | 2.000.000 | € 396.049 | 448.825 | -13,33% |
| Programme wide activities | 825.000 | € 200.000 | 148.480 | 25,76% |
| 2. Programme management | 1.263.478 | € 252.000 | 237.400 | 5,79% |
| Management (VNG staff time) | 755.115 | € 150.000 | 154.310 | -2,87% |
| Steering Committee | 35.000 | € 7.000 | 5.150 | 26,44% |
| Monitoring and learning | 349.171 | € 70.000 | 56.098 | 19,86% |
| Gender and conflict sensitivity | 124.192 | € 25.000 | 21.842 | 12,63% |
| 3. External financial audits | 386.522 | | 14.000 | |
| Evaluation | 211.522 | | - | |
| External audit | 175.000 | € 35.000 | 14.000 | 60,00% |
| 4. Contingencies | - | | - | |

| Activity | Total 2017-2021 | 2017 Audited | 2018 (based on most recent figures) | 2019 (as submitted with Annual Plan) | 2020 (same as in Inception Report) | 2021 (same as in Inception Report) | Balance (based on originally budgeted figures) | Balance (based on actual situation) |
|---|-------------------|------------------|-------------------------------------|--------------------------------------|------------------------------------|------------------------------------|--|-------------------------------------|
| Total | 17.500.000 | 2.624.971 | 3.069.887 | 4.508.426 | 3.428.011 | 2.855.159 | 1.013.546 | 20.000 |
| 1. Programme activities, of which an average of 25% is provision of expertise by VNG staff | 15.850.000 | 2.353.390 | 2.818.487 | 4.152.411 | 3.141.011 | 2.428.159 | 956.542 | 20.000 |
| Burundi | 2.400.000 | 419.759 | 450.216 | 675.032 | 450.000 | 341.325 | 63.667 | - |
| Mali | 2.049.214 | 297.435 | 360.854 | 478.466 | 400.000 | 400.000 | 112.459 | - |
| Palestinian Territory | 3.687.418 | 309.952 | 429.357 | 900.244 | 542.500 | 240.864 | 302.001 | - |
| Rwanda | 1.970.868 | 301.145 | 283.781 | 463.140 | 456.204 | 333.024 | 133.574 | - |
| Somalia | 1.500.000 | 291.873 | 395.790 | 495.002 | 268.059 | 200.000 | -150.724 | -380.000 |
| South Sudan | 2.380.000 | 278.033 | 301.183 | 410.909 | 424.248 | 414.852 | 550.776 | 500.000 |
| Uganda | 2.000.000 | 311.728 | 448.825 | 549.618 | 450.000 | 348.094 | -108.266 | -100.000 |
| Programme wide activities | 825.000 | 143.466 | 148.480 | 180.000 | 150.000 | 150.000 | 53.054 | - |
| 2. Programme management | 1.263.478 | 255.081 | 237.400 | 251.015 | 252.000 | 252.000 | 15.982 | - |

2 Burundi

Throughout 2018, the context in Burundi has remained fragile. This has been marked by the referendum on the revision of the constitution in May 2018, and the suspension of foreign NGOs in October 2018. During these periods, activities in the project were slowed down. During this year, preparations for the upcoming PCDC process were central. Municipalities, their administrators and technical staff, and committees involved in inclusive decision making were informed and trained on different aspects of human security. The programme opened a project office in Matana, Bururi province in order to be closer to the implementation zone. Finally, the management in The Hague was carried over to a new project director.

"The participatory planning process has meant that my concerns are taken into account and that I am involved in this process. Before the IDEAL project, it was rare for me to participate in these meetings. Currently, I don't only participate, but I also have the floor to express my opinions and those of our community." Mrs. Nindorera, from the Batwa community of Ndago hill, Songa municipality (about 15 kilometres from Bururi province)



2.1 Results 2018



Achieved outputs related to Outcome 1

Output 1.1 In (pilot) communes, functional dialogue, coordination and monitoring structures for local human security are in place.

Inclusive communal community development committees (CCDC and CDC) have been set up and both women and youth are 50% represented. The year 2018 was coincided with their establishment while 2019 will focus on their capacity building and their functioning

Output 1.3 - The capabilities of (pilot) communes to be responsive to gender-specific human security needs are increased.

- The gender and human security aspects have been included into the local community development plans (PCDCs). These will be formulated into the annual PAIs and budget and will reflect the priorities of the population as planning has been a consultative and inclusive process.
- While the program spoke about at least 30% of the Common Development Committees (CDC) and Local Common Development Committees (CCDC) we were able to reach 50% on a strategy to integrate the quota dimension of youth and women in hill elections.



Achieved outputs related to Outcome 2

Output 2.1: The capabilities of (pilot) communes to plan and budget on human security in an inclusive, transparent and gender and conflict sensitive manner are increased.

- 8 PCDC have been developed. These plans include gender- and conflict sensitivity, and adaptation to climate change.
- 163 hill plans have been developed, that reflect the communities' priorities.

Output 2.2: The capabilities of (pilot) communes to facilitate women's and youth's equal access to and full participation in the decision making on human security are improved. 50% of the members of hill development committees are women and young people.

Output 2.3: The capabilities of civil society, in particular women and youth organisations, in (pilot) municipalities to effectively participate in local decision making processes on human security are improved. Not all trainings were delivered as planned since the opportunity for our trainer to visit the country was limited.



Achieved outputs related to Outcome 3

Output 3.1 – The capabilities of ABELO and its women network RFEL to develop, implement, monitor and regularly update its advocacy strategy in relation to human security and conduct an evidence-based lobby towards the central government and the international community are improved. ABELO and RFEL have developed their lobbying strategies. Technical assistance by VNG International has been instrumental.

Output 3.2 – The capabilities of ABELO and its women network RFEL to deliver services to all its members on human security are improved. Particular attention has been given to RFEL as a leading voice within the ABELO decision-making.

Output 3.3 – The capabilities of ABELO and its women network RFEL to mainstream gender in their own policies and services are improved.

- ABELO and RFEL have developed their lobbying strategies
- ABELO has succeeded in publishing 2 journals of 4 foreseen
- ABELO and RFEL have a gender strategy, that will be integrated in their policy files for 2019.

Notable events:

On May 17th 2018, a constitutional referendum took place. The voting results showed that the constitutional amendments were approved by a vast majority. At the end of 2018, international NGOs were required to provide documentation to the Burundi government for registration. Failure in this provision would result in a shutdown. As ABELO is the implementing partner of VNG International in this project and there is no in-country registration of the latter in Burundi, the documentation was deemed not required and not provided for this project.

Products developed:

- Security analysis (Expat Preventive)
- Training reports on “Leadership & Decentralisation” and “Inclusive Governance and Citizen Participation” (for local administrators) by The Hague Academy for Local Governance and a training report “Empowerment and Leadership” (for civil society, CLBG) by KaBee consultancy.

Biggest success

Due to the IDEAL Burundi project, the pilot municipalities, the Good Governance Committees (CLBG) now consist of members that are well and inclusively reflecting the population they represent.

Also outside of the pilot municipalities (within the province of Rumonge), the beneficiary municipalities of the UNDP project managed within ABELO have also learned to link communal and ‘colline’ development planning as highlighted in the IDEAL approach.

Biggest learning moment

A training needed to be revised in-situ due to last-minute unavailability of the targeted group of participants (local administrators). The administrators were convoked by a ministry. Instead, a “refresher” training was organised for the technical staff that was trained in March 2018.

This group of administrators is difficult to reach, because they are very occupied. This target group is better off with several short trainings, instead of one longer training.

“How have you adapted your program based on the (changing) conflict and gender analyses in your country”

The gender and conflict analyses in Burundi remain unchanged to the analyses conducted in the pilot phase of the project (mid-2017). Through the recruitment of a civil society expert as resident program manager, the programme has underlined the importance of creating the link between local government and the broader community. The security analysis, which was carried out in February has also informed us about the role of ABELO in Burundi society and the (physical) risks to which risks it is exposed. We have supported ABELO to mitigate a number of the risks to which it is exposed, including the movement of their offices to more secure premises.

2.2 Deviations

The activities involved in the training of IDEAL coaches has not been finalised in 2018. These coaches will deliver on the job coaching to the communes and communities during the participatory PCDC and 2019 PAI/budget elaboration processes. The activities will be finalised in 2019, in order to be able to include participatory budgeting.

2.3 Finances

IDEAL18.BI.RPM was underspent 30% and **IDEAL18.BI.ORG** was overspent 33% as the costs for the “Admin and financial officer RPM antenna office Matana” of €7.800 were budgeted under the former, but reported on under the latter. Taking this into account, the expenditure of .BI.ORG changes to 113% and BI.RPM changes to 70%. A flight ticket and some other small costs had been overbudgeted, which led to underspending on .BI.RPM. **IDEAL.18.BI.GE** and **IDEAL.18.BI.02** underspent 61% and 47% respectively. The activities under .GE suffered from the delay and eventual cancellation of the visit of an external trainer for the CLBG due to visa restrictions. The delay in activities B2 and B5 resulted in the underexpenditure for .02.

2.4 Areas of focus for upcoming period

VNG International will continue its focus on changing the national dynamic and the reinforcement of capacity of the partner organisation. This will remain essential in order to ascertain the national buy-in to the processes we support at a local level. Simultaneously, we believe that promoting inclusivity through the engagement between local governments with civil society, will be crucial for the programme’s eventual success. In order to promote a long-term durability and independence of ABELO’s work, VNG International will register in the country.

