

REPUBLIC OF RWANDA



MINISTRY OF LOCAL  
GOVERNMENT

**Enabel** 

## RESULTS REPORT

2018-2019

### RWANDA DECENTRALIZATION SUPPORT PROGRAM (RDSP)

#### Component 1: ENHANCING THE CAPACITIES OF DISTRICTS/ECD

RWA1308911



*Group photo at the High-Level Breakfast Dialogue of 18 June 2019, a major RDSP knowledge-sharing event*

**September 2019**


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## Acronyms

ASAP	As soon as possible
AP&B	Action-plan and budget (annual)
BDC	Business Development Centres
BDEU	Business Development and Employment Unit (at District level)
BTC	Belgian Development Agency, now Enabel
CB	Capacity Building
CD	Capacity Development
CDCs	Community Development Committees
Cf.	Confer
CoK	City of Kigali
DAC	OECD's Development Assistance Committee
DCB	District Capacity Building
DCBPs	District Capacity Building Plans
DDPs	District development plans
DEL CO	Enabel Co-Manager of the Program
DfID	UK's Department for International Development
DG	Directorate General
DIP	Decentralization Implementation Policy
ECD	Enhancing the Capacities of Districts
EDPRS 2	The 2nd Economic Development and Poverty Reduction Strategy
EKN	Embassy of the Kingdom of the Netherlands
Enabel	Belgian Development Agency, formerly BTC
ETR	End-of-Term Review
FY	Financial Year (June to July in Rwanda)
G&D SSP	Governance and Decentralization Sector Strategic Plan
GBS	Gender Budget Statement
GIZ	German Corporation for International Cooperation GmbH
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HR	Human Resources
HRM	Human Resources Management
IFMIS	National Integrated Financial Management Information & System
IP	Implementing Partner under RDSP (institution)
JADF	Joint Action Development Forum (at District level)
JSR	Joint Sector Reviews
KfW	German Development Bank
KM	Knowledge Management
KS	Knowledge Sharing
LCF	Local Competitiveness Facility (piloted with LODA under RDSP)
LED	Local Economic Development
LGs	Local Governments
LODA	Local Administrative Entities Development Agency

M&E	Monitoring and Evaluation
M/F	Male/Female
MIFOTRA	Ministry of Public service
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MSC	Most Significant Change
MTEF	Medium Term Expenditure Framework (sometimes also called MTBF: Medium Term Budget Framework)
MTR	Mid-term Review
NST	National Strategy for Transformation
O&M	Operation and Maintenance
OC	RDSP Outcome, implemented by an IP or OI
OI	Outcome implementer under RDSP (individual)
PCU	Program Coordination Unit (based at SPIU MINALOC)
PFM	Public Finance Management
PIM	Program Implementation Manual
PPP	Public-Private Partnerships
PS	Permanent Secretary
PSF	Private Sector Federation
RALGA	Rwanda Association of Local Government Authorities
RDB	Rwanda Development Board
RDSP	Rwanda Decentralization Support Program
RGB	Rwanda Governance Board
RWA	Rwanda
RWF	Rwandan Francs
SC	Steering Committee (of the RDSP program)
SPIU	Single Project Implementation Unit
SSP	Sector Strategic Plan
SWG	Sector Working Group
TA/NTA	Technical Assistant/National Technical Assistant
TC	RDSP Technical Committee
TFF	Technical and Financial File
ToT	Training of Trainers
ToR	Terms of Reference
TT	Thematic Themes
TWG	Technical Working Group under a SWG

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# 1 Intervention at a glance

## 1.1 Intervention form

Intervention title	RWANDA DECENTRALISATION SUPPORT PROGRAM (RDSP): ENHANCING THE CAPACITIES OF DISTRICTS (ECD)
Intervention code	RWA 13 089 11
Location	MINALOC-RWANDA
Total budget	10,850,000 EURO
Partner Institution	Ministry of Local Government (MINALOC) Rwanda Governance Board (RGB) Local Administrative Entities Development Agency (LODA) Rwanda Association of Local Government Authorities (RALGA)
Start date Specific Agreement	September 29, 2014
Date intervention start /Opening steering committee	October 13, 2015
Planned end date of execution period (end of PCU)	June, 30, 2020
End date Specific Agreement	September 28, 2020
Target groups	MINALOC, RGB, LODA, RALGA, Local Governments (Districts), Councils, private companies, cooperatives
Impact	To sustainably enhance the capacity of LGs to deliver services and to develop an enabling environment for LED in respect of best governance practice
Long Term Outcome	Districts' capacity to deliver quality services, including on Local Economic Development, is efficiently and effectively enhanced
Short-term Outcomes	<p><b>Outcome 1A:</b> Improved Local Government Capacity Building Processes and Coordination Mechanism</p> <p><b>Outcome 1B:</b> Service Delivery in Local Governments enhanced</p> <p><b>Outcome 1C:</b> RGB identified organisational functions supported</p> <p><b>Outcome 2A:</b> Local Governments LED infrastructure investments in all Districts are efficiently implemented and sustainably managed</p> <p><b>Outcome 2B:</b> LCF well designed, prepared and managed in 4 pilot Districts for LED</p> <p><b>Outcome 2C:</b> LODA Institutional Strengthening</p> <p><b>Outcome 3A:</b> Inclusive Participation practices in LED processes in 8 pilot districts are strengthened</p> <p><b>Outcome 3B:</b> Gender Equality in LED processes is enhanced in 8 pilot districts</p> <p><b>Outcome 3C:</b> RALGA Secretariat is strengthened and well-functioning</p> <p><b>Outcome 4:</b> The effectiveness of Sector Coordination mechanisms is enhanced</p> <p><b>Outcome 5:</b> RDSP Performance enhanced and results communicated</p>
Year covered by the report	July 2018- June 2019
Mid Term Review	Conducted in October/November 2017 by Particip/MDF



## 1.2 Budget execution

	BUDGET	EXPENDITURE					TOTAL	Balance	Disb. rate
		2014-2015	2015-2016	2016-2017	2017-2018	2018-2019			
TOTAL	10.850.000	467.303	1.257.548	2.643.214	2.505.528	2.272.903	9.146.496	1.703.504	84%
OUTCOME 1	2.798.737	296	424.666	616.755	791.099	907.930	2.740.746	57.991	98%
OUTCOME 2	2.727.367	111.636	234.998	716.766	734.233	427.877	2.225.510	501.857	82%
OUTCOME 3	1.482.270	88.491	88.491	682.363	175.680	232.202	1.267.227	215.043	85%
OUTCOME 4	491.326	3.496	37.375	96.175	108.370	77.031	322.446	168.880	66%
OUTCOME 5	160.682	819	451	-	49.851	50.909	102.030	58.652	63%
Contingencies	0	-	-	-	-	-	-	-	0%
General Means	3.189.618	262.565	471.567	531.155	646.295	576.954	2.488.536	701.082	78%

## 1.3 Self-assessment of performance

### 1.3.1 Relevance

Relevance	Performance B
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The RDSP- Enhancing the capacities of Districts (ECD) continues to be in line with Rwanda national policies and priorities, as well as with the expectations of the beneficiaries. The program contributes to the following policies and strategy:

- Vision 2020,
- EDPRS II
- National Strategy for Transformation (NST1),
- The Decentralisation policy and strategy,
- The Governance and Decentralization Sector Strategic Plan (SSP) new version (2018-2024),
- The National strategy for community development and local economic development (LED),
- The National Local Economic Development (LED) Policy (draft - 2019),
- The District Development Strategies (DDS) and District LED Strategies.

Program relevance to the new Belgium-Rwanda 2019-2024 portfolio is limited. The program continues to apply the aid effectiveness principles, which include the use of country frameworks, funds predictability, mutual accountability, ownership and harmonization, where the fund is utilized in a well-coordinated and transparent manner.

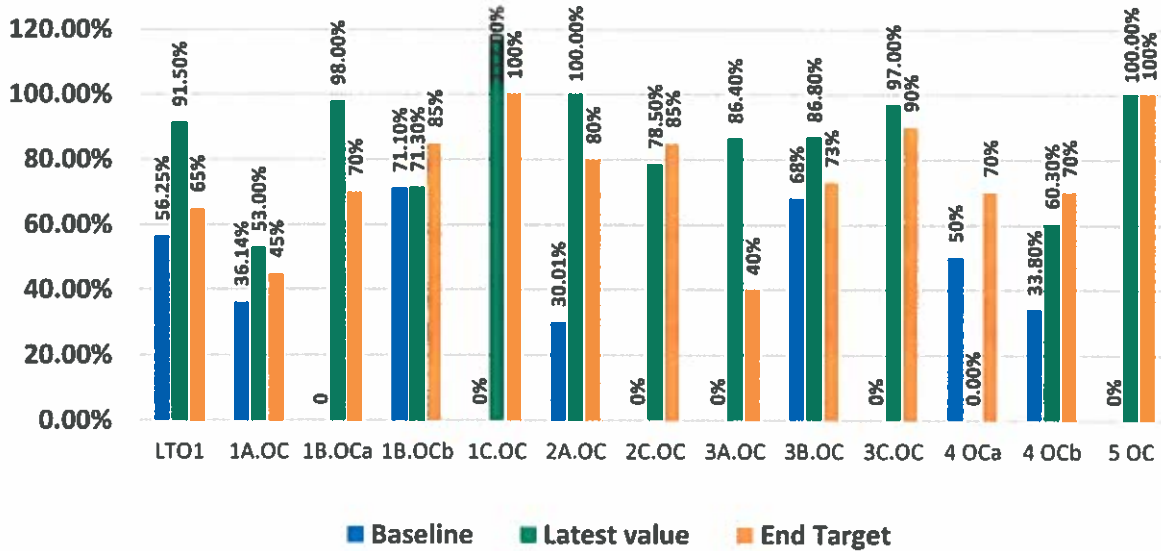
### 1.3.2 Effectiveness

Effectiveness	Performance A
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The achievement of the Program long term Outcomes, short-term Outcomes and outputs remains satisfactory. The intervention is successful in adapting its strategies / activities to changing external conditions in order to achieve results. In addition, risks and assumptions are managed in a proactive manner. Program performance in managing for results and risk management have increased with the years with enhanced knowledge of the environment.



Annual Action Plans were well prepared, close monitoring of the implementation of planned activities and continuous dialogue with partners contributed to program effectiveness. The regular M&E system of RDSP (tracking of indicator values as in this annual report) shows good performance in 2018-2019, noting that most of the outcome and output indicators are either on track or have even exceeded their 2018-2019 targets (see charts below). The overall implementation and disbursement rates correspond to the progress of the program's timeline: results achievement is on track.



**Figure 1:** RDSP - ECD latest results achievement at Outcome level as compared to End Targets. Details on each indicator are provided under the respective outcome sections of this report. Full indicator forms are available as part of the RDSP baseline report.

The value of the long-term outcome indicator to which RDSP-ECD contributes increased well. Out of RDSP-ECD's 12 short-term outcome indicators, 8 met their targets or went beyond while 3 others have a value ranging from 86% to 92% of target achievement - these are thus on track considering outcome implementation periods. The remaining indicator was not considered while gathering indicator values at mid-term (no value is yet available at this stage). At the time of writing this report, a consultancy is on-going to produce, among others, the end value for this indicator.

Values for RDSP-ECD output indicators are shown on the next page. Out of 33 indicators, 24 have met or exceeded their end targets, while 6 others have 83 to 95% of target achievement (on track). Thus, overall, for 9 out of 10 RDSP-ECD output indicators, values are either beyond targets, or achieved, or on track. 2 other output indicators have a value below 70% while the value of one last indicator is to be provided by the end term review. Thus, overall the program is reaching its targets at the expected rate, corresponding to its timeline.

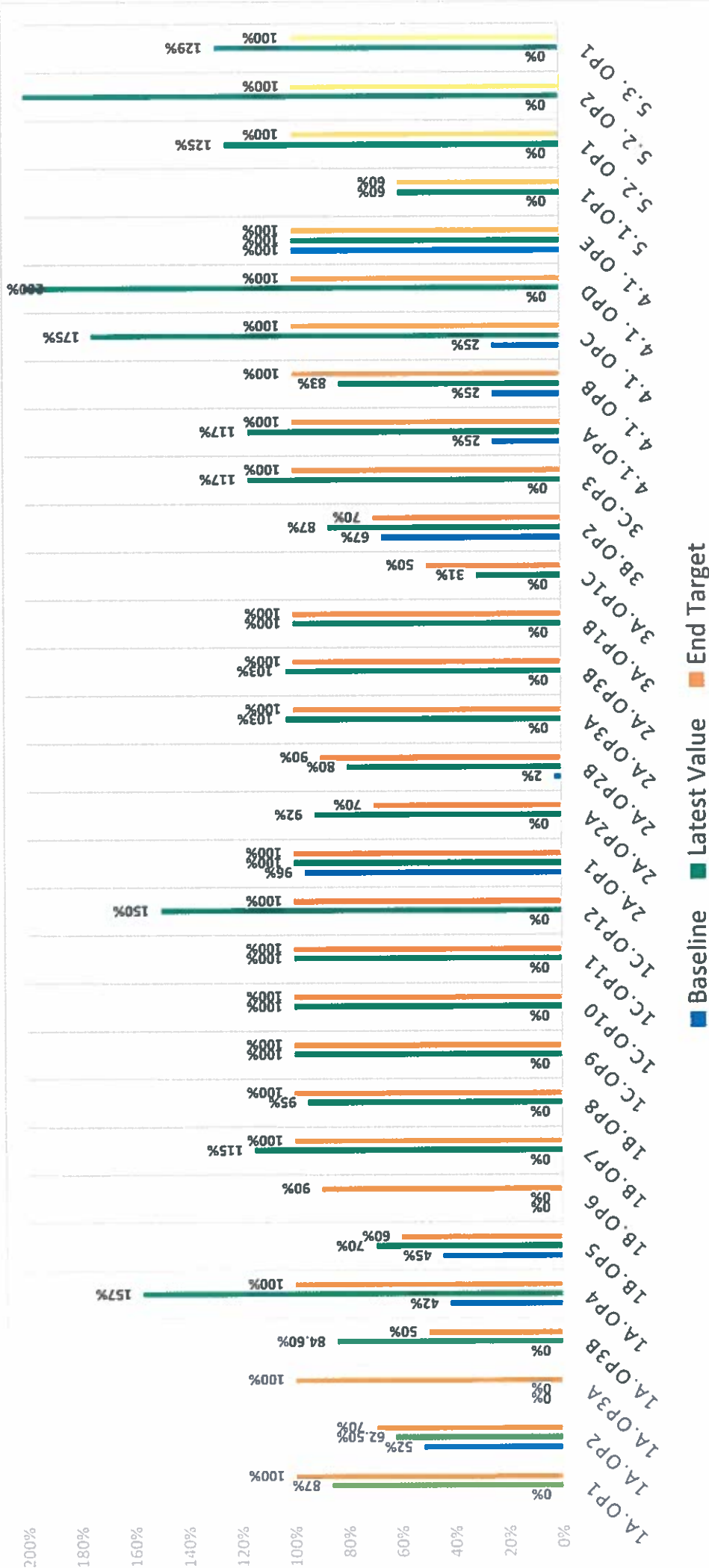


Figure 2: RDSP - ECD latest results achievement at Output level as compared to End Targets. Details on each indicator are provided under the respective output sections of this report. Full indicator forms are available as part of the RDSP baseline report.