Overview of Theory of Change: BURUNDI



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

| Outputs | Indicators |
|---|---|
| Output 1.1 – In (pilot) communes, functional dialogue, coordination and monitoring structures for local human security are in place. | <ul style="list-style-type: none"> Inclusive committees on communal development (CCDCs), including representatives of women and youth interest groups, are in place, functional and meet at least four times a year. In pilot collines, inclusive committees on colline/neighbourhood development (CDCs), including representatives of women and youth interest groups, are in place, functional and meet at least four times a year. |
| Output 1.2 – The capabilities of (pilot) communes to coordinate and monitor dialogue-based human security public meetings are increased. | <ul style="list-style-type: none"> In the pilot communes/collines, reporting mechanisms towards the population on development and security issues, budget (execution) and tax collection are in place and functional. At least two public consultative meetings are organised per year at commune level At least three public consultative meetings are organised a year at colline/neighbourhood level |
| Output 1.3 – The capabilities of (pilot) communes to be responsive to gender-specific human security needs are increased. | <ul style="list-style-type: none"> Gender-specific human security needs are reflected in the communal community development plans (PCDCs), the collines/neighbourhood community development plans, the communal annual investment plans (PAIs) and annual communal budgets |



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

| Outputs | Indicators |
|--|--|
| Output 2.1: The capabilities of communes to plan and budget on human security in an inclusive, transparent and gender and conflict sensitive manner are increased. | <ul style="list-style-type: none"> Communal community development plans (PCDCs), collines/neighbourhood community development plans, communal annual investment plans (PAIs) and annual communal budgets reflect the priorities of the communes and its constituents in a conflict sensitive manner and can be consulted by the population. |
| Output 2.2: The capabilities of communes to facilitate women's and youth's equal access to and full participation in decision-making on human security are improved. | <ul style="list-style-type: none"> At least 30 % of participants in CCDC and CDC meetings are female. At least 30 % of participants in CCDC and CDC meetings are between 15 and 35 years old. |
| Output 2.3: The capabilities of civil society, in particular women and youth organisations, in (pilot) municipalities to effectively participate in local decision making processes on human security are improved. | <ul style="list-style-type: none"> Communal community development plans (PCDCs), collines/neighbourhood community development plans, communal annual investment plans (PAIs) and annual communal budgets reflect the priorities of civil society, in particular those of women and youth organisations. |



Outcome 3 - ABELO's efforts improve the policy and institutional environments for communes in Burundi, so that they can address human security issues more effectively (*Enabling Environment*)

| Outputs | Indicators |
|---|---|
| Output 3.1 – The capabilities of ABELO and its women network RFEL to develop, implement, monitor and regularly update its advocacy strategy in relation to human security and conduct an evidence-based lobby towards the central government and the international community are improved. | <ul style="list-style-type: none"> ABELO/RFEL has an advocacy strategy on human security Existence of committees within ABELO in charge of elaboration of common positions ABELO/RFEL produces at least one position paper per year (starting from 2018) that is signed off on by all its members. |
| Output 3.2 – The capabilities of ABELO and its women network RFEL to deliver services to all members on human security are improved. | <ul style="list-style-type: none"> ABELO/RFEL organizes at least one forum a year (starting from 2018) on human security, inviting all communes ABELO distributes 4 newsletters a year |
| Output 3.3 – The capabilities of ABELO and its women network RFEL to mainstream gender in their own policies and services are improved. | <ul style="list-style-type: none"> ABELO / RFEL has a gender policy (starting from 2018) Women's needs are reflected in ABELO / RFEL's strategic plan Women's needs are reflected in ABELO / RFEL's annual plans and budgets Women's needs are reflected in ABELO / RFEL's advocacy strategy. |

3 Mali

During the year 2018, Mali has seen presidential elections extending President Ibrahim Boubacar Keita's term of office for five additional years. With a participation below 50%, and delayed results from the first round, the two remaining candidates only had two days to campaign. This may not be enough to tackle structural issues: there is no national plan for unity, porosity of national borders, radicalisation of certain religious groups and presence of violent or terrorist groups in the north and centre. However, Mali has important assets such as strong union movements, independent intellectual life, and fondness for democracy. Despite this unsteady situation, leaders may be able to find of a way out of the crisis. At local level, municipal elections have not yet taken place in the North, due to security reasons. This has an impact on the AMM Board of Directors, as it should be renewed every five years, right after the municipal elections. Because these elections did not take place in all the regions, some members of the AMM refuse to hold internal elections on the premise that they would not fully represent the electoral base. This legitimacy crisis affects power and leadership dynamics, decision-making, and lobby and advocacy activities at AMM.


Solid ties were made with the PCA-GIRE program and World Waternet as well. The context as described above has impact on the five municipalities where the IDEAL program is active in, as availability and attention is often directed towards national political elements rather than ongoing development programs. The security situation in the Sourou basin has remained its status quo in 2018, meaning that for VNG International those local stakeholders need to come to safer regions in order to benefit from our activities.

"The gender training for AMM was held in November 2018, in two separate waves. A participant's notebook was developed and made available to the beneficiaries of the training, which consisted of AMM staff, locally elected women, members of the AMM's health-environment commission. It is a good basis for organizing leadership capacity building and strategic decision-making workshops for locally elected women."

Youssef Diakité, AMM


3.1 Results 2018

Achieved outputs related to Outcome 1



A study on the mobilisation and management of IWRM (Integrated Water Resources Management) related financial resources for the project in the pilot municipalities was undertaken. The situational analysis revealed that fiscal resources on which IWRM funding must be based are poorly managed and seldomly mobilised by local governments (**output 1.1**). This lack of knowledge has created a situation of tax persuasion and lack of consent to the principle of taxation which considerably affects local government (and IWRM functioning). The study was shared with relevant stakeholders, with the objective to raise the awareness on opportunities and accessible financial leverage to support improved service provision such as drinking water supply. Elected officials and technical staff of 5 municipalities participated in diagnosis, trainings and coaching sessions. Following the study and advice on tax collection and financial resources mobilisation and management, IWRM themes were identified and prioritised per municipality. These include drinking water, fishing, pollution by gold mining, sand-gravel harvesting, and how to include citizens perspectives and interest in these fields (**output 1.2**). Feedback sessions were held with key municipal stakeholders and helped to clearly redefine roles and responsibilities. In 2019, civil servants and municipal elected officials will receive expert assistance in public finance and applied law on local governance (**output 1.3**). This support is reflected in capacity building, support for mobilization and management of resources related to IWRM, and facilitation of participation & accountability mechanisms (**output 2.1**).

Achieved outputs related to Outcome 2



A thorough round of discussions with the municipalities was carried out in 2018, concerning water related conflicts and how local governments were addressing those (on average 40 participants per municipality, of which 38% women). The immediate effect of these discussions for locally elected and technical staff was to realise how integrated and interdependent water issues are, and how important multi-stakeholders consultations are in order to include vulnerable populations in decision making. A communication strategy was made for all five municipalities that advised us on which communication channels were best suited to the local situation. These were identified as being community radios, public meetings with user groups and on the ground mediation (**output 2.1**). A major change observed after the activities was the change of timeslot for public meetings so more women could attend (**output 2.3**).

Capacity building on inclusive gender-sensitive governance for IWRM provided locally elected officials and staff with improved understanding of the causes and consequences of social exclusion. When citizens are aware of their problems, it will facilitate the communication to the municipality and the common search for solutions (**output 2.2**). Analysis of stakeholders' perspectives regarding the participation of women and girls in local development planning process and mapping stakeholders on a specific issue in their working context are now acquired skills by decision-makers at municipal level.

Achieved outputs related to Outcome 3

The coordination with the PCA-GIRE program (embedded at DNH – *Direction Nationale de l'Hydraulique*) is successful, local water committees (CLE) of four IDEAL municipalities have received capacity building in water resources management given by PCA-GIRE (**output 3.1**). AMM also met with the DNH and the DGCT¹ to discuss decentralisation in the fields of hydraulics; lobby and advocacy is a long-term process that has not yet shown tangible results.

Skills of the members of the relevant AMM Working Committees have strengthened with a training on gender inclusion (35 participants, of which 60% female), which allowed them to integrate this new dimension into their decision-making, program design, project and activities implementation, lobbying and dialogue forums on decentralization and local governance (**output 3.4**). Three Working Committees meetings on Health and Environment were facilitated by AMM (on average 7 participants, of which 3 female), supporting its political board in its lobby and advocacy role, to influence the formulation of policies and national guidelines in the fields of Environment and Health.

Leadership and strategic decision-making capacity building sessions of locally elected women were held, aiming at the improvement of political and social dialogues and increased efficiency in the exercise of their leadership functions. This capacity building makes them inclusive local governance ambassadors, capable of influencing local policies and decisions, ultimately improving community cohesion and trust between citizens and institutions (**output 3.5**).

AMM, has started late 2018 to discuss collaboration with ARM (*Association des Regions du Mali*) and ACCM (*Association des Cercles et Collectivites du Mali*), to improve its joint capability to influence national policies in favour of decentralized (water) management and an adequate transfer of competencies and resources (**output 3.3**).

Notable events:

Three out of five municipalities have finished developing their PDSEC (*Plan de Développement Social Economique et Culturel*) and we were told by the Secretary General of the commune of Méguetan that the trainings helped them a lot in the elaboration of their PDESC because they allowed them to work in a more inclusive way, especially the consideration of gender.

Biggest success

After training on gender issues and its role in IWRM, conflict sensitivity and inclusive governance, we have seen quite some change in the way activities are conducted in our communities, such as organising a dialogue during favourable hours for women so that they can participate actively.

Biggest learning moment

The collaboration with PCA-GIRE program enabled to study and analyse the CLE (*Comités Locaux de l'Eau*) constitution and its functionality. Various CLE's were analysed, of which 4 are included in the IDEAL program. The study covers the institutional, organizational, administrative and financial capacities, but also the management of initiatives and actions around development and management of information and communication. We will jointly further strengthen their capacities in the management of water resources.

"How have you adapted your program based on the (changing) conflict and gender analyses in your country"

- Timing of meetings and trainings have been adapted in such a way (e.g. later in the afternoon) that female participants are now able to join;
- Several specific trainings on conflict sensitivity and gender have been provided to AMM and the five municipalities; gender and conflict sensitivity are part of all terms of reference of all IDEAL Mali interventions, and consultants/trainers are being asked to report against these;
- The IDEAL Mali RPM, through his co-facilitation of workshops and trainings, has learned quite extensively about conflict & gender sensitivity issues and gained a lot of experience in addressing these; he is now able to play a role of coach and advisor to the beneficiaries.

¹ *Direction Générale des Collectivités Territoriales*

3.2 Deviations

No major deviations occurred.

3.3 Finances

The overall expenditure for IDEAL Mali 2018 is 75%, explained by underspending on the *RPM* and *Outcome 3* budget lines. A team of two full time staff was budgeted under IDEAL.RPM, with the aim to strengthen the absorption capacity. In July, a resident programme officer (RPO) was recruited to work with the resident programme manager (RPM), leaving part of the budget unused. It is planned to use part of the 2018 outstanding amount in 2019 to strengthen the capacities of the local team. The second explanation for the under expenditure is the late implementation by AMM (under outcome 3) of activities vis-a vis service their members, this meant that not the full AMM budget for 2018 was spent.



3.4 Areas of focus for upcoming period

Currently, there is no reason for updating the theory of change. Despite the security situation and the country's degrading political climate, mitigation measures have been taken since 2017 and are updated whenever necessary.