### 1.3.3 Efficiency

	Performance
Efficiency	B

Financial resources, human resources, goods and equipment were available in reasonable time.

Most activities are on schedule but also some few delays happen. Focal Points (project managers in respective Implementing Partners) worked closely together with PCU and this strongly helped the activities implementation. Program financial management remains aligned with national public financial management requirements (integration in smart IFMIS, e-procurement procedures). Amendments to grant agreements were signed with IPs in July 2018 and the implementation rate of activities under grant agreements by end of June 2019 is the following;

- ✓ For RGB, the rate is at **99%** with 8 of 9 planned activities were fully finalised, the remaining activity being at 95% of accomplishment.
- ✓ For LODA, whose ongoing action-plan and budget under RDSP-ECD extends until 31/12/2019 the rate is at **72%** with 6 of 12 planned activities fully finalised, 1 activity above 50% of accomplishment and 4 remaining activities below 50% of accomplishment. 1 activity was cancelled.
- ✓ For RALGA, whose ongoing action-plan and budget under RDSP-ECD extends until 30/09/2019 the rate is at **79%** with 11 over 20 planned activities fully finalised, 2 activities above 50% of accomplishment, 4 activities below 50% of accomplishment and 3 activities not yet started.

As the program is approaching the end of its implementation phase, many efforts were undertaken to finalise the planned activities. These strategies were implemented last year and proved to be effective, as we can say that nearly all progress is well on track and high disbursements rates are anticipated at the end of the program. Among these strategies are strengthening the close working relationship between PCU and IPs (also in procurement). PCU engages with IPs based on a strict and regular follow-up of IP implementation and ensures quick and thorough participatory reaction when issues or concerns are noted in order to identify and resolve causes for delay in an effective and timely manner.

### 1.3.4 Potential sustainability

	Performance
Potential sustainability	B

Ownership of RDSP by implementing partners remains strong. A conducive environment was established for every actor to commit and contribute to the achievement of agreed results. Project Managers in each IP played an important role to facilitate the implementation of activities, in close collaboration with the IP's management team and the PCU. MINALOC also contributes to the smooth implementation of the program via strategic steering, assisting in mitigation of certain issues and some counterpart funding.

Program activities are embedded in the respective annual action plans of IPs as well as their regular reports (monthly, quarterly and annual). Effective Steering Committee meetings and Technical Committee meetings indicate the involvement and commitment of the IPs in all stages of the program implementation. Moreover, the

Intervention also supports IPs institutional strengthening as well as knowledge sharing through promoting improved Knowledge Management.

As the program will end in June 2020, efforts were undertaken towards sustainability: based on a concept and roadmap approved by RDSP's Steering Committee in June 2018, Partners implement approaches to sustain identified progress made under RDSP, make an optimal use of the availed expertise, and minimize the detrimental effect of RDSP's ending. To this end the Steering Committee approved an update to the RDSP ending timeline on the 19<sup>th</sup> of June 2019 which includes a major final RDSP knowledge sharing event in January 2020.

Early evidence of success in terms of sustainability lies in the fact that several program components will be retained in different forms, which also hints at their good performance:

- LCF is already co-financed by the Government; studies were carried out to advise on ways to make it a revolving fund and to strongly link it up with LODA's social protection interventions. This is expected to take shape under the third call for proposals, fully funded by the Government and expected to take place early in 2020. Also, an intervention stemming from LCF and focusing on construction value chains is part of the new Enabel portfolio in Rwanda;
- The Local Government coaching program of RGB is furthered in terms of methodology both at Province and District level (through gradual adoption of a coaching approach) and under two new RGB interventions with DfID support (LG coaching on JADF and on PFM);
- To sustain program achievements and link with other actors in the sector, an agreement was reached between MINALOC, Enabel, GIZ and the German Embassy to ensure that RDSP support to Governance and Decentralization Sector Coordination continues with GIZ after the program phase out.

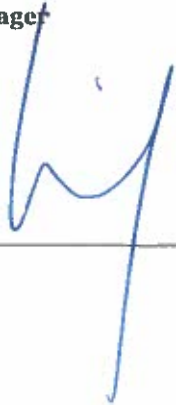
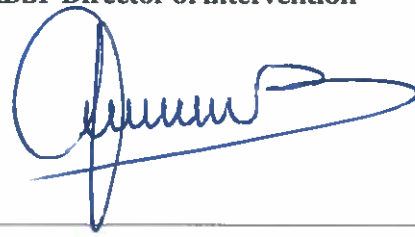
The sustainability component is further being taken into account by the focus on Knowledge Management which seeks to capitalize on the gathered knowledge, practices and lessons learned with to make it accessible for future use by the IPs themselves, and to enhance future collaboration between the IPs and possible other DPs / donors. This will culminate at the beginning of 2020 with a large event gathering all stakeholders in the governance and decentralization sector in order to look towards the future for decentralization. Leading up to this event, PCU is already engaging with several other DPs in what is called the Dialogues on Decentralization. GIZ and DfID are closely collaborating with PCU and MINALOC to set the agenda and to do the preparatory work. This will further bolster the sector's development and sustainability of support provided under RDSP.

## 1.4 Conclusions

RDSP-ECD's performance as assessed through regular M&E remains good in 2018-2019, with a high likelihood to achieve or go beyond almost all target values.

RDSP's steering and management structures continue to function well. Planning, and budgeting processes keep on being aligned with those of the Government. Financial management remains 'on-budget' and integrated in IFMIS. Implementing Partners are committed. RDSP technical assistance generally functions well and remains appreciated by IPs. Positive, effective collaboration is experienced throughout the program, which supports results-orientation and joint problem solving. Steering Committee decision-making and general steering of RDSP remain effective.

In 2019-2020, RDSP will generate its final results, further increase knowledge management and knowledge-sharing, ensure a clean and smooth closing process, and support IPs to implement exit and sustainability strategies.

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## 2 Results Monitoring

### 2.2 Evolution of the context

#### 2.2.1 General context

In Rwanda, implementation of the National Strategy for Transformation (NST1) 2018-2024 continued in 2018-2019. NST1 was elaborated in 2018 to replace the Economic Development and Poverty Reduction Strategy (EDPRS2, 2013-2018), as the implementation instrument for the remainder of Vision 2020 and for the first years of a new Vision 2050. NST1 also embraces the Sustainable Development Goals (SDGs). In the Governance and Decentralisation Sector, the sector's Strategic Plan for 2018-2024 (G&D SSP) further guided the sector in contributing to relevant NST pillars. RDSP supported the elaboration of the G&D SSP and continued to contribute to its implementation.

On the Belgian side, the transformation of the former implementing agency of the Belgian governmental cooperation (BTC) into Enabel began to be well felt at intervention level, under leadership of the newly appointed Enabel Managing Director, Mr. Jean Van Wetter. Among changes felt at RDSP was the implementation of a new array of digital tools and platforms such as 'Pilot' monitoring tool and 'UBW' management tool to provide a more modern and integrated working environment. Also, a new Enabel Resident Representative arrived in Rwanda and took leadership for the development of a new Belgium-Rwanda cooperation portfolio. RDSP and its partners contributed to portfolio development, especially for the part on Urbanisation.

#### 2.2.2 Institutional context

In terms of Institutional anchorage, the Ministry of Local Government (MINALOC) remains central in coordinating Governance and Decentralisation sector, and RDSP continued to be coordinated and steered under MINALOC. With RDSP support, MINALOC recruited a SPIU coordinator. More DP-supported programs began to be managed by the SPIU which evolved from a RDSP PCU to a more extended structure. The SPIU M&E specialist left MINALOC, having found another job; with the end of RDSP in sight, it is not yet clear whether she will be replaced.

A new LED Division manager was appointed at LODA and became central in managing and coordinating RDSP support to LODA. The LODA LED Division Manager also took over the Chairmanship of the TWG on LED, with the RDSP co-manager taking over the co-Chairmanship from the Netherlands Embassy. At LODA, some staff turn-over was also experienced in relation to implementation of RDSP support. This slightly affected implementation but adequate measures were taken to mitigate arising issues.

RDSP also contributed to the development of the National LED Policy, currently in its final stages, as well as the Local Government Capacity Development Strategy (on-going). This was undertaken in close collaboration with MINALOC, other concerned institutions, and development partners (Netherlands, Germany).

#### 2.2.3 Management context: execution modalities

Most of the RDSP-ECD implementation is performed under grant agreements signed with 3 implementing Partners (RGB, LODA and RALGA) for outcomes 1, 2 and 3. The PCU disburses funds to the IPs based on funds requests issued when more than 70% of the previously received funds are spent. The PCU verifies expenditures and transfers the next instalment. With RDSP closing in sight, special attention was given to these processes and approvals in



order to avoid any issue to arise at a later stage. RDSP Outcome 4 is co-managed by MINALOC and Enabel (except for technical assistance), while outcome 5 is self-managed by Enabel.

Program templates for planning and reporting, which had been established in collaboration with IPs underwent no change in 2018-2019. The program coordination unit continued to involve IPs in planning workshops, discussion on the progress and review of the project, reporting processes etc, under a RDSP Technical Committee formally established by MINALOC for this purpose.

RDSP planning closely follows the National Planning and Budgeting process, starting in October with the first Planning and Budgeting Call Circular issued by MINECOFIN, and ending with National budget approval by the National Assembly. The Rwandan Fiscal year extends from July to June, and Enabel aligned with this national planning and reporting period. RDSP provides Monthly financial reports and Quarterly Progress reports to MINECOFIN through MINALOC. In addition to this, quarterly PILOT reports and Annual results reports are submitted to Enabel (the latter is also presented to the program's steering Committee).

### 2.2.1 Harmonisation context

Through support to sector coordination (Outcome 4), RDSP continues to contribute to enhanced coordination processes and policy framework for alignment and harmonisation of all donor-supported interventions in the sector. Besides this, collaboration with other development partners through technical working group and ad hoc meetings contributed to the harmonisation of planned activities (the RDSP co-manager co-Chairs two of the four TWGs under the Governance and Decentralisation sector). Support to sector coordination is carried out in close collaboration with the the German Embassy as Co-Chair of the SWG, and all SWG/TWG members.



Picture: participants at a Governance and Decentralisation SWG meeting in 2019

Policy-related activities with RDSP-ECD support involved other Development partners, including development of a LED policy (closely working with LED TWG members), and contribution to the review and update of a Local Government Capacity Development Strategy (also in close relation with LG CB and Service Delivery TWG). In February 2019, RDSP actively contributed to the annual joint Monitoring Mission of District Infrastructure projects undertaken with the Netherlands Embassy, KfW and LODA and to the subsequent dialogue with LODA on continuous improvements to the District infrastructure management system.



In November 2019, with RDSP support, MINALOC hosted the second National LED Conference which brought together LED stakeholders including DPs and Government (central and local level) and issued a number of important recommendations.



Picture: national LED conference. From left to right: MINALOC Director-General of Planning, Belgium Ambassador, Minister of Local Governments and Enabel in Rwanda Resident Representative

In June 2019, the program supported the Minister of Local Governments to organise a very successful *'High-Level Breakfast Dialogue'* that was well attended at strategic level by development partners with a stake in decentralisation. Participants included the Minister of Local Governments, CEO of RGB, Director General of LODA, MINALOC SPIU Coordinator, Eastern Province Executive Secretary, Secretary General of RALGA, Ambassador and Development Councillor (Belgium), Enabel Resident Representative, RDSP Co-Manager, Netherlands Ambassador, Germany Head of Cooperation, Director of KfW Rwanda, GIZ Country Director, Head of Decentralisation program, Head of DfID Rwanda, two DfID Governance Advisors, USAID Rwanda Mission Director, and the UNDP Resident Representative. Besides presentations on major areas of investment under RDSP (LCF and the LG coaching program), this event provided a very good dialogue opportunity and was much appreciated by participants.

Further than this, RDSP engaged with several DPs in order to ensure that some of the program's interventions and results be furthered after RDSP's closure. Joint discussions and planning intensified with GIZ and DfID. An agreement was reached with GIZ to take-over RDSP support to sector coordination, and close coordination started in view of supporting MINALOC to organise a National Dialogue on Decentralisation in 2020. It seems that RDSP reached a certain maturity which allows the program to contribute in increasingly complex areas.

## 2.3 Performance of Long-Term outcome



Performance long-term outcome: "Districts' capacity to deliver quality services, including on Local Economic Development, is efficiently and effectively enhanced"



### 2.3.1 Progress of indicators

LTO 1: Districts' capacity to deliver quality services, including on Local Economic Development, is efficiently and effectively enhanced				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
LTO1: Level of implementation of the service charters (8 pilot districts)	56.25% M:57,69% F:57,14%	/	Target: 60% Value: 91.5%	Target: 65% Value: to be provided at end term

### 2.3.2 Analysis of progress made

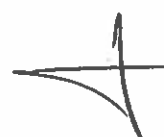
The level of achievement of the long-term Outcome 1: "Districts' capacity to deliver quality services, including on Local Economic Development, is efficiently and effectively enhanced" is measured by an indicator called "Level of implementation of the service charters (8 pilot districts)". Based on the Mid Term Monitoring done by an external firm the value for the indicator was 91.5% vis a vis the target planned value which was 65%. There is currently no new value available, but a consultant was recruited to conduct an end term review which will provide this data.

The improvement of service delivery in all aspects of the daily work in the public and private institutions is one of the priorities in the development of Rwanda. The service is well delivered when beneficiaries of the services have an opportunity to provide feedback on the quality and satisfaction levels of the services provided. Thus, it is one of the priorities of the governance and decentralisation sector that the country emphasizes on to improve the overall level of service delivery and ensure citizen satisfaction.

The Service Charter is a tool to increase the information flow to the institution's stakeholders, partners, customers and the public. Through it, Clients access faster to services, setting an end to tremendous time wasting and delays in services delivery process. The Service Charter plays a big role to effective service delivery, transparency and accountability

To support Local Governments to continuously improve the quality of service delivery, MINALOC developed a "blue print" Standard Service Charters (SSC) in 2012. These charters were adopted by the District Councils all over Rwanda. They defined the procedures and costs for a minimum of services that are provided by public administrations at district, sector and cell levels to the citizens. The Service Charters were produced at district, sector and cell levels for three types of districts (urban districts, rural districts and secondary cities). The Service Charters are user friendly and reflect both the services which are delivered by public servants and required by citizens on the basis of cost efficiency. The Government in 2014, adopted a system of using ICT in providing services including services delivered by Local Government administrative entities using IREMBO (an e-Government portal that enables the access and provision of government services). This was designed to make services easily accessible, faster and cheaper. Requirements, cost and time for getting the related services have changed significantly due to IREMBO online services' but most profoundly due to revision of laws like the law which guides civil registration. Also, new services were put on the online portal which are not part of the existing service charters. This justifies the need to update the current service charters and harmonize them with the IREMBO portal.

Concerning local economic development (LED), Districts staff needs increased capacity in this area and LODA and RALGA played an important role in providing CD for enhanced service delivery in different areas including the development and management of local infrastructure projects. On the 22<sup>nd</sup> of November of 2019 MINALOC hosted



the LED conference which led to resolutions which were incorporated into the draft national LED policy currently being finalized.

### 2.3.3 Potential Impact

The intended impact of the RDSP program reads, “To sustainably enhance the capacity of LGs to deliver services and to develop an enabling environment for LED in respect of best governance practice”. The long-term outcome of the ECD program contributes to the attainment of the program impact through “Districts’ capacity to deliver quality services, including on Local Economic Development, is efficiently and effectively enhanced”.

Hence, the attainment of the long-term outcome which contribute to the attainment of the program impact will be done through providing appropriate service delivery in all sectors and create favourable and enabling environment of LED in Local government like providing CB to manage well the LED Infrastructure projects. Moreover, when the LGs have enough capacities, they will delivery good quality service including LED in efficiency and in an effective manner.

## 2.4 Short-term outcome 1A: Improved Local Government Capacity Building Processes and Coordination Mechanism



### 2.4.1 Progress of indicators

short-term outcome 1A: Improved Local Government Capacity Building Processes and Coordination Mechanism				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
1A.OC: Level of satisfaction of LG and other key stakeholders with LG CB processes (Needs assessment, CB plans, implementation and M&E of CB plans ) and coordination mechanism	36.14% M:34,97% F: 41.18%	/	Target: 40% Value: 53%	Target: 45% Value: to be provided at end term

Since 2017, the Rwanda Governance Board (RGB) changed its mandate and it no longer coordinates the implementation of CB in LG and rather takes an advisory role to the Government on the implementation of CB in LG. The achievements towards this short-term outcome is since then mainly achieved via advisory services provided to local governments under the LG Coaching Program, and the Monitoring of Decentralisation and LG CB interventions.

Within the coaching program, performed activities were focused on providing advisory services to LG in order to improve their organisational performance with a particular emphasis on Imihigo cycle (planning, implementation and M&E). Implementation of coaching interventions focused on advisory services on strategies to manage district “Imihigo” performance contracts. In this framework, coaches contributed to the elaboration of Imihigo 2018-2019,



monitoring their implementation and transferred skills and knowledge leading to LG staff and organisational performance.

For sustainability of coaching interventions, the following strategies were undertaken:

- Quality Assurance Teams (QATs) were established at Provincial and district levels to take over the coaching role;
- Peer review and Peer learning mechanisms aiming at improving performance of district subsidiary entities were implemented;
- A staff customisation framework was developed to smoothen the flow of information among staff with similar functions at different levels of the LG structures;
- JADF stakeholders were mobilised to contribute to the improvement of LG organisational performance;
- Executive coaching was initiated with an aim to improve performance of local leaders

Thanks to the contribution of coaching interventions, Districts' capacity to deliver quality services, including on Local Economic Development is increasingly enhanced. For knowledge management purposes, coaching experience, lessons learnt and success stories were documented and shared with different stakeholders.

## 2.4.2 Progress of outputs

Progress of outputs	Progress outputs':				Output Indicators	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
1A.1. Local Government Capacity Building plans developed based on the needs assessment		x			1A.OP1: # of LG annual CB plans developed compliant with the quality checklist (realistic, participatory, demand driven, considering key sector priority,)	0	Target: 8 CB plans Value:	Target: 30 CB plans Value: 26
1A.2. Local Government CB planned activities are implemented		x			1A.OP2: % of LG CB plans activities that are implemented	52%	Target: 62% Value: not available	Target: 70% Value: 62.5%
1A.3. LG CB monitoring mechanism developed and used		x			1A.OP3a: # of districts using the developed M&E mechanism	0	Target: 23 districts Value: 0	Target: 30 Value: 0
					1A.OP3b: % of approved recommendations from the LG CB monitoring implemented by concerned stakeholders	0	Target: 20% Value:	Target: 50% Value: 84.6%
1A.4. LG Capacity Building and Service Delivery TWG coordination role supported		x			1A.OP4: # of recommendations/inputs provided by the TWG to Sector Working Group	0	Target: 17 recom. Value: 33	Target: 21 recom. Value: 33

A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.



### 2.4.3 Progress of main activities

Progress of activities <sup>2</sup>	Progress:			
	A	B	C	D
1. Provide advisory services to LG through coaching		X		
2. Monitor the implementation of decentralization policy in LG and the CB for LG		X		

### 2.4.4 Analysis of progress made

The 2 activities implemented to contribute to the output are (i) provision of the advisory role through coaching, and (ii) monitoring of decentralisation policy in LG and capacity building for LG. These activities were implemented according to the plan in line with the mandate of RGB.

The first activity consisted of advisory services focusing on strategies to manage *Imihigo*. In this framework, coaches contributed to the elaboration of *Imihigo* 2018-2019, monitoring their implementation and provided advisory services with skills and knowledge transfer leading to LG staff and organisational performance. For knowledge management purposes, the coaching process was documented, lessons learnt and success stories capitalised in order to be shared with different stakeholders.



Picture: coaching session at Gakenke District

The implementation of the decentralization policy in LG and CB for LG was also monitored and the following advices provided:

- LG CB committees need to be strengthened to be operational in the districts and they should use the developed M&E mechanism;
- A national Policy dialogue on LG CB should be organised to discuss how to improve coordination;
- There is need for a more comprehensive and systematic recording of capacity building initiatives implemented (own district initiatives, RDB funded trainings and other partners') and ensure proper related filing by the unit responsible for capacity building;
- There is need to extend capacity building interventions to elected leaders and diversify approaches (not only trainings);
- Funding LG capacity building has to be revisited to ensure that planned CB interventions are timely implemented. This should include allocation of a portion of district own revenues as well as earmarked transfer;

<sup>2</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.





- To tailor trainings provided to LG staff to the real context of LG;
- Partners have to be more engaged in capacity building processes.

## 2.4.5 Potential Impact

The short-term outcome “Improved Local Government Capacity Building Processes and Coordination Mechanism” is contributing to the achievement of long-term outcome which is “to sustainably enhance the capacity of Local Governments to deliver services and to support an enabling environment for LED in respect of best governance practices”. This is illustrated by the improvement made in provision of services after introduction of online system whereby staff responsible for services are currently required to timely deliver and they are hierarchically monitored. This brought about transparency, accountability, quality service delivery, reduced physical interference with the client and increased citizens' satisfaction.

## 2.5 Short-term outcome 1B: Service Delivery in Local Governments enhanced

### 2.5.1 Progress of indicators

<b>1B: Service Delivery in Local Governments enhanced</b>				
<b>Indicators</b>	<b>Baseline value</b>	<b>Target '16-'17</b>	<b>Mid-term Targets &amp; Values 2017-2018</b>	<b>End Targets &amp; Values 2018-2019</b>
1B.OCa: % of selected services of service charters that are implemented as prescribed in 8 pilot districts	/	Target: 50% Value:	Target: 60% Value:	Target: 70% Value: 98%
1B.OCb: % of citizens satisfied with services provided by LG	71.1%	Target: 67.7% Value: 85.6%	Target: 75% Value: 71.96%	Target: 85% Value: 71.3%

## 2.5.2 Progress of outputs

Progress of outputs	Progress outputs <sup>3</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
1B.1. The status of service delivery in LG is communicated to concerned stakeholders		X			1B.OP5: % of concerned stakeholders having used the CRC findings on Service delivery status in LG	44,55%	Target: 46% Value: 70%	Target: 60% Value: not available
1B.2. Implementation of Service Charters in LG's is monitored		X			1B.OP6: % of recommendations from service charters monitoring implemented by concerned stakeholders	0	Target: 80% Value: not available	Target: 90% Value: not available
1B.3. Citizens' suggestions are used in Advocacy for improvement of service delivery in LGs		X			1B.OP7: # of recorded citizens' suggestions on Service Delivery advocated for	0	Target: 15 suggestions Value: Not available	Target: 20 suggestions Value: 23
1B.4. CSO's suggestions are used in Advocacy for improvement of service delivery in LGs		X			1B.OP8: # of recorded CSOs suggestions on Service Delivery advocated for	0	Target: 15 suggestions Value: Not available	Target: 20 suggestions Value: 19

## 2.5.3 Progress of main activities

Progress of activities <sup>4</sup>	Progress:			
	A	B	C	D
1. Produce and disseminate CRC to concerned stakeholders at national, province and District level		X		
2. Organize awareness campaign on citizens engagements for identified categories in selected districts		X		
3. Conduct awareness campaign on SD through engagements meetings, media, promotional materials, etc		X		
4. Monitor the level of implementation of Secondary Cities profiles recommendations		X		
5. Strengthen the functioning of JADF to enhance their role in planning, implementation and SD monitoring		X		

## 2.5.4 Analysis of progress made

In 2018-2019, a number of interventions were implemented to enhance service delivery. These include: dissemination of Citizen Report Card (CRC) 2018 report, production of CRC 2019, engagement with different

<sup>3</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

<sup>4</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

stakeholders<sup>5</sup>, Nk'uwikorera campaign in all Provinces and CoK and in three specific sectors<sup>6</sup>, service delivery assessments and surveys, empowerment of LG entities (councils, secondary cities) and JADF.

The CRC 2018 report was published and disseminated to different categories of stakeholders at national, provincial and local levels. Targeted stakeholders included decision makers at national level, development partners, local leaders, members of civil society and private sector, as well as general public. Different channels were used including: National Leadership Retreat; Engagements with Ministries and affiliated agencies, Governance and Decentralisation Sector Working Group, Provinces/CoK as well as 30 districts; Policy dialogues with CSOs, FBOs, Youth, Women and People with disability representatives; Media (radio and TV shows) to the general public; Online publication.

The dissemination consisted in presentation of the results according to sectors and discussions were held focusing on the challenges and suggestions to improve on indicators. CRC 2019 was also completed and the report is available. A sector profile in Agriculture and livestock was produced.

On citizens' engagement, different categories of stakeholders including women, youth, people with disability, Higher Learning Institutions, CSOs, FBOs, Development Partners and the general public were engaged on promoting service delivery. They were also engaged on enhancing governance principles through the "Governance We Want" program.

The 2018-2019 *Nk'uwikorera* campaign focused on improving service delivery generally with particular focus on three sectors namely Agriculture, Governance and Family as well as Online services. Some details are noted as follows:

- In Agriculture sector, the campaign was conducted in 4 Provinces and the CoK and focused on the following sub areas; agroforestry in South, livestock in East, urban farming and Master Plan in the City of Kigali, post-harvest handling and access to information in North as well as promoting the role of FBOs in Social Protection for the Western Province respectively.
- On Family issues, the campaign was held under the theme: "Building the family we want: say no to child defilement" with focus on Health, Empowerment and Early Childhood Development, Governance assessments and sensitization, Gender, Accountability and Fighting against violence and Culture.
- With regard to online services *Nk'Uwikorera* Campaign raised awareness on the use of ICT's in delivering services. An online assessment tool was also developed.



Picture: participants at an activity under the *Nk'Uwikorera* Campaign

<sup>5</sup> Citizens, local leaders, youth, women, people with disability, development actors, civil society organizations, faith based organisation, private sector)

<sup>6</sup> Agriculture, ICT and Gender and family



All the 6 secondary cities were engaged on foresighting service delivery and profiles recommendations implementation. The recommendations were reflected in the recent DDSs of respective secondary cities and the effective implementation will be monitored in the upcoming assessments.

With regard to JADF strengthening, statutory meetings were held at different levels as to discuss the status of JADF functioning in Local Government and share experiences and good practices, the role of JADF in national transformation, JADF achievements, challenges and way forward. JADF open days were also organised in 30 districts to promote the culture of accountability among JADF stakeholders. JADF impact assessment was conducted and served as a basis to a developed JADF 5-year strategic plan.

### 2.5.5 Potential Impact

This short-term outcome enhanced awareness on quality service delivery and the role of each stakeholder. Different tools played an important role, such as CRC, Governance Month, Service Delivery assessment among others, evidence-based information on the status of service delivery informed policy makers on the required improvements.

These interventions contributed to increased awareness on quality service among service providers and recipients, improved service systems and procedures<sup>7</sup> including use of online platforms. Overall, citizens have become more aware of their rights to demand quality service and desist poor ones. Citizens have become more aware of their role and rights in striving for quality service delivery. Similarly, institutions have strengthened systems and tools to adapt to the required quality of services. This trend will continuously enhance provision of quality services in a sustainable way.