Overview of Theory of Change: MALI



Outcome 1 - Integrated water resource management and service delivery by Malian municipalities is more effective and responsive (*Output Legitimacy*)

| Outputs | Indicators |
|---|--|
| Output 1.1 The capability of municipalities' elected officials and staff to manage, delegate and control local water resources and deliver water-related services is improved. | <ul style="list-style-type: none"> The 5 pilot municipalities have an IWRM plan taking into account the needs of all water users. Active participation of elected officials & staff in training & coaching offer |
| Output 1.2 The technical capabilities of technical staff (incl. women) working with/in local water commissions and/or community water committees have improved. | <ul style="list-style-type: none"> Roles and responsibilities of technical staff are clearly defined, described and accessible to relevant actors. Local taxes' and service fees' collection systems assessed & relevant stakeholders knowledgeable about improvement options |
| Output 1.3 The capability of the municipality to make water management decisions and to deliver water services that are more responsive towards the needs of their citizens, specifically women, has improved. | <ul style="list-style-type: none"> Needs of different user groups, especially of women, are clearly reflected in water management systems in the 5 pilot municipalities The 5 municipalities implement a communication strategy for all water related information fitted to the needs & access possibilities of all relevant water users |



Outcome 2 - In Mali, decision-making processes on IWRM at the local level are more participatory and inclusive (*Input Legitimacy*)

| Outputs | Indicators |
|---|---|
| Output 2.1 Malian decision-making bodies (including different water commissions) are functioning to create public space for consultation and deliberation at the local level on management of water resources. | <ul style="list-style-type: none"> Municipalities and the water commissions initiated and held at least 10 meetings with all relevant stakeholders in IWRM Municipalities and the water commissions work in line with the needs of all relevant stakeholders in IWRM – including the vulnerable and others with different needs |
| Output 2.2 Malian decision-making bodies (incl water commissions) manage participatory decision-making processes and take into account input provided by stakeholders | <ul style="list-style-type: none"> Stakeholders' input is reflected in water management plans in the 5 pilot municipalities, catering for the different needs – including of the vulnerable - within the community |
| Output 2.3 The leadership capabilities of female decision-makers within municipalities have improved. | <ul style="list-style-type: none"> At least 25% women involved in decision-making in 5 pilot municipalities At least 10 women initiated initiatives adopted in the 5 pilot municipalities |



Outcome 3 - AMM, in coordination with relevant governance stakeholders, contributes to an improved policy and institutional environment for IWRM that better reflects realities on the ground (*Enabling Environment*)

| Outputs | Indicators |
|--|--|
| Output 3.1 Coordination mechanisms between national and decentralized (regional and municipal) level of gov. are in place and have the capability to improve integrated water resource management (IWRM) at national & local level. | <ul style="list-style-type: none"> Relevant governance IWRM stakeholders are mapped & updated At least 10 coordination initiatives & meetings undertaken Relevant governance IWRM stakeholders actively participate in coordination Factors hindering the implementation of national policy in line with local needs are mapped |
| Output 3.2 AMM is better able to provide needs-based services to its members and implement its Strategic Plan 2017-2022. | <ul style="list-style-type: none"> AMM membership needs are mapped at least twice At least one new service provided by AMM in line with prioritized membership needs |
| Output 3.3 AMM, in coordination with other LGAs, improved its capability to influence national policies in favour of decentralized (water) management and an adequate transfer of competencies and resources. | <ul style="list-style-type: none"> Effective coordination mechanism in place among the 3 LGAs and the Farmers' umbrella organisation and the PNE, initiated by AMM At least 3 IWRM policy inputs brought forward by AMM, endorsed by the 2 other LGAs and the other umbrella lobby organisations relevant for IWRM, such as the Farmers' umbrella organisation and the PNE |
| Output 3.4 AMM improved the capability of its technical working commissions in order to improve its lobby position towards national government | <ul style="list-style-type: none"> At least 10 AMM Technical Working Committee meetings take place. AMM members' input on government policies has resulted in an increased transfer of IWRM mandates, tasks and resources to the commune level |
| Output 3.5 AMM is capable of applying a gender focus in implementing its Strategic Plan 2017 - 2022 | <ul style="list-style-type: none"> Gender focus on AMM Strategic Plan results in Gender Policy for AMM Increased number of women represented in AMM decision-making bodies |

4 Palestinian Territories

In the Palestinian Territories the number of lone wolf attacks on the West bank and Israel saw a significant decrease in 2018. Sadly, however, the year will be remembered by the bloody protests in Gaza around the commemoration of the 1948 events between March and May, which left more than 180 Palestinians dead. The reconciliation talks between Fatah and Hamas in 2017 that was concluded with an agreement late that year, did not lead to a noticeable decrease in tensions between the two parties. The effect is throughout the year the division between the Gaza (run by Hamas) and West Bank (run by a Fatah-led coalition) administrations remained as real as ever.

After the municipal elections in May 2017, the new leaderships of the municipalities that we work with, were mostly focused on setting new priorities. In 2018 almost all of the fifteen beneficiary municipalities renewed their commitment to Local Economic Development (LED) activities. LED units became active and responsive again after they secured (renewed) support from their mayors. In fact, our programme in the Palestinian Territories was marked by two crucial developments: we implemented and completed the institutionalization phase of the municipal Local Economic Development Units and Councils and we disbursed the first tranche of grants late last year.

4.1 Results 2018

To create better conditions for economic growth, in 2018 we focused on institutionalizing the two major LED-drivers: the LED Units (Outcome 1) and the LED Councils (Outcome 2). The LED Units are to coordinate and implement bankable LED initiatives coming from the community. The independent LED Councils are to identify and direct promising community LED-initiatives to the municipalities and to advise political leadership on LED priorities.

The Municipal Development & Lending Fund (MDLF), the Association of Palestinian Local Authorities (APLA) and the Ministry of Local Government (MoLG) should be willing and able to provide a conducive environment for these activities (Outcome 3). This year we focused on vying for MoLG support and building capacity for all three organizations.



Achieved outputs related to Outcome 1

Output 1.1: In all five of the pilot municipalities that will receive intensive technical assistance and grant support, LED Units have been established. Staff members have designated function profiles, although not all of those profiles are formalized in ToRs (see *lessons learned* for more).

Outputs 1.2 & 1.3: One of our major activities last year was a guided LED-study tour to South-Africa, a country with close ties to the Palestinian Territories and a similar and slightly more developed LED-context. Six of eight participants were female. This translated to the fact that by the end of the year three out of five designated LED Unit staff managers are female. Most impressively, all LED Units have already started actively scouting for and identifying LED initiatives in the communities that the municipalities might support – something originally not foreseen until 2019. It goes too far to say that *structural recruitment procedures* are non-discriminatory, but it is clearly a very promising start.



Achieved outputs related to Outcome 2

Output 2.1: As with the LED Units, the advisory bodies of the LED Councils have been established in all five major beneficiary municipalities. Their meetings are not held in a regular manner, however. Their roles differ per municipality, depending on how active the LED Units involve them in scouting for LED initiatives. Yet in all municipalities, we have been able to convince municipalities that a diverse make-up of participants is the best guarantee for inclusive input and advice. Participants of the LED Councils now include representatives of agriculture, commerce and industry associations, the banking sector, of tourism, civil society and special need organizations and even the Waqf. It should be noted that unlike the LED Councils, the majority of the representatives are men.



Achieved outputs related to Outcome 3

Output 3.1: with our assistance, APLA has formulated and adopted its development strategy for the coming years, committing the organization to building its own capacity to support municipalities looking for LED advice and to advocate towards MoLG on their behalf.

Output 3.2 & 3.3: The financing agreement between MDLF and VNG International for the proper disbursement of grants has been signed. MDLF grant managers and MoLG LED Units staff managers participated in our LED training sessions. However, it should be noted that the results of these training sessions should be put in practice early 2019, when MDLF grant managers will manage the procurement and disbursement process of the first tranche of the grants (see *areas of focus* for more).

Products developed:

- Grant Disbursement Manual
- Municipal Community Driven Action Plans
- APLA Development Strategy
- Rawabi Strategic Plan
- Rawabi Customer Service Guidelines
- Rawabi Internal procedures and policies



On the IDEAL programme and the other municipal LED Units: *"It's like a hub, we learn so much from each other."* **Samar Al Tamimi, Head of LED Unit, Jericho Municipality**

Biggest success

The South-Africa Study Trip. While in itself not unique, the execution was specifically geared towards not just showing participants interesting ideas, but challenging them to reflect on them and on how they could take lessons back home for practical use.

We were overwhelmed with how impactful the take-home lessons seemed to have been for the participants. We were getting messages months after of participants and their managers of how they largely changed the way they operated because of what they experienced in South-Africa. They became more self-assured, seeing their peers struggle and overcoming similar challenges within the community and their own organizations. They become more active in seeking out opportunities, more creative in finding ways of connecting social to economic impact and communicated more with colleagues in their own organizations, creating sufficient buzz to ensure LED Units became recognized as the municipal drivers of economic policy.

Biggest learning moment

At the start of the year we analysed that municipalities would not prioritize their LED Units. They would designate staff members part-time, without taking away existing responsibilities or describing them for the units or without reflecting on who would be a right and inclusive fit. In response, we believed that the formalization of LED Unit participation through formal requirements and ToRs, approved by municipal boards, would remedy this situation. However, as much as we tried to convince municipalities of this approach it did not materialize in the foreseen outputs. At the same time, the energy shown by the LED Unit managers as well as the first promising results they could show to their mayors, solidified their positions. They were recognized first and foremost as LED Unit managers. Mayors became to rely on them. And while it remains a risk that there are no formal *rules of engagement*: we will rely less on building paper foundations and more on building practical foundations.

"How have you adapted your program based on the (changing) conflict and gender analyses in your country?"

Happy news from Palestine (for a change): Partly due to our earlier efforts to ensure more gender equality in the LED Units, we were positively surprised late last year that the municipalities suggested a majority of women for the South-Africa study tour. This contrasts with the earlier makeup of the LED Units under LGCP that were primarily male. Moreover, 4 of the 5 mayors of our Big-5 municipalities later appointed women to head the LED Units.

We used soft-pressure methods: clearly letting know that in their partnerships with us, we appreciated diversity. Awareness activities: we had a full-time Gender Expert onboard last year who travelled to the municipalities and talked with men and women to discuss the added value of a diverse organization. Moreover she discussed about potential obstacles and solutions for female involvement.

The LED Councils (from here on known as LED Fora) in all 5 municipalities now constitute representatives of women organizations. However, it should be said that these Fora do not convene in a structural manner in all cases just yet, so we have to still ascertain whether their inclusion is more than window dressing.

4.2 Deviations

Output 1.1: We incurred slight delays in the institutionalization of LED Units of the Emerging-10 municipalities that are introduced to the LED concepts for the first time. Implementation of the required technical assistance was planned to finish by late 2018, but is currently in its final stages.

Output 1.1 & 2.1: Instead of having formalized recruitment processes and ToR for LED Unit and Council staff, we rely more on inclusive practices (See *lessons learned* for more).

4.3 Finances

In 2018, we spend less on Home Office staff and more on Local Office staff than intended at the start of the year. This had two reasons. First, half year through the year we started working with a Senior Governance Advisor (Nasser Sheikh Ali), to complement our RPM (Abdelmajeed Jum'a). This greatly increased the effectiveness of our communication and our advice to the 15 beneficiary municipalities as well as the 3 national stakeholder. It can, therefore, be reasoned that these costs are directly contributing to all three Outcomes, which will be formalized for the next fiscal year. Second and directly related to the first point, we did manage to transfer some management capabilities from Home Office to our RPM and Governance Advisor to offset the added cost. This should have longer-term cost saving effects as is already reflected in the current year's budget.