## 2.6 Short-term outcome 1C: RGB identified organisational functions supported

### 2.6.1 Progress of indicators

1C: RGB identified organisational functions supported				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
1C.OC: # RGB organizational functions with improved performance	0	Target: 2 Value: 2	Target: 4 functions Value: 4	Target: 6 functions Value: 7

<sup>7</sup> Online platforms, revision of service charters and service delivery standards

## 2.6.2 Progress of outputs

Progress of outputs <sup>8</sup>	Progress:				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
1C.1. Key strategic documents produced		X			1C.OP9: # of strategic documents produced	0	Target: 2 strat. docs Value: 3	Target: 3 strat. docs Value: 3
1C.2. Trainings in identified areas are conducted		X			1C.OP10: # of training sessions conducted	0	Target: 3 trainings Value: 3	Target: 5 trainings Value: 5
1C.3. Research applied Software provided					1C.OP11: # of software provided	0	Target: 2 software Value: not available	Target: 3 software Value: 3
1C.4. Technical assistance provided to RGB in order to enhance organizational performance		X			1C.OP12: # of Technical assistants provided	0	Target: 2 Value: 1	Target: 2 Value: 3

## 2.6.1 Progress of main activities

Progress of activities <sup>9</sup>	Progress:			
	A	B	C	D
2.5.1.1. Implement RGB's capacity building strategy to enhance the organizational performance		X		
2.5.1.2. Provide technical assistance on Policy analysis and advocacy to RGB		X		

## 2.6.2 Analysis of progress made

The organisational strengthening of RGB involved the elaboration of 2 strategic documents (the RGB capacity building strategy 2018-2024 and gender mainstreaming strategy).

The RGB Capacity Building Strategy highlighted areas for capacity development as follows:

- Policy analysis;
- Monitoring and Evaluation;
- Research;
- Gender;
- Leadership and strategic thinking;
- Public Finance Management;

<sup>8</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

<sup>9</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.



- Service delivery;
- Communication
- Performance management
- Staff induction

Basing on above identified areas, the following trainings were conducted:

- Policy analysis;
- Monitoring and Evaluation;
- Gender mainstreaming;
- Leadership and strategic thinking;
- Event planning and management;
- Staff induction.

These trainings helped participants understand the RGB mandate, staff individual responsibilities, key concepts such as policy analysis, gender mainstreaming, RBM, leadership and strategic thinking, etc. Skills on research design, techniques, tools and software (NVIVO, CSPRO, ATLAS) was also improved.

The policy analysis NTA provided advisory services with regard to policy analysis and contributed to the review and production of policy briefs in social protection, agriculture.

### 2.6.3 Potential Impact

RDSP contributed to the empowerment of RGB staff thus improving individual and institutional performance. Today, RGB is able to conduct core governance research and assessments<sup>10</sup> on its own without hiring external expertise. In addition, different strategic documents such as Strategic Plan, Gender Mainstreaming Strategy, draft policies (Service Delivery, Civil Society, and Home-Grown Solution among others). Furthermore, RGB has improved its capacity in policy analysis to inform policy decisions. RGB through policy Analysis assistance was able to disseminate to the decision makers some of the critical findings from researches and assessments conducted by RGB. Thanks to the RDSP interventions in empowering RGB, it is expected that its performance will increasingly improve and lead to the achievement of its mandate and mission.

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<sup>10</sup> Rwanda Governance Scorecard, Citizen Report Card as well as Governance and Service Delivery assessments



## 2.7 Short-term outcome 2A: Local Governments LED infrastructure investments in all Districts are efficiently implemented and sustainably managed

### 2.7.1 Progress of indicators

2A: Local Governments LED infrastructure investments in all Districts are efficiently implemented and sustainably managed				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
2A.OC: % of LGs capacity to manage efficiently and sustainably LED infrastructure investments	30,01%	/	Target: 60% Value: 100%	Target: 80% Value: 100%

### 2.7.2 Progress of outputs

Progress of outputs	Progress <sup>11</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Value 2018-2019
	A	B	C	D				
2A.1. LG staff acquire skills on how to develop ToR for feasibility studies and how to analyse feasibility studies conducted by consultants	A				2A.OP1: % of Project Profile Documents (PPDs) submitted to LODA having a feasibility study	96%		Target: 100% Value: 100%
2A.2. LGs have the capacity to plan, implement and manage efficiently LED infrastructure projects	A				2A.OP2a: % of Districts implementing the Operation and maintenance (O&M) system according to LODA guidelines	0%		Target: 70% Value: 92.2%
					2A.OP2b: % of RDSP supported LED infrastructure projects for which basic M&E-info is available in the MEIS	2.46%		Target: 90% Value: 80%
2A.3. LGs understand LED for its effective planning and implementation				X	2A.OP3a: # of Districts with District LED Strategy	0		Target: 30 districts Value: 30
					2A.OP3b: # of BDEUs receiving capacity building	0		Target: 30 districts Value: 30

<sup>11</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

## 2.7.1 Progress of main activities

Progress of activities <sup>12</sup>	Progress:			
	A	B	C	D
2A.1.1 Provide on the job trainings to district staff for roll out of feasibility studies on LED infrastructure projects to districts		B		
2A.2.1 Follow up and support the implementation of recommendations of audits, evaluations and monitoring of LODA supported infrastructure projects		B		
2A.2.3 Develop manual on project management of LG infrastructure projects, organise related ToT and training for Districts		B		
2A.3.1 Support districts to revise districts LED potentialities reports		B		
2A.3.1 Conduct training of BDEU staff based on capacity gaps identified		B		
2A.3.2 Conduct high-level certified academic training for LED practitioners	Activity was cancelled			
2A.3.3 Conduct ToT of LODA staff on MEIS		B		
2A.3.4 Conduct training and coaching to district management and technical staff on the use of MEIS		B		
2A.3.5 Organize policy level LED conference jointly with MINALOC		B		
2A.3.6 Provide Salary for 1 LODA Business Development Specialist (Outcome 2 Project Manager)		B		

## 2.7.2 Analysis of progress made

LG staff and senior managers have been receiving training on Feasibility Studies (FS) over the last four years and some improvement was observed when compared to local infrastructure projects submitted three years ago. However, it's still a work in progress as the quality of documents (ToR and full FS) is not up to the required standards. Therefore, in addition to training activities, a decision was made to hire 4 coaches for FY 19-20 to actually work with the trained LG staff to elaborate ToR for full FS and help them to develop guidelines for simplified FS (e.g. water and sanitation, for schools, roads).

The general progress of the mentioned activities was good and they are contributing to the achievement of the outputs. The implemented activities have improved the capacity of the districts staff in terms of designing the Terms of reference of the feasibility studies of LED infrastructure projects, the districts staff have now acquired knowledge to challenge the feasibility studies done by the consultant for the districts and they have ability to plan, implement and manage infrastructures efficiently and effectively.

The activity to support Districts (on job trainings) with roll-out of feasibility studies for LED infrastructure projects was not implemented due to the delays in procurement process but now the 4 coaches are on board and their work will be completed in the FY 2019-2020.

<sup>12</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

For effective management of infrastructures, implementation of recommendations from various monitoring missions is crucial. In that regard, the recommendations of different audits, evaluation missions, monitoring missions were implemented generally at 79%. Most audit recommendations were fully implemented but the recommendations from joint development partners have not been all implemented since some of them require a relatively long implementation period.

Achievement of the outcome 2 requires the involvement of Business Development and Employment Unit (BDEU) staff that drives the economic development at district level. In that regard LODA conducted capacity building sessions for BDEUs in collaboration with RALGA during this FY 2018/19.

Development of Local Government specific LED strategies was finalized last FY whereby all stakeholders collectively participated and were given the opportunity to define what is to be achieved, how it is to be achieved, who will be responsible for what, and the timeframes associated with implementing the LED strategy. The key to such a strategy is the shared vision for the community and LED goals, objectives, programs, projects and action plans. These strategies also informed district development strategies on economic development.

This FY, RALGA started the process of updating the District LED potentialities combined with marketing and branding strategies and it is foreseen to end early next FY.

### **2.7.3 Potential Impact**

Local government capacity to efficiently manage LED infrastructure investments refers to the ability of the local governments to develop projects compliant with feasibility study guidelines. Managing LED infrastructure sustainably implies that all projects developed by local governments should comply with the O&M guidelines. The rationale of this intervention was to address the issue of projects that are implemented without feasibility studies because the districts did not know the essence of having feasibility studies before embarking on implementation. After acquiring the skills and knowledge of developing a sound feasibility study, the districts have now ability to plan, manage and implement a project which respond to the needs of the community and serve the intended purpose. The acquired knowledge will help the district to manage well the infrastructures and hence to sustainability.

## **2.8 Short-term outcome 2B: LCF well designed, prepared and managed in 4 pilot Districts for LED**

### **NOTE:**

This outcome is no longer part of ECD in this financial year as it was part of the preparatory phase of LCF and was reported on under Outcome 7 – Accompanying measures for LCF of which LODA is also the Implementing Partner. This is under the intervention “DDP” and its progress can be found in its Annual Report.



## 2.9 Short-term outcome 2C: LODA Institutional Strengthening

### 2.9.1 Progress of indicators

2C: LODA Institutional Strengthening				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
2C.OC: % of approved LCF quarterly reports from the districts recorded in MEIS	0%	/	Target: 70% Value 78.5%	Target: 80%

### 2.9.2 Progress of outputs

Progress of outputs <sup>13</sup>	Progress:				Output Indicator	Baseline 2015	End Targets & Value 2018-2019
	A	B	C	D			
2C.1. % of quarterly reports from LCF partners projects shared in MEIS		B			2C.OP7: % of Quarterly reports from LCF partnership projects shared in MEIS	0	Target: 100% Value: 91.8%

Partnership projects supported by LCF have reported on progress of activities and financial execution on regular basis, the quarterly report is submitted within 15 days following the end of reporting period. This reporting time was generally observed except projects that were either cancelled or temporarily suspended for managerial issues. The overall achievement is 91.8%.

### 2.9.3 Progress of main activities

Progress of activities <sup>14</sup>	Progress:			
	A	B	C	D
2C.1 Provide support to LODA ICT network infrastructure		B		
2C.2 Provide hosting for LCF website		B		
2C.3 Provide support for maintenance and upgrade to LCF MEIS	Activity cancelled			

### 2.9.4 Analysis of progress made

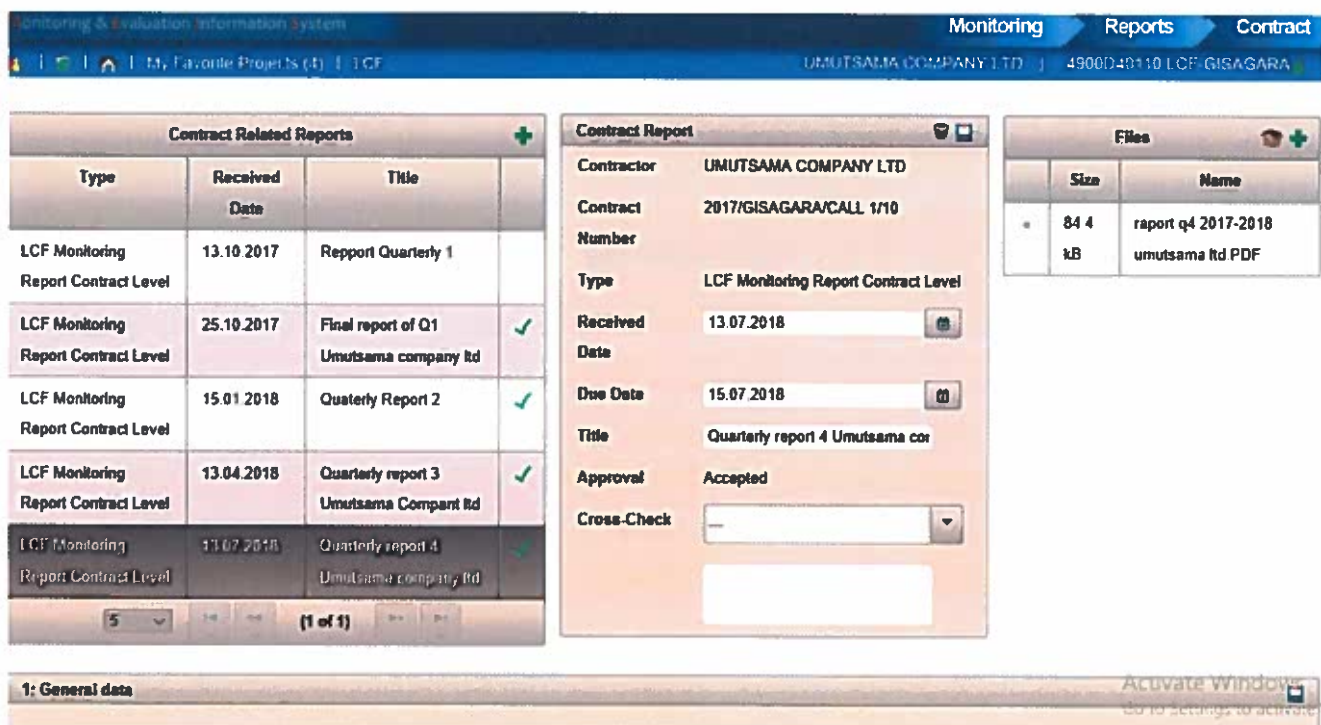
MEIS continues to function as a key part of LCF as applicants upload their projects into it and the LCF Secretariat is able to download and process them in order to perform the evaluation and provide feedback. All processes of application, implementation and reporting were done through MEIS this FY.

<sup>14</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

The MEIS module continues to be well used by the districts and LODA management, especially for tracking financial performance of the supported companies. From all the quarterly reports received from beneficiaries, nearly all are uploaded on MEIS. So, the progress made in terms of using MEIS for reporting purposes is good, even though there remains some room for improvement.

The payment of LCF website related to hosting and domain registration is done on annual basis and no delays occurred. The activity related to Provide support for maintenance and upgrade to LCF MEIS was deemed irrelevant and this was taken into consideration during budget revision. So the current AP&B is updated in this line.

**Typical screens shot of MEIS monitoring feature:**



Source: MEIS/LODA

**2.9.5 Potential Impact**

Since MEIS was implemented the usefulness has been proven over the years as the 1<sup>st</sup> and 2<sup>nd</sup> Call for proposals of LCF were launched. The use of MEIS as a management and monitoring tool for LCF has had a great impact in managing application data in a safe, easy and sustainable manner and allowed the systematization of the application procedures. The online system enabled both LCF secretariat at LODA and district levels to stay connected and share relevant data on permanent basis. Other users including LODA management, RDSP and Enabel can access the system as well and can use data to their convenience. The project selection process is simplified, more efficient and more transparent, which improves accountability.

The potential impact of MEIS on the short- and long-term outcome of LCF is that MEIS helps to manage LCF in an efficient manner. From project selection, up to contracting, reporting and closure, all information is available in MEIS. For sustainability reasons, this is important because even after RDSP closes, the MEIS system will be available for LODA and districts to further manage LCF.



## 2.10 Short-term outcome 3A: Inclusive Participation practices in LED processes in 8 pilot districts are strengthened

### 2.10.1 Progress of indicators

3A: Inclusive Participation practices in LED processes in 8 pilot districts are strengthened				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
3A.OC: % of multi-stakeholders testifying improved practices of inclusive participation in LED-related process in 8 pilot districts by 2019	0%	/	Target: 20% Value: 86,4	Target: 40%

### 2.10.2 Progress of outputs

Progress of outputs <sup>15</sup>	Progress:				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
3A.1. Pilot Districts are supported to effectively engage multi-stakeholder in LED processes	B				3A.OP1a: % of multi-stakeholders testifying existence of strong and well-organized partnerships between public sector, private sector and CSOs	68.60%	Target: 75% Value: 86.40%	Target: 80% Value: not available
					3A.OP1b: Number of pilot districts receiving tailor-made assistance to optimally engage multi-stakeholder in LED processes	0	Target: 8 Value: 8	Target: 8 Value: 8
					3A.OP1c: % of multi-stakeholders assessing implementation of policies for multi-stakeholder participation in planning, implementation and evaluation for LED-related projects, as being effective	0%	Target: 25% Value: 18.72% <sup>16</sup>	Target: 50% Value: 31%

<sup>15</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

<sup>16</sup> Real values will be obtained from the on-going end term evaluation.



## 2.10.1 Progress of main activities

Progress of activities <sup>17</sup>	Progress:			
	A	B	C	D
1. Identify and disseminate key policy, legal and regulatory frameworks governing/affecting the functioning of LED	X			
2. Provide TA on the operationalization of existing District self-assessment tools on inclusive LED to 8 pilot districts	X			
3. Organize a high-level policy-dialogue on the enabling environment for inclusive participation in LED related decisions	X			
4. Organize a continuous and tailor-made advocacy campaign to bring about desired changes into the LED institutional environment			X	
5. Organize and facilitate in-field missions for peer-review of RDSP Districts' performance in LED area			X	
6. Design pilot and institutionalize District self-assessment tools on inclusive LED	X			
7. Organize Policy Dialogue on LED and for Chairpersons of District Councils and Economic Commissions	X			

## 2.10.2 Analysis of progress made

The different activities carried out this year continued to focus on the attainment of targeted outcomes and envisaged towards the strengthening of an inclusive participation, both in decision-making and implementation of LED, with significant partnership between actors such that it responds to the improvement of the quality of life for the beneficiaries.

The support for pilot Districts to effectively engage multi-stakeholder in LED processes is manifested by policy dialogues on LED, which involved different actors and resulted into commitments by each stakeholder in fostering LED. This awareness creation and commitments are backed by tailor-made and demand driven technical assistances to stakeholders over LED. Interventions on the identification and dissemination of key policy, legal and regulatory frameworks governing/affecting the functioning of LED and the provided technical assistance on the operationalization of existing District self-assessment tools on inclusive LED improved awareness to both the districts leaders, staff and other actors.

## 2.10.3 Potential Impact

The short-term outcome 3A "Inclusive Participation practices in LED processes in 8 pilot districts are strengthened" contributes to the attainment of the program long term Outcome and Impact of the program, as affirmed by the interventions employed towards its achievement in the future.

<sup>17</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

## 2.11 Short-term outcome 3B: Gender Equality in LED processes is enhanced in 8 pilot districts

### 2.11.1 Progress of indicators

Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
3B.OC: % of multi-stakeholders testifying improved practices of gender responsive planning, budgeting and reporting in 8 pilot districts	66.67% M:66.67% F:66.67%	Target: 68%	Target: 70% Value: 86.8%	Target: 73%

### 2.11.2 Progress of outputs

Progress of outputs	Progress <sup>18</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
3B.1. Pilot districts' compliance with gender responsive planning, budgeting and reporting guidelines is enhanced		X			3B.OP2: % of districts complying with the Gender Budget Statement in plans, budgets and reports in 8 pilot Districts	66.70%	Target: 70% Value: 86.8%	Target: 70%

### 2.11.1 Progress of main activities

Progress of activities <sup>19</sup>	Progress:			
	A	B	C	D
1. Organize multi-stakeholder policy-dialogues over gender responsive planning, budgeting and reporting in pilot Districts	X			
2. Organize and facilitate on-field missions for peer-learning of RDSP Districts' performance in GBS formulation and implementation		X		
3. Advocate for the desired/recommended changes in relation to identified and structured issues GRB in pilot Districts		X		
4. Facilitate the establishment and the functioning of Gender Desk - LG Women Network at RALGA		X		
5. Organise policy dialogue on GRB and for the chairpersons of districts councils economic commissions chairpersons	X			
6. Organize national policy dialogue on GRB and LED	X			

<sup>18</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

<sup>19</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: The activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

### 2.11.2 Analysis of progress made

Generally, many planned activities were implemented as planned, but some are still on-going until September 2019 as planned. During the conduct of policy dialogues over gender responsive budgeting in 8 pilot Districts, participants were able to better understand GRB/GBS. The collaboration between MINECOFIN, RALGA and GMO and the entire gender machinery has influenced the successful achievement in better understanding of gender, gender equality/equity and its mainstreaming in local plans, actions and reports. This culminated into each one's getting committed to making GRB/GBS effective and efficient. As a result, the developed GBS from 8 RDSP pilot districts indicated a significant improvement in quality and respect of procedure and were highly appreciated by GMO. More awareness and technical support were provided to RDSP pilot Districts, coupled with the policy dialogues over GRB/GBS. Evidently, an improvement in the designing of GBS was observed, when the Districts were presenting their GBS to MINECOFIN FY 2019-2020 and analysed by GMO.

### 2.11.3 Potential Impact

As earlier underlined, this short-term outcome 3B; Gender Equality in LED processes is enhanced in 8 pilot districts contributed to the achievement of program overall impact as indicated in the Mid-term monitoring report, whereby the % of multi-stakeholders testifying improved practices of gender responsive planning, budgeting and reporting in 8 pilot districts reached at 86.8%<sup>20</sup>. The final indicator monitoring assignment is underway.

The short-term outcome 3B contributes to the attainment of the program's Long-Term Outcome via the engaged interventions, resulting into its attainment. Policy dialogues over GRB/GBS, technical assistance provided and establishment of the Local Government Women Network and its Gender Desk at RALGA, as well as partnerships between all central and local partners; are good drivers towards the attainment of the long-Term Outcome.

## 2.12 Short-term outcome 3C: RALGA Secretariat is strengthened and well-functioning

### 2.12.1 Progress of indicators

3C: RALGA Secretariat is strengthened and well-functioning				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
3C.OC: Degree to which RALGA Secretariat effectively and efficiently responds to members and partners' demands by 2019 (institutional demands)	87%	Target: 87% Value: 89%	Target: 87% Value: 91.3%	Target: 90% Value: 97% <sup>21</sup>

<sup>20</sup> RDSP Mid-Term Monitoring Study, March 2018

<sup>21</sup> Adopted from RALGA Members Perception Survey, 2019



### 2.12.2 Progress of outputs

Progress of outputs <sup>22</sup>	Progress:				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
3C.1. RALGA 's secretariat is supported in identified areas to deliver on its mandates		X			3C.OP3: Number of RALGA's technical and institutional capacity areas supported	0		Target: 6 areas Value: 7

### 2.12.1 Progress of main activities

Progress of activities <sup>23</sup>	Progress:			
	A	B	C	D
1. Pay monthly the Planning and Monitor Manager allocated to the program		X		
2. Pay monthly the Planning and Monitor Manager allocated to the program		X		
3. Pay monthly the IT staff allocated to the program		X		

### 2.12.1 Analysis of progress made

The activities carried out this year mainly focused on supporting of RALGA Secretariat and staff, by paying the salaries and other benefits to the 3 RALGA staff assigned to RALFA-RDSP project. All the interventions planned were implemented on schedule under OC 3C, except the organization of a knowledge capitalization workshop to identify and capture lessons learned, which is being done by consultants under RDSP/PCU supervision.

### 2.12.2 Potential Impact

This short-term outcome contributed to the achievement of program overall impact through Institutional strengthening.

<sup>22</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

<sup>23</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

## 2.13 Short Term Outcome 4: “The effectiveness of Sector Coordination mechanisms is enhanced”

### 2.13.1 Progress of indicators

Short Term Outcome 4: The effectiveness of Sector Coordination mechanisms is enhanced				
Indicators	Baseline value 2015-2016	Target and Value year 2016-2017	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
4.OCa: Quality level of G&D sector documents as assessed by SWG/TWG members	50%	Target: / Value: NA	Target: 60% Value:	Target: 70% Value: to be provided at end term evaluation
4.OCb: Quality level of G&D sector Coordination as assessed by SWG/TWG members	33.82%	Target: / Value: NA	Target: 45% Value: 60.3%	Target: 70% Value: to be provided at end term evaluation

At the level of quality of G&D sector documents as assessed by SWG/TWG members, the baseline as indicated above was 50% in 2016 with a target of 70% in the year 2018/19. However, as of now the Value is unavailable, but expected at the end term evaluation of the program. On the other hand, the quality level of G&D sector Coordination as assessed by SWG/TWG members, the baseline in 2016 was 33.82%, with a target of 70% in 2018/19. The Value in 2018/19 is not available yet. There is anticipation for a good performance under the end term indicator monitoring assignment (by a hired external consultant).

### 2.13.2 Progress of outputs

	Progress <sup>24</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
OUTPUT 1: Effective coordination and		X			4.1.OPa: Number of JSR documents produced, validated and disseminated	2	Target: 6 documents Value: 5	Target: 6 documents Value: 7

<sup>24</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.

	Progress <sup>24</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
technical support to SWG or TWGs provided		X			4.1. OPb: Number of recommendations by SWG implemented.	7	Target: 21 recommendations Value: 17	Target: 23 Value: 19
		X			4.1. OPc: Number of TWG activities supported	4	Target: 12 activities Value: 10	Target: 16 activities Value: 28
		X			4.1. OPd: Number of studies and policy reviews conducted	0	Target: 2 studies Value: 2	Target: 2 studies Value: 4
		X			4.1. OPe: NTA hired and paid to support the sector	0	Target: 1 NTA Value: 1	Target: 1 NTA Value: 1

### 2.13.1 Progress of main activities

	Progress of activities <sup>25</sup>	Progress:			
		A	B	C	D
1	Provide technical support for drafting Backward Looking Joint Sector Review (BLJSR) 2017-2018		X		
2	Technical support for drafting Forward- looking Joint Sector Review (FLJSR) 2019/2020		X		
3	Provide substantive (add quality to document) and process support to MINALOC in the elaboration of National LED policy, LGCD Strategy and development of Local Government performance calendar.		X		

### 2.13.2 Analysis of progress made

The plan for 2018/19 had five (5) performance objectives with various related implementing activities provided in the narrative below.

1. Provide technical support to backward looking Joint Sector Review (BLJSR). The backward joint sector review/ assessment was conducted in October 2018, the ToRs issued by MINECOFIN in October 2018 guided its elaboration. The TWG groups discussed a draft report produced by NTA, and a revised /updated version was presented to the SWG meeting held November 2018 that validated and approved the Joint Sector Review Report, which was duly submitted to MINECOFIN on time.
2. Support follow up on JSR recommendations and other SWG activities implementation and activities on the TWG activity calendar monitored by the SWG Secretariat. Support to TWGs activities included among others, drafting TWG activity calendar that were discussed by the TWGs through TWG meetings, providing technical guidance to TWG in discussing draft JSR reports, and supporting preparations for SWG JSR validation meetings.

<sup>25</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

3. Provide substantive and process support to MINALOC in the elaboration of Local Government Capacity Development (LGCD) Strategy, National LED Policy and Local government performance calendar. Among the three items mentioned above, MINALOC senior management has only validated the LGCD strategy. The final draft National LED policy is available for validation by MINALOC Senior Management. The development of Local Government Performance Calendar (LGPC) has been pushed to the 2019-2020.
4. Support SWG Secretariat to conduct SWG membership review. This activity has been pushed to the current financial year of 2019/20.
5. Provide technical support to Forward Looking Joint Sector Review (FLJSR) 2019/20. The activity was accomplished on schedule, the SWG validation meeting was held on 13<sup>th</sup> June 2019 and report was duly submitted to MINECOFIN on time.
6. Support LED-Coordination mechanism that is more inter-ministerial (LED Conference). LED conference was successfully accomplished on 23<sup>rd</sup> November 2018. The turn up was impressive and 16 major recommendations were reached. The technical support provided by NTA was around content development and general conference support around invitation preparation and actual conference hosting. The activity was accomplished at 100%. A follow up technical meeting was held in April 2019 to draw implementation plan of the said conference resolutions.

The achievements reached to date are based on improvements in both the activity processes and coordination of the Sector Working Group activities. Previously, a number of activities were done on ad-hoc basis or through firefighting approach with a limited attention and focus of the TWGs coordination with limited technical support to chair and Co-Chair of the TWGs. Today, this has changed into better planned activities through activity calendar (AC) adopted by the TWG meeting with clear activities, timeline and responsible individuals or institution. More than ever before, the activities of the TWGs are clear and time bound, coordination is more focused and most if not all the intended outputs are achieved on time.

Support to TWGs activities included among others, initiating and implementing the TWG activity calendar, supporting field visit for LED TWG, which was postponed and replaced by SWG field visit. The program, through outcome 4 has provided technical guidance to TWG in discussing draft JSR reports, and supporting preparations for SWG JSR validation meetings.