Furthermore, our spending on Outcomes was done differently than foreseen. This is largely due to an administrative decision to cover the grant funding of little under €150.000 under Outcome 1 instead of 2 as originally intended. On all three Outcomes we spend less than foreseen, largely due to the delays in start-up of the MDPIII early that year. The spending from the third quarter onwards shows a marked increase and, in fact, from the fourth quarter and into 2019 we have been addressing the earlier delays and are catching-up.

4.4 Areas of focus for upcoming period

Our main area of focus will be from moving with the pilot municipalities from the institutionalization phase of their LED Units and LED Councils and towards identification, selection and implementation of inclusive community driven LED initiatives. For that, intensive technical assistance from our side will be needed, as well as the second tranche of grant financing. A key challenge will be to keep moving according to schedule, also for the 10 municipalities that will not be implementing pilot projects. For that we will rely heavily on MDLF, so a second focus areas will be supporting – but also monitoring – MDLF on their capacity to manage the disbursed grants.

Overview of Theory of Change: PALESTINIAN TERRITORIES



Outcome 1 - Palestinian municipalities, through more responsive and effective LED services, create better conditions for economic growth and generate more employment opportunities (Output Legitimacy)

| Outputs | Indicators |
|--|---|
| Output 1.1 The institutional, staff and elected officials' capabilities and knowledge within municipalities to create better conditions for economic growth and employment generation that benefits the community as a whole is improved. | <ul style="list-style-type: none"> • There are clearly defined roles and responsibilities for each LED unit in 15 beneficiary municipalities as determined in mandating municipal documents • 1 designed LED initiative in each of the 15 beneficiary municipalities |
| Output 1.2 The implementation capacity of municipalities regarding initiatives to create better conditions for economic growth and employment generation that benefits the community as a whole is improved. | <ul style="list-style-type: none"> • 5 pilot municipalities have completed a full LED project implementation cycle; • 10 municipalities have completed the LED strategy development cycle and have identified specific actions and means for operationalizing LED activities |
| Output 1.3 The capabilities of municipal organizations (elected officials and staff) to create better conditions for employment opportunities for women is improved. | <ul style="list-style-type: none"> • Recruitment procedures in the context of 5 pilot LGU's LED initiatives are non-discriminatory; • % of female technical staff involved in the implementation of LED within LGUs has increased in each of the beneficiary municipalities where current female involvement is below 50% |



Outcome 2 - Decision-making processes at the municipal level in the area of local economic development are more inclusive and participatory (Input Legitimacy)

| Outputs | Indicators |
|--|---|
| Output 2.1 Palestinian local governments, through LED Councils, involve local stakeholders in the policy-making process in the area of LED. | <ul style="list-style-type: none"> • Clear ToRs and functioning guidelines are established for the LED Councils in the 15 LGUs targeted by the project; • LED Councils in the 15 target LGUs convene in a structural manner: either monthly, or acc. to municipal guidelines for LED Councils. • Key LED policy documents flow through the LED Councils in a structural manner and have been discussed & assessed by the LED council (5 pilot municipalities – LED initiatives; 10 municipalities – LED Strategies + Action plans) • LED Councils in the 5 pilot municipalities prepare at least 3 full LED plans that are reviewed by the municipal council. |
| Output 2.2 The gender gap in the LED policy formulating process is reduced. | <ul style="list-style-type: none"> • Women/women's groups actively participate in a structural manner in LED fora (LED council meetings, consultations) in 15 municip.; • At least 5 women are in decision making or senior advising roles with regard to LED policy in the 5 pilot municipalities; • LED initiatives in 5 pilot LGUs have incorporated specific measures to promote women's active participation and to foster women's access to the labour market |



Outcome 3 - The enabling environment of local governments to improve their LED services has been improved (Enabling Environment)

| Outputs | Indicators |
|---|--|
| Output 3.1 APLA has made concrete efforts to lobby and advocate common interests in the field of LED vis-à-vis the national government. | <ul style="list-style-type: none"> • A written lobby and advocacy strategy exists • A position paper on LED, that is developed in consultation with municipal representatives |
| Output 3.2 The capabilities of staff and leaders of the MDLF to support and serve the development of local governments in the area of LED is increased. | <ul style="list-style-type: none"> • Existence of a financing agreement between MDLF and VNG International for the implementation of municipal grants acc. to WB endorsed, Municipal Development Programme III standards. • MDLF staff implements the VNG International grants according to the financing agreement and subsequent approved project plans of the 5 pilot municipalities. |
| Output 3.3 The capabilities of staff and leaders of Palestinian Authority central government organisations to improve the policy and legal environment for local governments in the area of LED is increased and their attention to the LED policy area is maintained. | <ul style="list-style-type: none"> • A national policy on LED is published by the PA • 75% of the 15 target municipalities indicate to have positive experiences in their interactions with the central government surrounding their LED initiatives. |

5 Rwanda

2018 marked the second year of implementation of the IDEAL Rwanda programme. The year was one of adaptation; aligning to government activities and to changes in the programme's environment to ensure the wide spread impact of our interventions. Rwanda is developing rapidly and with this, secondary city districts are placed in the challenging position of managing current challenges as well as preparing for the future. The IDEAL programme efforts ensure that activities are part and parcel of their daily work and aligned to their most pressing needs.

5.1 Results 2018



Achieved outputs related to Outcome 1

Outcome 1 of the IDEAL Rwanda programme aims to strengthen the effective and responsive nature of service delivery in Rwanda's six secondary cities in the fields of urban planning, local economic development (LED) and social affairs. In 2018, IDEAL Rwanda contributed to this outcome by supporting district staff to organise a community sensitisation campaign to engage citizens in the district's urban planning. Through cell-level meetings and radio, citizens actively participated by raising their concerns and offering suggestions. The valuable input provided by citizens highlighted the importance of citizen engagement to sustain the urban planning. These campaigns are closely linked to ongoing actions to develop a toolkit on pro-poor

urban planning and land subdivision plans (previously named detailed master plans) (**output 1.1**) as well as national review of all six city master plans. Once the master plans are complete detailed master plan implementation can be drafted (**output 1.1**). The One Stop Centre staff have been trained on Rwanda's Construction and Building code, using practical examples in the cities and dealing with the daily challenges they face in enforcing the building code (**output 1.1**). In 2018, a MoU formalised the colleague-to-colleague partnership between Rheden, Rubavu and Langeberg Municipalities which aims to strengthen the District's capacity to develop its tourism sector through citizen engagement.

This sector was identified by Rwandan Government as pivotal for both the District's economic and urban development (**output 1.2**). The district staff's capacity to develop and implement sound social welfare policies will be addressed in 2019 (**output 1.3**) with the finalisation of the pro-poor urban planning toolkit as well as a training inclusive cities and pro-poor urban services.



"It is a good thing that for the new master plan design the citizens will be consulted."

A listener of Radio Communautaire de Rusizi, inclusive city development sensitization campaign



Achieved outputs related to Outcome 2

In terms of outcome 2, which aims to make decision making processes in the secondary cities more inclusive, 28 councillors from the six secondary districts of diverse representation have been trained on constituency consultation, leadership, communication and inclusive urban development. The training highlighted how to effectively use existing mechanisms for exchange with private sector and other stakeholders in all 6 districts (**output 2.2**). Furthermore, district and sector councillors as well as village leaders are aware of the need for inclusive urban development, both as part of the community sensitisation campaign (mentioned in outcome 1). Learning visits to community-based servicing projects inspired participants to explore how to start similar projects in areas of their district. In addition, the development of the IDEAL Rwanda gender role model programme was finalised and will aim to transform behaviour on individual, relational and structural levels in all 6 districts. Implementation will commence in early 2019 (**output 2.3**). The toolkit of private sector engagement will be completed in early 2019 (**output 2.1**).



Achieved outputs related to Outcome 3

Outcome 3 of the programme focuses on improving RALGAs ability to lobby and advocate for its members. One of the key issues is gender and how RALGA can advise and support their members in gender mainstreaming. The programme supported the review and updating of RALGA's Gender Strategy which has been completed. This shall be complemented with a training on gender concepts for RALGA staff (**output 3.2**). This lays a solid foundation for RALGA to apply these skills in the implementation of the Transformative Agents of Change Programme in 2019 and 2020. Guidelines for RALGA's member representation in social development policy design and processes, was developed as a tool towards the implementation of RALGA's advocacy strategy which was completed by another development partner (**output 3.1**).

Notable events:

- MoU signed between Rheden Municipality, Langeberg Municipality and Rubavu District on inclusive tourism development
- Nomination and appointment of VNG International as member of Technical Advisory Committee for secondary districts master plan review and update process

Products developed:

- RALGA Gender Mainstreaming Strategy
- RALGA Financial Sustainability Strategy

Biggest success

The community sensitisation and councillor sensitisation week(s) proved to be very successful; communities were happy to be involved and engaged on their master plan. The campaign also garnered much government support from both RHA and MININFRA and was perfectly aligned to the ongoing master plan update process in all secondary cities.

VNG International is increasingly seen as part of the support machinery for the secondary cities and was appointed as a member of the Technical Advisory Committee for the secondary cities master plan update process.

Biggest learning moment

The proposed study visit for District and RALGA staff to the Netherlands was postponed due to lengthy internal government processes as well as strict procedures for study visits. Much time was lost and invested in the planning of the visit. The Rwandan national government announced similar approval procedures to be undertaken for activities involving staff from multiple districts. Timely planning and potential revision of the implementation approach shall be necessary for all future activities.

“How have you adapted your program based on the (changing) conflict and gender analyses in your country”

A profound analysis on the issues hampering equal participation of women and girls in the decision-making processes provides the foundation for the Transformative Agents of Change programme (TAC). This built-in programme aims to strengthen a selected group of influential women and men from different levels of the secondary city districts' institutions to enable them to serve as local role models and agents of change within local decision-making processes. The TAC programme will actively include the recently established Gender Desk of RALGA as well as affiliate the Local Government Institute of RALGA to sustain and institutionalise its results. In Rwanda, conflict is a very sensitive topic that cannot be openly discussed. Consequently, the IDEAL Rwanda approach to address conflict sensitivity is gentle. From our experiences, we shall assure sufficient attention is paid to the country-specific way of addressing this topic during the midterm indicator measurement and evaluation. A third process in which conflict sensitivity continued to be required was in setting up the partnership between the local governments of Rheden, Langeberg and Rubavu. Following the damning Human Rights Watch Report (already in 2017), it was important to make sure that the concerns of council members in Rheden and Langeberg and those from our own side were properly addressed. This entailed sensitive dialogue with RALGA and providing analyses to the municipalities involved.