### **2.13.3 Potential Impact**

The contribution of outcome 4 to the overall program long-term outcome and impact will be reached through support to various components of the program. Governance and Decentralisation Sector coordination provides policy and strategic advice to all other outcomes of the program. For instance, program support for the elaboration of Local Government Capacity Development Strategy (LGCD), which is near completion and the elaboration of LED policy have the potential for impact on the decentralisation. Apart from policy and strategy advice, outcome 4 supported DPs and GoR dialogue under SWG Secretariat by supporting the preparation and validation of JSR reports (Backward and forward looking JSR).





## 2.14 Short-term Outcome 5: “RDSP Performance enhanced and results communicated”

### 2.14.1 Progress of indicators

S T Outcome 5: RDSP Performance enhanced and results communicated				
Indicators	Baseline value	Target '16-'17	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
5.OC: Rating of RDSP performance (relevance, efficiency, effectiveness, impact, sustainability) at mid-term and end-term review	0%	/	Target: At least an average C mark over the 5 criteria  Value: B score over all 5 criteria	Target: At least an average B mark over the 5 criteria  Value: To be provided by ETR

### 2.14.2 Progress of outputs

Progress of outputs	Progress <sup>26</sup> :				Output Indicator	Baseline 2015	Mid-term Targets & Values 2017-2018	End Targets & Values 2018-2019
	A	B	C	D				
<b>OUTPUT 1:</b> The PCU and IPs are able to apply a Results Based Management approach in their planning and reporting		X			5.1.OP1: Degree to which IPs +OIs action plans & Budget and reports comply with RBM-standards	0	Target: 60%  Achieved value: 60%	Target: 80%  Achieved value: 60%
<b>OUTPUT 2:</b> Program lessons learnt are identified, capitalized and shared		X			5.2. OP1: Number of internal Lessons learnt capitalization documents produced	0	Target: 4 documents  Achieved value: 7	Target: 8 documents  Achieved value: 10
		X			5.2. OP2: Number of external lessons learnt capitalisation documents disseminated	0	Target: 1 document  Achieved value: 3	Target: 2 documents  Achieved value: 6
<b>OUTPUT 3:</b> RDSP activities and results are communicated		X			5.3.OP1: Number of RDSP activities and results communicated externally (workshops, launch events, publications, broadcasts, online posts...)	0	Target: 2 activities or results  Achieved value: 4	Target: 7 activities or results  Achieved value: 9

<sup>26</sup> A: The output is ahead of schedule; B: The output is on schedule; C: The output is delayed, corrective measures are required; D: The output is seriously delayed (more than 6 months). Substantial corrective measures are required.



### 2.14.3 Progress of main activities

Progress of activities <sup>27</sup>	Progress:			
	A	B	C	D
1 Monitor the RDSP development results using among others Most Significant Change Technique	x			
2 Capitalize lessons learnt on key areas and communicate with external stakeholders		x		
3 Communicate RDSP activities and Results	x			

### 2.14.4 Analysis of progress made

As per the Mid-term review the end target of achieving a B – score on average for the program was already achieved. However, as this is a continuous process and the Mid-term evaluation is just a snapshot at a given time, this result cannot be taken for granted. The next evaluation will check if the same score is still applicable or not.

Even though targets for the outputs seem to be more than achieved, a clear action plan for Knowledge Management, tying to most activities under this outcome has only been agreed by steering committee in the course of last FY, and thus after setting of the targets. Nonetheless activities are largely on track.

The main changes of this FY were a shift in importance from RBM and M&E to KM. Due to the fact that RBM was not embedded in the program since the beginning, IPs and the PCU have struggled to integrate it into their workflows. Therefore, the approach towards RBM has shifted and its importance within OC5 has been reduced significantly. This is evidently a lesson learned for future interventions. As the program comes to an end, it has also become less relevant to conduct strict monitoring for adjustments and steering, and more relevant to gather knowledge in order to repackage it for future use and sustainability.

Under the KM component, many advances have been made. KM consultants have been recruited; PCU and IP staff have been trained in proper KM. Next FY the consultants and the OI of OC5 will collaborate on materializing much of the gathered knowledge so that it can leave a legacy of RDSP with the IPs and relevant stakeholders. The activities are currently on track as the KM consultants were hired and their action plan was designed with IP participation. The first outputs in terms of KM were two workshops with IPs to clarify what KM entails and what products are expected to be worked on next FY in order to have sufficient inputs for the KM/KS event in January 2020. While the activities are currently on track, there are indications that there may be delays next year. KM is often not a very high priority and it may be difficult to get IPs on board despite their initial interest, when it comes to actually generate KM products.

The next FY will be crucial to highlight the importance of knowledge management for an institution. This will hopefully be picked up at least by the program's IPs and will be integrated as a customary part of their project cycles. Processes are set to share this good habit with other interventions of Enabel too, as well as opening the debate with HQ in order to better highlight the importance of including a healthy Knowledge Management and Knowledge Sharing within every intervention as to prevent the loss of built up expertise and to avoid "reinventing the wheel" with every new program. This means that KM and Communication should be embedded in new interventions and carried out from the start. This will in turn enhance the effectiveness towards the closing processes.

<sup>27</sup> A: The activities are ahead of schedule; B: The activities are on schedule; C: The activities are delayed, corrective measures are required; D: the activities are seriously delayed (more than 6 months). Substantial corrective measures are required.

When it comes to MSC, most activities have been on track and are foreseen to be concluded in the beginning of next FY.

### 2.14.5 Potential Impact

The nature of this short-term outcome makes it inherently relevant for the long-term outcome. Thus, an impact on the whole of RDSP is expected and likely. The results logic still seems to hold, and themes for KM are agreed between PCU, MINALOC and the IPs.

## 2.15 Transversal Themes

### 2.15.1 Gender

#### 2.15.1.1 Main gender gaps in the areas / outcomes covered by the intervention

Over the course of RDSP some evidence of gender blindness was observed with the intervention's implementation. It was noticed that in planning and execution of activities, not only IPs but also PCU had difficulties to avoid gender blindness as well as proper understanding the gender impact of the project. The main gender gaps related to the activities implemented are the following:

- **RGB**
  - Absence of gender mainstreaming tools
  - Insufficient capacity in gender mainstreaming
  - Lack of gender sensitive budgeting
- **LODA**
  - Majority of district staff are still men.
  - Limited understanding of gender is still a challenge
- **RALGA**
  - Missing link between DDS and GBS;
  - No gender analysis of existing gender gaps in districts;
  - Inadequate gender analysis skills among District staff to support gender responsive planning, programming, budgeting and reporting is still observed.
  - District top leadership and departments have not fully owned the process of developing GBS; and
  - Minimal participation of civil society organizations and private sector is still observed.
- **PCU**
  - There was no systematic consideration of gender in the coordination and implementation of SWG activities.

#### 2.15.1.2 How does your intervention consider gender?

In general, during the implementation of the activities gender dimension was considered. The following are actions taken to address gender blindness:

- **On RGB side**, the part of the content of the engagement workshops was related to family and gender issues and recommendations were made on the required measures. In CRC reports, data is disaggregated by sex. During the implementation of the program activities, gender dimensions were considered notably: a RGB Gender mainstreaming strategy was developed, Gender responsive planning and budgeting were

integrated in RGB plans, RGB and partner institutions staff were trained on gender mainstreaming, research and assessment tools were engendered to capture sex disaggregated data. Key themes relating to gender such as family issues and gender-based violence (GBV) are among the areas covered by CRC and *Nk'uwikorera* campaign.

- **On LODA side**, the focus remains on mitigating identified issues and build on the confidence that available tools and capacity are there to deal with the gender issue. More sensitization and training will be provided to bridge this gap related to understanding the concept of gender and since the feasibility study guidelines consider the gender aspect, there is a confidence that challenges will be addressed.
- **On RALGA side**, this intervention has taken into account gender, as it focuses on the following outcomes, which are all gender-sensitive:
  - 2A: LGs LED infrastructure investments in all districts are efficiently implemented and sustainably managed
  - 3A: Inclusive Participation practices in LED processes in 8 pilot districts are strengthened;
  - 3B: Gender Equality in LED processes is enhanced in 8 pilot districts; and
  - 3C: RALGA Secretariat is strengthened and well-functioning

In the implementation of the above outcomes, gender has been put into account both in the target groups, using sex disaggregated data and purposively conducting trainings, meetings, forums and dialogues by taking gender into account.

### **2.15.1.3 Interventions through a gender budget scan and through any other method to mainstream gender**

- **RGB**

During the implementation of RDSP intervention, the following gender actions were undertaken:

- Gender mainstreaming strategy was developed and research and assessment tools were engendered;
- Plans and budgets were engendered;
- Training of RGB staff and partners in gender mainstreaming;
- RGB closely works with gender machinery institutions and development partners. These include among others: MIGEPROF, Gender Monitoring Office, National Women Council, UN Women, Women for Women

- **PCU**

A consultant was hired to specifically do this exercise, however its results were poor and the entire assessment has low analytical value to the program.

### **2.15.1.4 Awareness activity for the staff and implementing partner? (workshop, trainings, etc.)**

- Gender awareness sessions were held for RGB staff.
- LCF secretariat and beneficiaries were trained on gender. The training for trainers was offered to LCF secretariat which continues training LCF beneficiaries at district level. Training module is available which includes the gender analysis and gender mainstreaming tools.
- RALGA conducted an awareness campaign over the GRB and Gender-Based Violence was jointly carried out during the recently concluded policy dialogues on GRB/GBS in 8 RDSP pilot districts.

## 2.15.2 Environment

The implementation of this intervention has considered environment, being a cross-cutting consideration, especially in LED. LED development involves activities like infrastructure development, which are directly touch on environment and require an attention during their establishment/development. Every project planned and implemented show how it considered the environmental aspect and how it is going to deal with the environmental issues.

## 2.16 Risk management

See the table in annex 4.8.

# 3 Steering and Learning

## 3.1 Strategic re-orientations

At RDSP level, the table below lists following strategic re-orientation recommended by the Mid-Term review of RDSP is still being implemented.

Recommendations under project control	SC position	Status
* KM activities are extremely important in order to ensure policy impact of the program. If required this component should be allocated additional funds (partially to compensate for the previous very significant – 67% budget cut).	Accepted	IP demands are being processed by PCU with support of KM consultants

At Partners level, the following reorientations are under implementation:

- LODA:
  - Using a coaching approach in supporting Districts to implement feasibility studies (elaboration of simplified feasibility studies and writing ToR and analysing full feasibility studies from consultants for more complex projects (this is because training will not be sufficient).
  - Supporting the elaboration of a Community Development/LED national policy to complete the LED strategic framework
- PCU (OC5):
  - With the KM consultants on board, we are ready to implement KM within RDSP more effectively. There has been a reorientation when it comes to RBM and traditional monitoring exercises as their importance in the current phase of the program was reduced. The focus is shifting towards packaging the lessons learned and wrapping up.

## 3.2 Recommendations

The table below lists recommendations from RDSP's Mid-Term review approved by the Steering Committee that are relevant to the ECD part of the program, and their status. Note that recommendations which implied strategic re-orientations are presented under section 3.13.

<b>Recommendations under project control</b>	<b>SC position</b>	<b>Status</b>
* Continue coaching program for FY 2017/18 and FY2018/19, but ensure that support is reviewed jointly with provinces with the intention of developing a strategy for mainstreaming coaching within provincial administrations.	Accepted	Done
* Districts to be supported in developing viable projects in support of LED through capacity building for improved feasibility studies and effective monitoring of projects	Partially accepted	On-going
* Undertake comprehensive review of SME product cluster/ entrepreneurship and access to finance initiatives for local private sector development with PSF / MINICOM. Assist with policy/strategy development.	Accepted	Access to finance initiatives were mapped in the Study on LCF as revolving fund. The review of SME product cluster is under MINICOM's mandate
* Experiences from RALGA work on participatory strategies should be integrated within the general approach to LED development in districts (by LODA) rather than continue as standalone RALGA activities	Accepted	Joint work of RALGA and LODA in implementing LED trainings for District staff under RDSP (milestone)
* Program to facilitate Government of Rwanda to assess key recommendations of the recent decentralisation review and determine priority actions.	Accepted	On-going
* Knowledge management to target especially LED (including LCF) and the RGB coaching program;	Accepted	On-going – The High-Level breakfast dialogue was a success this regards
* Qualitative M&E (and component 5) should be given priority over conduct of baseline data survey.	Partially accepted	On-going with Most Significant change and KM consultancies
* Future emphasis on environment and decent work is recommended when monitoring future LED and LCF activities.	Accepted	Partially implemented
<b>Recommendations not under project control</b>	<b>SC position</b>	
* LED strategies should identify which products have greatest potential for (i) Community economic development (ii) LED (more closely aligned to private sector development).	Partially accepted	Not yet addressed
* The forum for co-ordination of LED approaches requires substantive strengthening. It is recommended to establish a new TWG – that is co-chaired by MINALOC and MINICOM with participation of PSF, RDB and other relevant ministries and stakeholders.	Partially accepted	Attempted to ensure participation of MINICOM and RDB in existing coordination structures; secured their participation in National LED conference (November 2018)

Other recommendations:

Recommendations	Actor	Status
Continuation of planning and implementation in the framework of RBM and apply RBM principles during monitoring, evaluation and reporting. Gender mainstreaming will also be undertaken in all Intervention activities.	PCU	Continuous
External consultants with expertise on the subject of Knowledge Management to be contracted for capacity building and application within the program.	PCU	Done, consultancy ongoing
Maintain close collaboration among partners to ensure timely implementation of the program	IPs and RDSP PCU	Done and continued
Avail and support the elaboration of a new Local Government Capacity Building (LGCB) strategy and Inventory of decentralized sectoral services that will be implemented by four partners (RDSP, GIZ, RALGA & MINALOC).	RDSP, GIZ, MINALOC and UNDP	Elaboration of LGCB strategy supported. Close coordination with GIZ, DfID, RALGA & MINALOC in view of Dialogue on Decentralisation.
Avail a budget to support elaboration of Community Development/LED national policy	Outcome 4	Done, consultancy at final stages

### 3.3 Lessons Learned

#### 3.3.1 From RDSP Mid-Term Review:

The overall program is very relevant and aligned to GoR and Belgian Policies. However, program design was too complex, broad and ambitious with a complicated, project-specific management structure. Point of departure was not partner institutions' plans (initial logframe required restructuring) and planning period initially differed from GoR FY. The initial logframe was not useful for M&E and required restructuring.