5.2 Deviations

Many of the activities planned for 2018 were completed, however some activities were postponed to 2019, some of which have been completed in the first quarter of 2019. This includes the land subdivision plans, review of the urban planning module (partly, first work had been done), toolkit on pro-poor city development (outcome 1), toolkit on private sector engagement, the study visit to the Netherlands for OSC staff (outcome 2) and RALGA (outcome 3), and training on gender mainstreaming (.GE). The development of land subdivision plans can only commence once the nationally led secondary city master plan update is complete.

This process for secondary districts only started in December 2018, we have thus aligned our planning and actively seek synergy. Continuous consulting with national and sector stakeholders delayed the finalisation of the pro poor toolkit especially as some of the tools and content in the toolkit were new requiring technical engagement on their possible use (.01). The study visit to the Netherlands was postponed due to strict clearance procedures at national level and will be pursued in 2019. The visit was a significant part of the budget for outcome 2 (.02). Other delays are linked to RALGA's meticulous internal organisation and procurement procedures which led to delays in the hiring the expert in toolkit on private sector engagement (.02).

5.3 Finances

Due to the postponement of a number of activities, IDEAL Rwanda encounters an underspending. The underspending per budget line is explained in the paragraph 'deviations' above.



5.4 Areas of focus for upcoming period

The new 7-year strategy for Rwanda; National Strategy for Transformation (NST1) was published in 2018 and sees continued emphasis on urbanisation, the role of secondary cities in supporting "thriving and sustainable urban economies" and the importance of secondary city master plans that reflect the cities' ambitions.

Looking ahead into 2019, we continue to support the secondary districts by applying and piloting the inclusive planning process referred to over the last two years with the piloting of Eindhoven's multi-helix model in Muhanga, inclusive development through tourism with Rheden in Rubavu, the development of pro-poor land subdivision plans in Nyagatare and Huye and the implementation of the Transformational Agents of Change programme in all secondary cities. Alignment with government and development partners activities will also continually be sought.

Overview of Theory of Change: RWANDA



Outcome 1 - Secondary City Districts in Rwanda are more effective and responsive in managing the urbanisation process (*Output Legitimacy*)

| Outputs | Indicators |
|--|--|
| Output 1.1 Secondary city district technical and political staff's capabilities to develop, implement and monitor pro-poor urban development plans are developed. | <ul style="list-style-type: none"> All 6 Districts have translated their general master plans into detailed master plans for implementation The detailed master plans for implementation of all 6 Districts include pro-poor aspects 4 of the 6 Districts have tools in place to monitor progress on master plan implementation |
| Output 1.2 Secondary city district technical and political staff's capabilities to develop and implement responsive LED policies that advance the distinct economic ambitions of the district are strengthened. | <ul style="list-style-type: none"> 4 of the 6 Districts have entered into PPP frameworks with the private sector. 4 of the 6 Districts have integrated in their urban LED programs value chain development processes connecting their cities with rural areas and other neighbouring Districts |
| Output 1.3 Secondary city district technical and political staff's capabilities to develop and implement sound local social welfare strategies are improved. | <ul style="list-style-type: none"> All 6 Districts have translated national social development policies into people centred local strategies 4 of the 6 Districts acquire tools to effectively monitor the progress of action plan implementation |



Outcome 2 - Local decision-making processes of Rwandan secondary city districts on urbanisation are more inclusive and participatory (*Input Legitimacy*)

| Outputs | Indicators |
|--|---|
| Output 2.1 Rwanda's Secondary City Districts have mechanisms in place to exchange with local private sector institutions, local education institutions and other local stakeholders on local development. | <ul style="list-style-type: none"> 5 of the 6 Districts have a mechanism in place to exchange together with the local private sector and local education institutions on local development. |
| Output 2.2 Through local mechanisms, Rwanda's Secondary City Districts consult local private sector institutions, local education institutions and other local stakeholders to shape policies on local development | <ul style="list-style-type: none"> 3 of the 6 Districts exchange regularly with the local private sector and local education institutions on local development through these mechanisms |
| Output 2.3 Influential women and men from different levels of the secondary city districts' institutions are strengthened to enable them to serve as local role models and agents of change within local decision-making processes. | <ul style="list-style-type: none"> Women's concern are included within local decision making and policy development in 4 of the 6 Districts. Districts budgeting and planning process is gender sensitive through quality gender budget statements in 3 of the 6 Districts. |



Outcome 3 - RALGA lobbies and advocates for an improved policy and institutional environment for local governments in Rwanda (*Enabling Environment*)

| Outputs | Indicators |
|--|---|
| Output 3.1 RALGA's capabilities to implement, monitor and regularly update its advocacy strategy and conduct an evidence-based lobby towards the central government and the international community are improved. | <ul style="list-style-type: none"> RALGA advocacy and engagement strategy is regularly used and updated. |
| Output 3.2 RALGA's capabilities to mainstream gender in their own policies and services and those of its members and to facilitate women's equal access to and full participation in decision making are improved | <ul style="list-style-type: none"> RALGA has a gender strategy in place |

6 Somalia

“*Aqoonla'aani waa iftiinla'aan*”² is what we were taught by our Somali partners. 2018 was the year in which we could witness the first rays of light that resulted from capacity-building activities and sharing of know-how under the IDEAL programme. 2018 was also the year in which we chose to further define our focus from resilience toward ‘creating economic opportunities for all’. This revised focus allows better tuning of activities and increased synergies with the EU-funded LED programme ‘ASPIRE’ resulting in a larger footprint and impact of IDEAL. One example thereof is a combined study visit to Belgium and the Netherlands we undertook together with delegations from Puntland state of Somalia. Clan diversity, land disputes and politics, especially in times of elections, remain a challenge throughout our programme. In addition, traditional and religious norms pose barriers to the inclusion and active participation of certain groups of society including women. These factors required close attention in our planning and activity design.



Results 2018

ALGASL has made significant progress in 2018. The year started off with field surveys conducted among Somaliland districts concerning the revision of ALGASL’s constitution. This resulted in not only a validated revised constitution but also a membership expansion from 10 to 17 paying districts. The year ended with a decentralisation conference for all Somaliland districts. Throughout the year on-the-job-coaching was provided by our field staff to ALGASL on the basis of our materialisation plan which was developed late 2017.

“I participated in the TOTs. We (participants) can now provide basic trainings to districts. I will go back to my home city where they will benefit from what I gained here.” Jimaale, Director of planning, Berbera district



Achieved outputs related to Outcomes 1 and 2

On the 1st of November the IDEAL Advisory Committee took place in Boroma. Part of the programme focused on identifying criteria for the selection of pilot districts which are key to outcomes 1 and 2. In a participatory process different criteria were selected among which geographic location, security, former donor support, economic prospects and size of district. In a brainstorm session participants were asked to evaluate all districts and to decide which was eligible to become a pilot district. The session eventually resulted in the selection of three pilot districts: Zeila, Laascaanood and Baligubadle (pending formal approval from the Vice-President). Although targeted support to pilot districts will only start in 2019, we have supported district capacity in 2018 through districts’ participation in both the gender workshop and Trainings of Trainers (Berbera District). Finally, output indicators for outcomes 1 and 2 have been developed.



Achieved outputs related to Outcome 3

Output 3.1. ALGASL has 2 improved and gender-sensitive strategic documents including its constitution and strategic plan for the period 2019-2022. The revised constitution reflects the current views of the members (e.g. female participation in the BOD) and the process of consultation has led to a membership expansion (10 to 17 paying members out of 23). This increased both ALGASL’s human and financial resources and thus sustainability. The strategic plan formulates ALGASL’s goals and objectives for the coming years and concrete action points are formulated in the annual workplan (total target no. achieved 2/5). In 2018 2 trainings were delivered to ALGASL to improve their knowledge and skills on organizational management and gender. ALGASL now holds weekly meetings and reports on the basis of minutes (total target no. achieved. 11/20).



² “There is no light without knowledge.”

Output 3.2 ALGASL conducted field surveys among Somaliland districts to collect input and raise support for the revised constitution and held a workshop about the review procedures and processes. In addition, ALGASL staff and Berbera District have followed 2 Trainings of Trainers whereby each participant ultimately delivered an individual training on a specific topic such as waste management, gender and local revenue collection. Staff now has basic capacity to deliver thematic trainings to districts and will further tune their capacity through facilitating activities for districts.

A significant service delivered by ALGASL was the Magaalo monthly newsletter (total target no. achieved. 4/5).

Output 3.3. ALGASL undertook two lobby initiatives concerning the revision of law No. 23 (Local Government Law) and several environmental laws likely to affect the mandate of local governments. ALGASL's contributions were included in the joint statement above (total target no. achieved. 2/3).

Output 3.4. ALGASL and NAGAAD network jointly organized the follow-up of a gender training (also relevant to output 3.2) delivered by an international expert (total target no. achieved 1/2). During the training districts commenced to rewrite their District Development Plans in a gender-sensitive manner. At the decentralisation conference ALGASL paid special attention to the localisation of the NGP by showcasing these District Development Plans (total target no. achieved. 1/3).

Output 3.5. The first decentralisation conference for all Somaliland districts was organized by ALGASL. The conference resulted in a joint statement by all present authorities in which they expressed their commitment to the decentralisation framework (total target no. achieved. 1/3).

Notable events:

In late 2018, ALGASL welcomed a female trainee to its team who is currently responsible for the gender portfolio together with another staff member. ALGASL, as an LGA representing the interests of all Somaliland districts and having access to a large network, is a driving force in effecting change. Traditional and religious norms in the local context might start to change once women are given a bigger role to play.

Products developed:

- Magaalo newsletter by ALGASL
- Revised constitution
- Strategic Plan (revised)
- LED toolkit (revised) – joint ASPIRE activity
- LED strategy (revised) – joint ASPIRE activity

“How have you adapted your program based on the (changing) conflict and gender analyses in your country”

Revision of both the constitution and strategic plan was done with a gender lens. Both strategic documents are now gender-sensitive. Through the revision of the DDFs in our gender workshop we strived to address gender on meta-level. Finally, in the selection of our pilot districts for 2019 we made use of local conflict analyses.

Biggest success(es)

Districts recognise the added value of ALGASL which is demonstrated by the membership expansion (with the only 6 remaining districts joining in 2019). ALGASL has set a clear agenda for the coming years in its Strategic Plan which was validated and thus supported by the BOD. Lobby and advocacy being its core task, ALGASL has organized a decentralisation conference for 58 participants including all Somaliland districts where all promised to contribute to the decentralisation framework. Knowledge-sharing and collaboration between Somaliland and Puntland state of Somalia was strengthened through a joint study visit to Belgium and the Netherlands (in combination with ASPIRE programme).

Biggest learning moment(s)

ALGASL's biggest lesson lies in finding a right balance between being ambitious and sticking to your priorities (e.g. lobby and advocacy). VNG International's lessons relate to local governance support in fragile context in general. The Somali context demands flexibility and the ability to apply last-minute changes to your programme while adhering to donor requirements. This combination makes it sometimes hard to deliver. In addition, an important task is management of expectations: despite being relatively new in Somaliland, expectations are high (due to our field of expertise and large UN JPLG programme). Districts throughout Somaliland are looking for support. We should always be clear about what we can and cannot do while respecting local customs.

Deviations

In respect of the Theory of Change, the following sections will have to be reformulated as a consequence of the revised focus of the programme: “policy areas related to resilience” (will now be “policy areas related to economic development”).

Finances

In 2018 eighty-six per cent of the overall budget was spent. As targeted support to pilot districts under outcomes 1 and 2 will only start in 2019, financing of activities in 2018 has only focused on outcome 3. For that reason, outcomes 1 and 2 show deviations of over 25%.

Areas of focus for upcoming period

In the upcoming period we will mostly focus on preparing the baseline assessment for the pilot districts as well as conflict and gender analyses. The baseline will serve to provide targeted support to the pilots. We will also evaluate part of the methodology for the mid-line measurement targeting outcome 3 which is scheduled for June 2019. The objectives of 2019 are twofold: on the one hand the IDEAL programme will continue to build the capacity of ALGASL, in particular in the field of lobby and advocacy, but on the other hand ALGASL’s improved capacity will be exploited to expand activities to the three pilot districts.

Overview of Theory of Change: SOMALIA



Outcome 1 - ALGASL services contribute to more responsive and effective service delivery (in policy areas relating to local economic development) in pilot districts in Somalia (*Output Legitimacy*)

| Outputs | Indicators |
|---|---|
| Output 1.1 Services provided by ALGASL increase the awareness of pilot districts of their mandate, roles and responsibilities in service delivery in policy areas related to local economic development. | <ul style="list-style-type: none"> ALGASL has provided at least 2 trainings on roles and responsibilities in LED service delivery Pilot districts have clearly defined roles and responsibilities in LED and confirmed them in relevant district documents (e.g. LED strategy, bylaws) 50% of relevant districts staff (e.g. planning officers) can explain their role in LED and feel better equipped to provide services in the field of LED |
| Output 1.2 Services provided by ALGASL contribute to increased technical knowledge and coordination capabilities in pilot districts to deliver services in policy areas related to local economic development. | <ul style="list-style-type: none"> ALGASL has provided at least 2 trainings on LED service delivery for technical and political staff of pilot districts LED coordination mechanism in place in pilot districts |
| Output 1.3 Services provided by ALGASL improve awareness and capabilities of pilot districts to take community needs (especially marginalised groups – women, youth and IDPs) into account in delivering services in policy areas related to local economic development. | <ul style="list-style-type: none"> ALGASL has provided at least 2 trainings or workshops on inclusive LED for pilot districts Pilot districts include community needs into implementation plans for LED services 50% of relevant districts staff (e.g. planning officers) can indicate how attention for gender and youth is relevant for service delivery in the field of LED |



Outcome 2 - ALGASL services contribute to more inclusive and participatory decision-making processes (in policy areas relating to local economic development) in pilot districts in Somalia (*Input Legitimacy*)

| Outputs | Indicators |
|---|--|
| Output 2.1 Services provided by ALGASL increase the awareness of pilot districts on the importance of community outreach and their capability for participatory planning and policy-making (especially involving marginalised groups) is improved. | <ul style="list-style-type: none"> ALGASL has provided at least 2 trainings or workshops on community participation for pilot districts Pilot Districts have an LED strategy and related implementation plans in place as a result of participatory planning |
| Output 2.2 Leadership trajectories provided by ALGASL promote political participation of women and youth in pilot districts. | <ul style="list-style-type: none"> Pilot districts together with ALGASL have organised at least 2 specific initiatives to promote active political participation of women and youth 50% of political district officials (e.g. councillors, mayors, executive secretary) can indicate how attention for gender and youth is relevant for service delivery |



Outcome 3 - ALGASL contributes to an improved policy and institutional environment of districts (*Enabling Environment*)”

| Outputs | Indicators |
|---|--|
| Output 3.1 The institutional sustainability of ALGASL has been strengthened. | <ul style="list-style-type: none"> ALGASL has 5 improved strategic documents (strategic plan, HR policy, communication plan, financial strategies, constitution), including attention for gender 20 trainings/workshops have been provided to ALGASL staff to improve their knowledge and skills |
| Output 3.2 The capability of ALGASL to provide services to members in policy areas related to local economic development and to build capabilities of members has improved. | <ul style="list-style-type: none"> ALGASL provides 5 specific services for districts per year 20 relevant ALGASL products have been developed (e.g. training materials, toolkits, model by-laws, improved website) ALGASL provides formal and/or structural information on a monthly basis (e.g. newsletters) to member districts in addition to ad hoc communication |
| Output 3.3 The capability of ALGASL to engage in intergovernmental relations and carry out evidence-based lobby and advocacy in support of increased local autonomy and resources is strengthened. | <ul style="list-style-type: none"> ALGASL has a lobby and advocacy strategy / plan including attention for gender ALGASL develops 2 position/research papers per year ALGASL undertakes 3 lobby and advocacy initiatives per year ALGASL has developed 3 issue-based stakeholder maps |
| Output 3.4 The capability of ALGASL to contribute to the localisation and implementation of the National Gender Policy has improved. | <ul style="list-style-type: none"> ALGASL implements 2 joint initiatives per year with organisations specialised in women's rights and/or gender sensitivity 3 of ALGASL's lobby initiatives and services to members per year have a significant gender component |

Output 3.5 The capability of ALGASL to provide coordination mechanisms between districts and other stakeholders has been enhanced.

- ALGASL undertakes 3 initiatives per year to facilitate coordination and collaboration between districts and other stakeholders
- ALGASL organises 3 relevant stakeholder events per year.
- ALGASL has developed 3 relevant stakeholder maps

7 South Sudan

2018 can be considered as a year of expansion and recognition for the IDEAL South Sudan programme. The team in Kapoeta expanded, which enabled us to increase absorption capacity and provide continuous on the job coaching to the county governments, based upon ground work we laid during 2017 and 2018. Recognition because for a long time VNG International was known in Kapoeta as the organization that implemented the LGCP programme. This, however, is changing as we see a shift towards local officials associating VNG International with the IDEAL programme, implying an increase in recognition. IDEAL's increased visibility is also due to the growing ownership by the Executive Directors of the 3 'mother' counties of the programme. Their commitment and active participation have led to them considering themselves as important ambassadors of the programme. Due to the splitting up of counties, staff is frequently re-allocated from the original administration to newly created counties. In some cases, this means that individuals trained by the IDEAL program (often involved since the beginning) are no longer within our reach. The scope of the IDEAL programme does not allow to fully cover these newly created counties as well. Therefore, together with the Executive Directors, we decided to keep our focus on the original county governments and invite (new) staff of these new counties to IDEAL activities.

7.1 Results 2018

"Due to the management and leadership training, provided for by the IDEAL programme, I am able to better coordinate and structure my team. In the end this helped us to work more effectively and in a more structured way than we would have done before."

Mr. Richard Mele, Acting Executive Director of Kapoeta East County

Achieved outputs related to Outcome 1



Strengthened basic skills and knowledge on the roles and responsibilities of county officials (output 1.1 and 1.2): In July 2018 a Leadership and Management training was conducted. 18 male participants were trained in applying different styles of management, roles and responsibilities and what it means to be a "leader/manager". Improving these skills leads to better cooperation within WASH teams and between county departments, as the effectiveness and efficiency of the county employees is enhanced. This ultimately leads to more effective WASH service provision. With reference to the results frame (output 1.2) and its indicated target of organising 6 meetings per year, we have organised 5 of these kind of meetings in 2018.

County government officials sensitized on gender in providing WASH services (output 1.4): The subject of gender is key in dealing with providing responsive WASH services, as women play a crucial role in the WASH sector. In February/March 2018 a workshop was organized, for 16 male participants, in order to delve deeper into the subject and connect the topic of gender to local governance and develop action plans on gender. This created a better understanding of why gender is important when providing basic services. This will allow county officials to make their plans for the grant scheme more gender sensitive.

Achieved outputs related to Outcome 2



Improved capabilities of county government officials to implement participatory outreach programmes (output 2.1): A training in May focused on developing capacity of a dozen participants in improving their cooperation and communication skills (4 women out of 16 participants). The activity created awareness and better understanding about these elements and how these relate to the services provided by them to the communities. Improving these skills allow for the county officials to work better together, thereby improving their effectiveness in providing WASH services. It is expected that county government will take up initiatives in 2019 to involve local communities in decision- and policy making.

County Executive Councils are sensitized on community needs and their strategic leadership capability is improved for promoting inclusive and participatory decision making (output 2.3): The training on cooperation and communication also focused on supporting the county governments in creating community outreach activities, like a WASH campaign. This training prepared the county staff in implementing and reporting on small grants planned for 2019. These skills (and grants) allow county officials to improve their interaction with communities and facilitate opportunities for communities to provide input in decision making processes.

Sensitized county government officials on including gender in decision making processes (Output 2.5): Work plans were developed during the gender training on how to involve gender into the WASH activities implemented by the counties. In addition, it has strengthened county staff's understanding of the necessity of including gender and conflict sensitivity in decision making processes, by informing them what role gender plays in the WASH sector and in WASH related conflicts more specifically



Achieved outputs related to Outcome 3

During an Advisory Committee the county Executive Directors voiced their preference for working on their capacities that would enable them to cooperate better with external partners. In essence, to improve their external communication and coordination skills. Based on this, a Policy Dialogue Analysis was conducted in order to lay out the processes and steps which need to be taken into account when strengthening the three counties on their interactions with State Ministries, the Local Government Board and International partners working in their jurisdictions (stakeholder mapping). The study also focused on how to bring together third parties and improve cooperation by focusing on strengthening the capacities of the three counties, thereby creating an enabling environment in which counties can deliver basic services in a more sustainable way. It is foreseen to have a lobby/advocacy strategy per county in 2019 (**output 3.3**).

Notable events:

In June and November, Advisory Committee meetings were organized in which local stakeholders were represented. During these meetings the course, goals and challenges of the IDEAL programme were discussed and evaluated. These meetings also provided a stage to voice any concerns, ideas or advice. An example of such an idea was the development of a Multi Annual Strategic Plan for the counties. The EDs informed the IDEAL team that they were in the process of developing this Strategic Plan, but that they required assistance in doing so. As WASH is part of this strategic plan, we incorporated their request into the 2019 planning.

Products developed:

During the implementation of the activities several products have been developed:

- Various assignments, formats and presentations to facilitate group work
- Formats for a training on ethics and values for improved cooperation
- A 7 step plan to improve cooperation within a team
- Formats for a training on stakeholder cooperation and partnerships
- Conflict and Gender Analysis formats

Biggest success

During the Advisory Committee of the 20th of November, the Executive Director of Kapoeta East County, Richard Mele, stated that he had put a lesson learned from the leadership and management course into practise: he stated that because of this training his team is operating better at the moment. Internal communication has improved which allows him to coordinate his employees better before they go into the field to maintain WASH services.