#### 3.3.2 Additional lessons learned by RDSP team:

- Grants modality
  - Although aiming at enhancing use of country systems, program-based grants come with important project-specific procedures and transaction costs;
  - Grants may generate a culture of controls & reporting between the coordination unit and implementing partners - to be mitigated with a results-oriented culture;
  - Possibilities for graduation from 'much' to 'less' controls and/or from one modality to another should be enhanced for well-performing partners
- Pilot concept
  - Pilot approaches are adequate when there is need for policy experiment
  - Piloting must be accompanied by strong M&E and policy advisory capacities
- Results Based Management, Knowledge Management
  - A thorough understanding of beneficiaries' needs is essential for RBM, from the design phase onwards
  - Early dialogue and (re-)definition of the results chain bring a collective sense of direction (activities geared towards results) and a better foundation for M&E & performance tracking





- Standard M&E is not enough, additional efforts are needed (e.g. most significant change)
- Key management systems and practices of Government and Enabel still focus on activities: this strongly hampers RBM
- A concept linking up RBM, M&E, KM and external communication should always be part of program design – with resources. Such linkage supports program steering and coherence, as well as sustainability of program results.



## 4 Annexes

### 4.1 Quality criteria

1. RELEVANCE: The degree to which the intervention is in line with local and national policies and priorities as well as with the expectations of the beneficiaries					
In order to calculate the total score for this quality criterion, proceed as follows: 'At least one 'A', no 'C' or 'D' = A; Two times 'B' = B; At least one 'C', no 'D' = C; at least one 'D' = D					
Assessment RELEVANCE: total score		A	B	C	D
			X		
1.1 What is the present level of relevance of the intervention?					
	A	Clearly still embedded in national policies and Belgian strategy, responds to aid effectiveness commitments, highly relevant to needs of target group.			
X	B	Still fits well in national policies and Belgian strategy (without always being explicit), reasonably compatible with aid effectiveness commitments, relevant to target group's needs.			
	C	Some issues regarding consistency with national policies and Belgian strategy, aid effectiveness or relevance.			
	D	Contradictions with national policies and Belgian strategy, aid efficiency commitments; relevance to needs is questionable. Major adaptations needed.			
1.2 As presently designed, is the intervention logic still holding true?					
	A	Clear and well-structured intervention logic; feasible and consistent vertical logic of objectives; adequate indicators; Risks and Assumptions clearly identified and managed; exit strategy in place (if applicable).			
X	B	Adequate intervention logic although it might need some improvements regarding hierarchy of objectives, indicators, Risk and Assumptions.			
	C	Problems with intervention logic may affect performance of intervention and capacity to monitor and evaluate progress; improvements necessary.			
	D	Intervention logic is faulty and requires major revision for the intervention to have a chance of success.			

2. EFFICIENCY OF IMPLEMENTATION TO DATE: Degree to which the resources of the intervention (funds, expertise, time, etc.) have been converted into results in an economical way					
In order to calculate the total score for this quality criterion, proceed as follows: 'At least two 'A', no 'C' or 'D' = A; Two times 'B', no 'C' or 'D' = B; at least one 'C', no 'D' = C; at least one 'D' = D					
Assessment EFFICIENCY: total score		A	B	C	D
			X		
2.1 How well are inputs (financial, HR, goods & equipment) managed?					
	A	All inputs are available on time and within budget.			
X	B	Most inputs are available in reasonable time and do not require substantial budget adjustments. However there is room for improvement.			
	C	Availability and usage of inputs face problems, which need to be addressed; otherwise results may be at risk.			
	D	Availability and management of inputs have serious deficiencies, which threaten the achievement of results. Substantial change is needed.			

<b>2.2 How well is the implementation of activities managed?</b>	
	<b>A</b> Activities implemented on schedule
X	<b>B</b> Most activities are on schedule. Delays exist, but do not harm the delivery of outputs
	<b>C</b> Activities are delayed. Corrections are necessary to deliver without too much delay.
	<b>D</b> Serious delay. Outputs will not be delivered unless major changes in planning.
<b>2.3 How well are outputs achieved?</b>	
	<b>A</b> All outputs have been and most likely will be delivered as scheduled with good quality contributing to outcomes as planned.
X	<b>B</b> Output delivery is and will most likely be according to plan, but there is room for improvement in terms of quality, coverage and timing.
	<b>C</b> Some output are/will be not delivered on time or with good quality. Adjustments are necessary.
	<b>D</b> Quality and delivery of outputs has and most likely will have serious deficiencies. Major adjustments are needed to ensure that at least the key outputs are delivered on time.

**3. EFFECTIVENESS TO DATE: Degree to which the outcome (Specific Objective) is achieved as planned at the end of year N**

In order to calculate the total score for this quality criterion, proceed as follows: 'At least one 'A', no 'C' or 'D' = A; Two times 'B' = B; At least one 'C', no 'D' = C; at least one 'D' = D

Assessment EFFECTIVENESS: total score	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
	X			

<b>3.1 As presently implemented what is the likelihood of the outcome to be achieved?</b>	
	<b>A</b> Full achievement of the outcome is likely in terms of quality and coverage. Negative effects (if any) have been mitigated.
X	<b>B</b> Outcome will be achieved with minor limitations; negative effects (if any) have not caused much harm.
	<b>C</b> Outcome will be achieved only partially among others because of negative effects to which management was not able to fully adapt. Corrective measures have to be taken to improve ability to achieve outcome.
	<b>D</b> The intervention will not achieve its outcome unless major, fundamental measures are taken.
<b>3.2 Are activities and outputs adapted (when needed), in order to achieve the outcome?</b>	
X	<b>A</b> The intervention is successful in adapting its strategies / activities and outputs to changing external conditions in order to achieve the outcome. Risks and assumptions are managed in a proactive manner.
	<b>B</b> The intervention is relatively successful in adapting its strategies to changing external conditions in order to achieve its outcome. Risks management is rather passive.
	<b>C</b> The intervention has not entirely succeeded in adapting its strategies to changing external conditions in a timely or adequate manner. Risk management has been rather static. An important change in strategies is necessary in order to ensure the intervention can achieve its outcome.
	<b>D</b> The intervention has failed to respond to changing external conditions, risks were insufficiently managed. Major changes are needed to attain the outcome.



4. POTENTIAL SUSTAINABILITY: The degree of likelihood to maintain and reproduce the benefits of an intervention in the long run (beyond the implementation period of the intervention).				
In order to calculate the total score for this quality criterion, proceed as follows: At least 3 'A's, no 'C' or 'D' = A ; Maximum two 'C's, no 'D' = B; At least three 'C's, no 'D' = C ; At least one 'D' = D				
Assessment POTENTIAL	A	B	C	D
SUSTAINABILITY: total score		X		
4.1 Financial/economic viability?				
	A	Financial/economic sustainability is potentially very good: costs for services and maintenance are covered or affordable; external factors will not change that.		
X	B	Financial/economic sustainability is likely to be good, but problems might arise namely from changing external economic factors.		
	C	Problems need to be addressed regarding financial sustainability either in terms of institutional or target groups costs or changing economic context.		
	D	Financial/economic sustainability is very questionable unless major changes are made.		
4.2 What is the level of ownership of the intervention by target groups and will it continue after the end of external support?				
	A	The steering committee and other relevant local structures are strongly involved in all stages of implementation and are committed to continue producing and using results.		
X	B	Implementation is based in a good part on the steering committee and other relevant local structures, which are also somewhat involved in decision-making. Likelihood of sustainability is good, but there is room for improvement.		
	C	The intervention uses mainly ad-hoc arrangements and the steering committee and other relevant local structures to ensure sustainability. Continued results are not guaranteed. Corrective measures are needed.		
	D	The intervention depends completely on ad-hoc structures with no prospect of sustainability. Fundamental changes are needed to enable sustainability.		
4.3 What is the level of policy support provided and the degree of interaction between intervention and policy level?				
	A	Policy and institutions have been highly supportive of intervention and will continue to be so.		
X	B	Policy and policy enforcing institutions have been generally supportive, or at least have not hindered the intervention, and are likely to continue to be so.		
	C	Intervention sustainability is limited due to lack of policy support. Corrective measures are needed.		
	D	Policies have been and likely will be in contradiction with the intervention. Fundamental changes needed to make intervention sustainable.		
4.4 How well is the intervention contributing to institutional and management capacity?				
X	A	Intervention is embedded in institutional structures and has contributed to improve the institutional and management capacity (even if this is not an explicit goal).		
	B	Intervention management is well embedded in institutional structures and has somewhat contributed to capacity building. Additional expertise might be required. Improvements in order to guarantee sustainability are possible.		
	C	Intervention relies too much on ad-hoc structures instead of institutions; capacity building has not been sufficient to fully ensure sustainability. Corrective measures are needed.		
	D	Intervention is relying on ad hoc and capacity transfer to existing institutions, which could guarantee sustainability, is unlikely unless fundamental changes are undertaken.		



## 4.2 Decisions taken by the steering committee and follow-up

Note: for coherency purposes, the table below presents all decisions taken by the Steering Committee during the reporting period as both sub-interventions of RDSP (ECD and DDP) are managed as one.

Decision	Deadline	Status
10/1: SC decision: IPs to share their revised action plans under RDSP with RDB (CB); PCU will facilitate	31/12/2018	Done
10/2: SC decision: PCU to assure availability of all end term values of program indicators before starting of the external end term review of RDSP	31/12/2019	Ongoing
10/3: SC decision: RALGA to make a presentation at the next SC meeting on advocacy activities implemented under RDSP and their impact.	SC meeting of May 2019	Done
10/4: SC decides to include vice-Mayors and Executive secretaries of district bureaus among the participants to RALGA's activity 3A.1.6 ("Organise Policy Dialogue on LED for Chairpersons of District Councils Economic Commissions Chairpersons")	Immediate	Done
10/5a: SC approves all revised AP&Bs for FY 18/19 and 19/20 with following rules to ensure smooth closing: • GA implementation periods will not be extended beyond the approved timeframe in the future. • IP budget ceilings will not be increased in the future	Immediate	Done and reviewed in 11 <sup>th</sup> SC
10/5b: regarding the AP&B on "LCF accompanying measures outside of the grant agreement with LODA", the table of activities will be corrected by removing already implemented activities.	Immediate	Done
10/6: SC requests IPs & MINALOC to include approved AP&Bs under RDSP in their respective institutional AP&Bs and IFMIS / financial management tool (FY 18/19 & FY 19/20)	31/12/2018	Done
10/7 SC decides that RGB and RALGA will provide monthly budget monitoring reports to PCU including their use of 7% management fee in an easy to use format. This is to allow these IPs to spend on management fee in a monthly manner.	Monthly report of December	Done
10/8: SC recommends for Enabel and MINECOFIN to coordinate in order to confirm that new royal decree on Enabel grants does not pose additional risks for RDSP implementation.	SC meeting of May 2019	Done
10/9: SC approves revised timeline and activity implementation periods (see Annex 1). This is the last revision accepted.	Immediate	Done and reviewed at 11 <sup>th</sup> SC



Decision	Deadline	Status
10/10: SC approves the revised ending dates for work contracts. Concerns over the early termination of Delco contract were raised. There is need to consider addressing this concern during the next steering committee meeting.	Immediate + May 2019	Done and reviewed at 11 <sup>th</sup> SC
10/11: SC approves the proposed budget changes and increase of the self-managed budget as follows: • + 391.862 EUR under ECD • + 365.806 EUR under DDP These amounts are deduced from the co-managed budget.	Immediate	Done
11/1 SC decision: PCU will organize a workshop to share with RGB coaches relevant information from the joint monitoring missions of district infrastructure projects in the light of assessments made in the context of preparations for a DfID-supported coaching intervention on PFM. This should (among others) contribute to increase the value of indicator 8.OP2 which is only at 50%.	30/09/2019	Could not be done - RGB coaches not further involved in the DfID-supported intervention
11/2 SC Decision: SC approves all adapted AP&Bs, namely: - RDSP Outcome 2 (CB on LED), under grant agreement with LODA - RDSP O3 (LED participation and gender), under grant agreement with RALGA) - RDSP O4 (Sector coordination), managed with MINALOC - RDSP O5 (RBM & KM), self-managed by Enabel - RDSP O7 (AM under GA), AP&B under grant agreement with LODA as well as self-managed AP&B	Immediate	Done
11/3 SC decision: under LODA O2 AP&B, activity 2A.1.1 (On the job trainings to district staff for roll out of feasibility studies) will end on 31/03/20. PCU will agree with LODA on how to make this possible while remaining within the O2 AP&B implementation and reporting period. LODA will ensure tight monitoring of this activity to ensure quality and avoid delays.	Immediate	Done
11/4 SC decision: under RGB O1 AP&B, the implementation timeframe for Activity 1.1. (Provide advisory services through coaching to Districts to enhance their performance) is extended at no cost until 30/09/2019 to allow a smooth transition between the RDSP-funded RGB coaching program and the anticipated new coaching intervention supported by DfID. PCU will agree with RGB on how to make this possible while remaining within the O1 AP&B implementation and reporting period.	30/09/2019	Done
11/5 SC approves: - The extended implementation period for outcome 4 until 31/05/2020 (reporting until 30/06/20) - The revised funding period for work contracts	Immediate	Done
11/6 SC decision: the proposed changes to the LCF Operational Manual are approved as per the attached PowerPoint presentation slides 13 and 14.	Immediate	Done
11/7 SC decision: SC approves the budget change and increase of 82,400 EUR of the self-managed budget under ECD, this amount being deduced from the co-managed budget.	Immediate	Done



Decision	Deadline	Status
11/8 SC decision: a mandate is given to SC Chair and Co-Chair to make any further decision and reallocate unused RDSP budget balances in the spirit of optimal use of resources for (a) further RDSP results achievement (including on areas relevant to the upcoming Belgium-Rwanda Urbanisation intervention), (b) smooth program closing, in respect of all applicable modalities	Immediate	Done
11/9 SC decision: LODA will make a proposal to PCU on a feasible approach for the 10% retention by 31/07/2019.	31/07/2019	On-going



### 4.3 Updated Logical framework

The RDSP logical framework remains as it was last year.