Biggest learning moment

During the Advisory Committee meeting of the 20th of November, the EDs advised us to rotate the location of the AC meeting. This means organising next meetings in Kapoeta North County and East County. We very much appreciated this input and agreed to this, provided that the security situation is conducive for such a meeting. This also increases the ownership of the EDs regarding the IDEAL programme.

“How have you adapted your program based on the (changing) conflict and gender analyses in your country?”

The programme had already planned for assisting the county governments in drafting their strategic plans, but the GCA recommended that this would be a great opportunity to promote the inclusion of gender and conflict sensitivity in the County planning processes as well. This can all take place whilst revitalising the participatory inclusive county bottom up planning model which county governments used until a few years ago. This would mean that gender and conflict are taken into account on a more strategic and long term level instead of an activity level only.

Furthermore, the GCA concluded that the promotion of participation and decision making of women in WASH planning and policy formulation platforms at county and state level is crucial for inclusion of gender and conflict aspects and changing the legal and policy framework on WASH. As we have some activities planned for on improving the functioning of these platforms, we decided to put more emphasis on the aspects of gender and conflict when organizing these. Finally, one idea for a MSC story is to focus on the conflict mitigation skills of Executive Directors. As mentioned before as a learning point, these skills are crucial.

7.2 Deviations

We had planned for a training on external communication for county government staff (outcome 3). However, based on our experiences in a different programme in South Sudan on Peace Building, it was decided to do a Policy Dialogue Analysis first. This would allow us to better understand the playing field on which the target counties have to operate. Consequently, we rescheduled the training. Second, we have rescheduled the planning and budgeting training to the first half of 2019, based on advice from the Advisory Committee.

7.3 Finances

As mentioned in the 2019 Annual plan, we were forced to delay the implementation of the programme in 2017, due to which we have not been able to exhaust the 2017 budget. For 2018, we have not fully exhausted the budget either (fewer trainings as foreseen and less local staff costs). This means that a financial buffer was built up in these 2 years of approximately 300.000 euros. In view of the limited local absorption capacity and the overall (safety) context in South Sudan, we have agreed to use these available funds in other ways. Due to this low absorption capacity some activities under the outcomes have been rescheduled to 2019. However, for 2019 the IDEAL South Sudan team has increased its capacity allowing us to work on more interventions simultaneously, due to which we do not expect a similar underutilisation as in 2018 and 2017. The .RPM budget line was not fully exhausted in 2018 as the RPM in question spent less time as expected in the job. This is partly due to the fact that the RPM has shifted to a role of expert and coach in 2019 and that the RPO in 2018 transitioned to RPM as of 1st of January 2019. The overexpenditure on gender can be explained by the fact that more specific gender activities were organised, such as specific gender trainings and a gender- and conflict analysis late 2018.



7.4 Areas of focus for upcoming period

During the LGCP programme the CRWSBs were created and strengthened. Because the counties and states have been split up in numerous new counties, and states and county staff have been relocated, these CRWSBs do not exist anymore. As the limited (financial and) human resources of the counties is one of the main challenges of the IDEAL South Sudan programme, it will not be possible to re-establish the CRWSBs on a short notice. Therefore, we will delete the CRWSBs from the Theory of Change. Instead, the focus will shift to the WASH department staff and WASH related staff members (from the health and education departments).

We will also put extra focus on NIRAS' exit strategy regarding the WEES programme. This is foreseen for October 2019 and we will discuss with them what their departure means for the IDEAL programme and the local stakeholders. The same goes for the LOGOSEED programme which officially closed down in February 2019. As a second phase of the programme is expected to start in 2019, it is important for the IDEAL South Sudan programme to continue harmonising with the program.

Finally, as the stakeholders of the IDEAL South Sudan programme have participated in various trainings, they have gained valuable skills and knowledge necessary for providing basic services. Consequently, the next step in building their capacities is to put these new skills into practise. However, given that the counties do not have any funds for the implementation of activities, the IDEAL programme will provide them with small grants. We envision to start with this small grant scheme in April 2019.

Overview of Theory of Change: SOUTH SUDAN



Outcome 1 - The provision of WASH services, by the target counties, is more effective and responsive (*Output Legitimacy*)

| Outputs | Indicators |
|---|---|
| Output 1.1 WASH departments' and CRWSBs' basic skills and knowledge in relation to their own roles and responsibilities has increased. | <ul style="list-style-type: none"> 50% of WASH department and CRWSB staff are aware of their roles and responsibilities in WASH service delivery and related strategic documents 50% of WASH department and CRWSB staff is capable to define basic individual work planning |
| Output 1.2 CRWSBs' capability to fulfil their coordination and monitoring role and support the WASH departments is strengthened. | <ul style="list-style-type: none"> The CRWSBs meet at least once per 2 months |
| Output 1.3 The capability of the WASH departments and CRWSBs to support WMCs in their role of contributing to operations & maintenance of WASH facilities is strengthened. | <ul style="list-style-type: none"> WASH departments and CRWSBs have engaged 50% of WMCs in O&M of water facilities 40% of WMCs is satisfied about support received from WASH departments and CRWSBs |
| Output 1.4 The WASH departments and CRWSBs are sensitized and capabilities are strengthened to provide gender sensitive WASH services. | <ul style="list-style-type: none"> 50% of WASH department and CRWSB staff can indicate how gender is relevant for service delivery |



Outcome 2 - Decision-making processes, on WASH services delivery, in target counties, are more inclusive and participatory (*Input Legitimacy*)

| Outputs | Indicators |
|---|---|
| Output 2.1 The capability of WASH departments and CRWSBs to implement participatory outreach programmes is strengthened. | <ul style="list-style-type: none"> WASH departments and CRWSBs undertake 3 initiatives per year involving local communities in decision and policy-making (e.g. consultation sessions) |
| Output 2.2 The capability of CRWSBs and WASH departments to promote the role of WMC's in decision making processes on WASH services is strengthened. | <ul style="list-style-type: none"> WASH departments and CRWSBs undertake 4 initiatives per year involving WMC in decision and policy-making |
| Output 2.3 County Executive Councils are sensitized on community needs and their strategic leadership capability is improved for promoting inclusive and participatory decision making | <ul style="list-style-type: none"> County Executive Council participates in at least 2 community outreach initiatives per year County Executive Council meets at least once per 2 months to discuss WASH service delivery |
| Output 2.4 WASH departments' and CRWSBs' capability in inclusive planning and budgeting for WASH service delivery is strengthened. | <ul style="list-style-type: none"> At least 5 strategic documents on WASH have been developed by WASH departments and CRWSBs that reflect the priorities of the county and local communities (incl. disenfranchised groups) |
| Output 2.5 WASH departments, CRWSBs and County Executive Councils sensitized and capabilities strengthened on the inclusion of gender in their decision making processes. | <ul style="list-style-type: none"> 2 out of 3 community outreach initiatives per year explicitly address the needs of women/youth (incl. their participation in the initiatives) 50% of WASH department and CRWSB staff and County Executive Council can indicate how gender is relevant for service delivery |



Outcome 3 - Relevant county agencies contribute to an improved policy and institutional environment for WASH departments and CRWSBs to provide community-owned WASH services in the target counties (*Enabling Environment*)

| Outputs | Indicators |
|--|---|
| Output 3.1 The capability of County Executive Councils to identify relevant government and other (e.g. NGO, private sector) stakeholders has improved | <ul style="list-style-type: none"> 3 stakeholder maps have been developed and kept up-to-date County Executive Council can indicate the most relevant stakeholders and how they are relevant |
| Output 3.2 The capability of County Executive Councils to engage in intergovernmental relations and maintain relations with other stakeholders has improved | <ul style="list-style-type: none"> County Executive Council undertakes at least 2 multi-stakeholder initiatives to facilitate fine-tuning in WASH service delivery (e.g. platform meetings) |
| Output 3.3 The capability of County Executive Councils to lobby on operational space (mandate) and resources (financial, material and human) has improved | <ul style="list-style-type: none"> Each county has a lobby and advocacy strategy/plan County Executive Council undertakes at least 2 concrete lobby & advocacy initiatives toward intergovernmental stakeholders (e.g. MWRI, State Ministry) per year on mandates and resources for WASH service delivery |

8 Uganda

2018 has seen some developments which have negatively impacted the freedom of speech and expression within Uganda. With the introduction of the Over the Top Tax (social media tax), various political killings, the arrest of opposition MP Bobbi Wine, and the lock down of some media houses, the space to express oneself has severely been impacted. These effects have also been felt within the programme, where the nature of dialogues changed, multiple/hidden political agenda's influenced decision making and the frequent usage of internet, for example in terms communication slowed down. These developments, as well as the LCI & II elections in UG and local elections in NL have impacted the implementation of the planned activities in 2018, but as well triggered some Local Governments (LGs) to explore their discretionary space in order to better respond to citizens' needs.

“With the trainings VNG International has been able to build the capacity of our finance department on Own Source Revenue (OSR). With the improvement of our revenue system we can definitely deliver more services and better target the specific needs of the citizens. So basically I would say there has been much positive impact as far as IDEAL involvement into the day to day running of our municipality.” – Denis O Ocaya, IDEAL focal person Lira Municipal Council

8.1 Results 2018



Achieved outputs related to Outcome 1

The awareness and capacity of the seven LGs to use their discretionary space within TALD is enhanced in 2018, given that standard service delivery is increasingly approached in a different manner by taking more initiative; by cooperating with neighbour local governments, embracing partners to increase local investments, to focus on boosting local revenue and by ensuring it is ringfenced for the actual service delivery. A nice example, is that with the capacity, tools and instruments provided by the programme, Kalangala initiated the Kalangala Business Forum and Kamuli initiated the Kamuli Local Economic Development (LED) forum. Within these fora the business community was asked to advise the LGs on their development needs. The LED forum in Kamuli is expected to result into a Municipal Development Forum to support a World Bank funded infrastructure programme (**Output 1.1 & 1.2**).

Six LGs decided to focus on boosting its local revenue, after the programme commissioned status quo reports on Public Financial Management (PFM) and Own Source Revenue (OSR), which provided insight in the LGs financial management capacity and OSR options. The decision to focus on local revenue, is a significant change in mindset, as mobilizing revenues has always been highly politicized, stalling any efforts in that direction. In three LGs the first steps to update the property registers were made and the new valuations were put to council (**Output 1.3**).

In 2018, initial steps are made to provide more insights in gender dynamics within society and the LGs and the need for gender sensitive service delivery. As can be read in the box below, the gender and situational analysis provided a lot of insight and stressed the need for uncovering masculinities and involving men in gender initiatives. Though maybe willing, using a gender lens remains however challenging, not only for the programme, but as well as for the LGs as most highly ranked officers are still male (**Output 1.4**).



Achieved outputs related to Outcome 2

All seven LGs have gained more knowledge about their own planning cycle and the role they play in promoting participation and inclusiveness. The programme provided technical support to the Mid Term Review process, which created a perfect basis to engage with citizens whilst reviewing their five year development plans. Three LGs managed to finalise the actual Mid Term Review amongst which Koboko MC and Bukomansimbi DLG (**Output 2.1 & 2.2**). In 2018, four local governments have developed initiatives to enhance service delivery in response of constituency demands. Whereas the business community in Kalangala called for a platform to engage with the LG, farmers in Bukomansimbi asked for a coffee trade show, citizens in Koboko and Lira called for cleaner streets. As a response, Lira Municipal Council developed the “Keep Lira Clean” concept, where it made citizens responsible for looking after certain areas. As a reward it would name the street after these individuals (**Output 2.3**).



Community engagement in Koboko MC



Achieved outputs related to Outcome 3

Output 3.1 The capability of ULGA and UAAU to represent its members' interests, to advocate for an improved regulatory framework and to stimulate the use of discretionary space by local governments is strengthened

2018, the two associations enhanced its capability to represent its members interests. With support of the IDEAL programme, ULGA organised its 3rd Local Economic Development (LED) conference in 2018. Key among the ten recommendations coming out of the conference was the need to sign a Memorandum of Understanding (MoU) between ULGA and the Operation Wealth Creation (OWC). OWC is a governmental initiative that seeks to improve household incomes through enhancing the food security situation, in which local governments have a key role to play. In December 2018, the MoU was signed and it is expected that ULGA starts to support its members to deliver OWC services in a more relevant and effective manner. The IDEAL programme supported the UAAU to participate in the World Urban Forum 2018 with two mayors and its Secretary General participating in the conference. The Mayor of Koboko Municipality participated in a high level panel discussion thereby raising awareness on the plight of the refugee population in Uganda and the effects it has on social cohesion. The Mayor of Kasese equally able represented the programme and his local government in a high level panel discussion with a focus on the territorial approach to local development, highlighting how Kasese has taken regional cooperation forward (**Output 3.1**).

Notable events:

There have been quite a few notable events in 2018, one of which is already mentioned above whereby the two mayors participated in high level panel discussions during the World Urban Forum. The reason why it is noteworthy is that their performance received a lot of follow up of interested parties willing to cooperate with VNG International and the respective LGs. Also noteworthy to mention is the trust between the LGs and the programme (partners). Following a day, discussing inclusive decision making with government officials in Koboko MC, the colleagues from the Netherlands were invited to walk around town and talk to citizens, discussing similar items. This provided great, but completely different insights. The programme commends the open attitude of the LG to these findings, and its keenness to use them for the betterment of the social contract within their area.

Products developed:

- Local Economic Development training handbook
- Gender and situational analysis report per LG
- Status quo reports on Public Finance Management & Own Source revenue for six LGs
- Local Revenue Assessment forms adapted by Kalangala Town Council

Biggest success

The engagements with experts from Dutch local governments has also this year proven to be one of the driving forces of the programme. These long-term engagements comprise a form of sustainable capacity development that complements the programme set-up in a very positive manner. As an example, Gemert- Bakel municipality supported Kalangala, Kasese and Bushenyi- Ishaka to enhance their local revenue. By updating their registers only, the LGs have projected an estimated revenue increase of 150% for the 2019 financial year alone. Based on this experience, the knowledge and good practices was shared by an Ugandan civil servant of one of these well performing LGs with the other LGs.

Biggest learning moment

While LGs were encouraged to draft working plans and we availed support to apply for grants with the EC, none of them turned out to be really successful. The team has recognised that similar approaches are applied to all challenges at hand, even when it has proven not to be successful in the past. For 2019 this implies that more attention will be placed on problem solving skills, creative thinking, and customised approaches in order to succeed in future similar endeavours. In addition, we noted that the IDEAL activities were not always sufficiently aligned to the countries planning cycle. This needs to be improved in 2019.

“How have you adapted your program based on the (changing) conflict and gender analyses in your country”

In 2018, we focussed on understanding the gender and situational dynamics within each of the LGs. For this we conducted a situational and gender analysis. Whilst in Uganda latent conflict is experienced, the LGs did not feel comfortable using the word conflict and we therefore rephrased it to situational analysis. The study describes the gender dynamics in communal life, within (local) governance and defines fragility and conflict factors that affect the LGs. A key recommendation of the report was the need to build capacity of the Community Development Officers (CDOs) and Heads of Department (HoDs) on gender and gender-sensitive programming in particular. It was further recommended to specifically address the role of masculinities and involve men to counter balance the focus on women enhancement only. On this basis, the IDEAL programme engaged the CDOs in all subsequent interventions such as the LED trainings, training of councillors and Municipal Development Fora. Through our interventions, it became evident that the CDOs and HoDs have a key role to play in mainstreaming gender issues into LG projects and interventions. Something which we will build forward on in 2019. In addition, the programme also engaged with the Equal Opportunity Commission (EOC), which manages and sets the national standards for gender based budgeting.

8.2 Deviations

Koboko Municipal Council was added as one of the beneficiaries of the IDEAL programme, based on a discussion held with the Ministry of Foreign Affairs in 2017. This LG in Northern Uganda is faced with the settlement of urban refugees, which challenges the social contract and cohesion with(in) the communities. Since there was interest from both Koboko and Veldhoven municipality to participate, the programme decided to facilitate the engagement.

There was a delay in the implementation of the individual LG & LGA working programmes, as it was noted that the beneficiaries needed more guidance and support during the development of their plans, in order to have a solid plan as a starting point.

8.3 Finances

Apart from the developments and deviations as mentioned above, which have impacted the implementation, we also noted that some IDEAL activities were not sufficiently aligned to the countries planning cycle, causing a delay. The specific under-expenditure under outcome 1 is also related to the political decision of Goes to no longer participate in the programme. Under outcome 3, the under- expenditure is mainly caused to the fact that the collaboration with the two LGAs took off slower than expected

8.4 Areas of focus for upcoming period

The Uganda ToC is still very valid. In 2019, the programme will put more focus on supporting LGs to find creative solutions to standard challenges, to change management and organizational learning, instead of the more technical aspects of LED and PFM. Hereby the programme aims to take the capacity development to another level, which goes further than finding standard solutions and whereby individual mindset change translates into an organizational one. In 2019, the programme will therefore take the PFM status quo reports forward: all LGs have a desire to increase their revenue base, but are challenged in how to approach this. Most importantly, the level (quality) of engagement with citizens in terms of inclusive decision making, transparency and accountability is limited and needs to be improved.

Overview of Theory of Change: UGANDA



Outcome 1 - The delivery of territorial development (TD) services by Ugandan Local Governments is more effective and responsive (*Output Legitimacy*)

| Outputs | Indicators |
|--|--|
| Output 1.1 The awareness of technical and political staff within Ugandan local governments to use their discretionary space in promoting territorial development planning is raised | <ul style="list-style-type: none"> 70% of technical staff within LGs are aware of their discretionary space in promoting territorial development 60% of politicians within LGs are aware of their discretionary space in promoting territorial development 3 qualitative instruments and/or materials available for LGs to become aware of their discretionary space in promoting territorial development |
| Output 1.2 The capability of Ugandan local governments to act within their discretionary space and to deliver territorial development services is strengthened | <ul style="list-style-type: none"> 50% of LG staff/politicians have the capacity to act within their discretionary space 40% of LGs staff have the capacity to deliver on territorial development services One policy measure for territorial development proposed per LG, which explores LG space in comparison to the standard in Uganda |
| Output 1.3 The capability of Ugandan local governments to mobilise (financial, human etc.) resources as to provide effective territorial development services is enhanced | <ul style="list-style-type: none"> 60% of LG staff have the capacity to mobilise resources LGs spend sufficient amount of their budget on territorial development services (target: 60% of surveyed staff/politicians believe this statement) At least 20% of financial resources allocated to deliver territorial development services |
| Output 1.4 The provision of effective, responsive and sustainable territorial development services is gender and youth sensitive | <ul style="list-style-type: none"> The provision of effective, responsive and sustainable territorial development services is gender and youth sensitive (40% of surveyed staff/politicians/women organisations/youth organisations believe the statement) 60% of the LGs meet the required standards set by the Uganda Equal Opportunity Commission (EOC) and attain the EOC certification. |



Outcome 2 - Local decision making processes as a foundation for enhanced territorial development by Ugandan Local Governments are more inclusive and participatory (*Input Legitimacy*)

| Outputs | Indicators |
|---|---|
| Output 2.1 Local decision making processes by Ugandan local governments (LGs) are more transparent | <ul style="list-style-type: none"> LGs have transparent decision making processes (target: 60% of surveyed staff/politicians/citizens believe the statement) Citizens are aware of transparency obligations by LGs (target: 60% of surveyed staff/politicians/citizens believe the statement) Information/data on LGs performance and activities are published for the public to see, in line with obligatory requirements |
| Output 2.2 The capability of the political leadership in Ugandan LGs to promote the values of participation and inclusiveness is enhanced | <ul style="list-style-type: none"> Political leadership of LGs have the capacity to promote the values of participation and inclusiveness (target: 70% of surveyed staff/politicians believe the statement) 4 qualitative promotion instruments and/or materials for citizen engagement that political leadership can use |
| Output 2.3 The capability of Ugandan local governments to develop their own policies and programmes in response to the demands of their constituencies is enhanced | <ul style="list-style-type: none"> LGs have the capacity to develop their own policies and programmes in response to the demands of their constituencies (target: 60% of surveyed staff/ politicians/ citizens believe the statement) 3 qualitative instruments and/or materials to develop policies and programmes that respond to demands of constituency |
| Output 2.4 Ugandan local governments are sensitized and strengthened on the inclusion of gender and youth in their local decision making processes | <ul style="list-style-type: none"> 60% of LG staff is sensitive to inclusion of gender & youth in local decision making 4 women (organisations) in beneficiary LGs influencing territorial development services 3 youth (organisations) in beneficiary LGs participating in or influencing territorial development services |



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 (*Enabling Environment*)

| Outputs | Indicators |
|--|--|
| Output 3.1 The capability of ULGA and UAAU to represent its members' interests, to advocate for an improved regulatory framework and to stimulate the use of discretionary space by local governments is strengthened | <ul style="list-style-type: none"> ULGA has the capacity to represent its members' interests, to advocate for an improved regulatory framework and to stimulate the use of discretionary space by LGs (target: 60% of surveyed staff/politicians/members believe the statement) UAAU has the capacity to represent its members' interests, to advocate for an improved regulatory framework and to stimulate the use of discretionary space by LGs (target: 60% of surveyed staff/politicians/members believe the statement) |



Ministry of Foreign Affairs

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