### 4.4 MoRe Results at a glance

Logical framework's results or indicators modified in last 12 months?	No
Baseline Report registered on PIT?	Yes
Planning MTR (registration of report)	RDSP MTR took place in October 2017
Planning ETR (registration of report)	ETR likely to take place in January 2020
Backstopping missions since 01/01/2012	YES: 5



# 4.5 “Budget versus current (y – m)” Report



Row Labels	Total_Budget	Actuals
RWA1308911_A010200	167,020.00	147,505.98
RWA1308911_A010500	2,534,229.00	2,500,635.81
RWA1308911_A010600	0.00	0.00
RWA1308911_A010700	97,488.00	92,595.13
RWA1308911_A020300	87,459.00	54,794.51
RWA1308911_A020400	1,360,903.00	1,096,338.82
RWA1308911_A020500	945,712.00	901,360.09
RWA1308911_A020600	75,558.00	59,025.46
RWA1308911_A020800	161,717.00	113,545.78
RWA1308911_A020900	9,138.00	0.00
RWA1308911_A020901	61,500.00	0.00
RWA1308911_A020902	25,380.00	963.07
RWA1308911_A030500	1,387,280.00	1,267,227.38
RWA1308911_A030700	94,990.00	0.00
RWA1308911_A040100	221,294.00	167,589.44
RWA1308911_A040200	205,032.00	154,848.30
RWA1308911_A040301	31,000.00	0.00
RWA1308911_A040302	34,000.00	0.00
RWA1308911_A050100	159,412.00	106,839.29
RWA1308911_A050200	0.00	75.00
RWA1308911_A050300	1,270.00	1,269.75
RWA1308911_Z010100	871,827.00	691,369.01
RWA1308911_Z010300	831,554.00	693,201.56
RWA1308911_Z010400	0.00	690.90
RWA1308911_Z010600	50,879.00	47,880.43
RWA1308911_Z010700	86,478.00	65,102.04
RWA1308911_Z010800	551,078.00	444,021.85
RWA1308911_Z020100	99,717.00	91,716.87
RWA1308911_Z020200	45,608.00	40,817.08
RWA1308911_Z030100	85,715.00	60,948.88
RWA1308911_Z030200	58,525.00	44,000.51
RWA1308911_Z030300	37,057.00	22,209.87
RWA1308911_Z030400	188.00	188.38
RWA1308911_Z030500	38,403.00	29,295.32
RWA1308911_Z030600	857.00	516.96
RWA1308911_Z030700	30,859.00	17,051.50
RWA1308911_Z030800	11,327.00	10,327.32
RWA1308911_Z030900	728.00	495.29
RWA1308911_Z031000	16,733.00	15,959.93
RWA1308911_Z040100	201,637.00	123,637.46
RWA1308911_Z040200	10,761.00	10,760.80
RWA1308911_Z040300	140,505.00	58,155.36
RWA1308911_Z040400	21,042.00	17,681.42
RWA1308911_Z999800	-2,860.00	-12,829.47
RWA1308911_Z999900	3,000.00	-10,231.93
<b>Grand Total</b>	<b>10,850,000.00</b>	<b>9,127,581.15</b>

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Approved by

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## 4.6 Communication resources

- RGB impact assessment of first phase of service delivery campaign
- Booklet of LCF stories of most significant change (updated with Call 2 beneficiaries)
- Study on the impact of 15 years decentralization and related booklet
- Newsletter articles for the Enabel in Rwanda newsletter
- Video of LCF, showing beneficiaries and government stakeholders
- Video on impact of coaching program in production
- RDSP May 2019 Factsheet
- Different power point presentations on RDSP status and results

## 4.7 Executive summary of RDSP Mid-term Review report (November 2017)

### Mission Objective and Methodology

The mid-term review of the Rwanda Decentralization Support Program (RDSP) took place in Rwanda between 25 September and 12 October 2017. The objective of the Mid-term Review was to offer an independent assessment of the program – primarily to support project steering by providing an in-depth analysis of on-going RDSP, strategies used and activities; but also to contribute to learning; and provide accountability to the donor, partner and other internal actors.

The Mission Team was composed of three experts: one international decentralisation and evaluation expert (team leader), one international expert on Local Economic Development (LED) and one national expert with in-depth experience of Rwanda's experiences with local government system and decentralisation reforms. The team undertook an extensive documentary review and consulted with a wide range of stakeholders in Kigali and undertook fieldwork in three districts. The Review assessed the program with regards to its

1. Relevance;
2. Effectiveness;
3. Efficiency;
4. Impact;
5. Sustainability;
6. Gender sensitivity and environmental awareness;
7. Management aspects including its monitoring & evaluation system.

### Main Findings

The RDSP design period lasted more than two years and resulted in two separate Technical and Financial Files (ECD and DDP). The RDSP is the first Belgium-supported intervention in the Decentralisation sector and therefore not building on already existing collaborations or experiences. The program has undergone several changes – most notably a budget reduction from EUR 28 million to EUR 22 million and a revision of the overall Log-Frame. The (21%) budget reduction was distributed fairly evenly across most program components except for component 5 (lessons learning), which was reduced by 67%. The revised log frame did not substantially alter the substance of strategies – in particular it did not address sustainability issues of the Local Competiveness Facility (LCF). This process has not been ideal – in hindsight it would have been more appropriate to start with a simpler program design that later could have been scaled up. The revised RDSP intervention logic includes now a total of 14 short-term Outcomes.

### Relevance

The overall program relevance is rated B. The strengths of the design can be summarised as:

2. RDSP is well aligned with Rwanda's decentralisation reform policy, national development plans and most other key policies;
3. The program is aligned with Belgian development policies;
4. While the program has ambitions for improvements of capacity and service delivery in districts generally (across all sectors), in practice it places relatively strong emphasis on LED, which is gaining increased importance in Rwanda development strategies as a thematic area.

The **challenges** of program relevance can partly be ascribed to initial program design although the relevance of some outcome areas has been substantively influenced by changes of national policy context:

1. RGB mandate for CB support has been removed with recent legislation. This requires a rethinking of the previously RGB supported CB.
2. LED capacity building is relevant, but would have benefitted from stronger policy coordination with MINICOM and private sector stakeholders.
3. LCF is highly relevant as an innovative modality, but the initiative would have benefitted from deeper analysis and linkages with of other Rwandese (especially MINICOM led) initiatives.

### **Efficiency**

The overall efficiency of the program is rated B. Program outputs have not been achieved entirely as originally planned. While the LED infrastructure and to some extent LCF have largely been implemented as planned, there have been significant delays and under-expenditure on several of the softer project components. Implementation rates for some components have been as low as 40-50% of planned budgets. The problems arose mainly because of delays in signing the grant agreements. The main challenges of program efficiency relate to the program execution modalities and reporting requirements.

### **Effectiveness to date**

The overall effectiveness of the program is rated B. A summary overview of the 14 RDSP outcomes and their implementation status is presented in the following table:

*Table A: Summary Overview of Implementation Status of 14 RDSP Outcomes*

For Intervention RDSP-ECD:	Brief Summary Status
1A: Improved Local Government Capacity Building Processes and Coordination Mechanism;	1. Coaching program started as innovative CB approach – but not yet with sustainability strategy, 2. Demand driven CB modalities unlikely to materialise because of centralised CB management by CESB. 3. RGB organisational strengthening need review in view of changed mandate,
1B: Service Delivery in Local Governments enhanced;	
1C: RGB identified organisational functions supported;	
2A: Local Governments LED infrastructure investments in all Districts are efficiently implemented and sustainably managed;	4. LED Strategies developed for districts but significant room for improvement of actual implementation of LED, 5. LCF designed for first call, 6. LODA institutional strengthening with clear (but very limited focus) on MIS,
2B: LCF well designed, prepared and managed in 4 pilot Districts for LED;	
2C: LODA Institutional Strengthening;	
3A: Inclusive Participation practices in LED processes in 8 pilot districts are strengthened;	7. RALGA initiated processes for inclusive participation and gender equality in 8 districts – but yet with limited/no integration into wider LED capacity building supported by LODA. 8. Some general strengthening of RALGA
3B: Gender Equality in LED processes is enhanced in 8 pilot districts;	
3C: RALGA Secretariat is strengthened and well-functioning	
4: The effectiveness of Sector Coordination mechanisms is enhanced;	9. SWG strengthened – but need for improved overall decentralisation coordination and better LED coordination.
5: RDSP Performance enhanced and results communicated;	10. Lessons learning process still to be initiated.



For Intervention RDSP-ECD:	Brief Summary Status
For RDSP-DDP:	
6: LED infrastructure implemented in 30 Districts and the city of Kigali;	11. LED infrastructures largely completed.
7: Innovative economic partnership projects are implemented through LCF in four Districts (Gakenke, Gisagara, Nyagatare and Rutsiro) to enhance pro-poor LED;	12. LCF supporting economic partnerships in 4 pilots – but need to refine modality for sustainability and effectiveness.
8: LODA external Grants to support DDP's implementation are executed in compliance with PFM regulatory framework.	13. Project successfully supporting joint reviews of LODA grant execution.

### **Impact**

The overall impact prospects of the program is rated B. The long term outcome essentially aims at

1. general service delivery in districts across all sectors, and
2. more specific improvements of districts' capacity for management of LED.

The likely project contribution to cross-sectoral service delivery (e.g. education, health, agriculture etc.) in districts is deemed very moderate as improvements in such sectors primarily will depend on the level of fiscal and human resources allocated to the sectors as well as a range of sector specific interventions rather than RDSP interventions. However, likely project impact on district capacities for LED management could be very significant. Good progress has already been made with regards to capacity building for LED planning and introduction of innovative modalities for enhancing LED in districts. The main challenge for the project at the time of the review relates to the challenges regarding LED/LCF components linkages with national/MINICOM initiatives and establishment of a more sustainable approach for LCF.

### **Sustainability**

The overall sustainability prospects of the program are rated B.

The program is embedded within the Government of Rwanda and places significant emphasis on capacity building of all relevant stakeholders. The program is overall in a relative good position to ensure delivery of sustainable benefits to districts, LODA, MINALOC, RALGA and RGB. However, there are certain issues that the program needs to address more firmly. This relates to

14. Stronger engagement with MINICOM for embedding LED policy work within overall national policies for SME development and private sector development generally;
15. Refinement of LCF in particular with regards to a more sustainable approach for facilitation of SME access to financing through credits rather than (solely) grants;
16. Exit strategies for some of the CB interventions – in particular the coaching program (through work with MINALOC/Provinces);
17. Documentation and dissemination of lessons learned.

### **Transversal themes**

The program pays significant attention to **gender** issues. This is reflected in some specific short-term outcomes (Gender Equality in LED process – implemented by RALGA) and also in program monitoring, where gender issues are reported on in a fairly elaborate manner. The program disaggregates relevant data according to gender just as it has collaborated with the Gender Monitoring Office of Rwanda. However the activities are not well integrated within other program activities in support of LED and could therefore benefit from “mainstreaming” experiences from the RALGA work into wider LED capacity development work of the project.

The program does not (yet) monitor “**Environment**” and “**Decent work**” as transversal themes to any significant degree. As the LCF progress in implementation it will be important to monitor these aspects more closely.

### **Program M&E and management issues**

The overall MTR assessment of the program's M&E is that the system/log frame has improved with the 2016 revision, but that the system is complex and that project staff spends a very considerable amount of time on



reporting. Many of the indicators require project specific surveys rather than the use of existing surveys/data collection systems. This adds costs to program monitoring – and yet this quantitative information is deemed unlikely to be of benefit for program steering. Most of the more qualitative aspects of M&E (lessons learning etc.) are yet to start.

The program has a complex combination of several execution modalities that attempt to adapt program interventions to requirements of different partners and activities. Some important key lessons are emerging:

1. The use of grant agreements with implementing partners implies relatively high reliance on partner systems and leadership of partners in development and implementation of activities. However, the readiness of partners to the specific program requirements and clarity of original program documents were overestimated at inception.
2. The RDSP lacked the time to become aware of results management rules used in the partner institutions to allow for intended alignment in use of partner systems.
3. The initial lack of alignment – e.g. between program fiscal years and GoR fiscal years had substantive consequences for partners' ability to use government systems for planning and reporting.
4. This led to slow implementation. In hindsight it would have been better to have started off with a clear system of co-management with later gradual delegation of responsibilities to partner institutions once all parties had become accustomed to procedures and respective roles within the program.

### **Overall Conclusions and main recommendations**

The program provides very relevant support to the Rwanda Decentralisation Reform program – in particular within the thematic area of Local Economic Development (LED). However, the program's ambitions to substantially improve service delivery and capacity building on a more general scale (across all sectors) are unrealistic. The MTR therefore recommends the program to further emphasise LED in its future programming of activities. This should in particular apply to

1. Future funding of capacity building interventions;
2. Future support to RGB for improved monitoring of service delivery in districts.

The legal mandate of RGB has been amended in a manner that strengthened its M&E mandate but removed its mandate for management of capacity building for LGs. The MTR recommends that program responsibility for LG capacity building is transferred to LODA which is in a good position to ensure that future CB activities are most effectively targeting LED capacity building needs. It is recommended that practical implementation to the extent possible makes use of LGI (under RALGA) for development of LED training interventions.

The RDSP has made good progress in support to LED: all districts have developed LED strategies and the LCF has recently started practical implementation in four pilot districts in accordance with the program design: seeking to stimulate local economic activities through competitive grant funding of innovative business partnerships. However, for LED strategies to be effectively implemented, the MTR recommends that further emphasis is placed on coordination with MINICOM regional and local interventions and refinement of LCF design in a manner that more clearly differentiates between private sector segments and tests alternative ways of (non-grant) facilitation of access to finance for small businesses.



## 4.8 Risk monitoring table

#	Risk Description and analysis			#	Action	Progress	Status
1	Limited result of capacity building activities due to inappropriate or poor quality service provision and poor management of capacity building cycle (e.g. needs assessment, definition of CB activities, objectives and methodology, implementing CB activities, monitoring, evaluation, etc.)			1	Regular checks if GA modalities are implemented and constantly engage with IPs on quality issues.	CB funds under RGB are now limited to coaching programme; other CB is more specific (related to LED) and with a better likelihood to achieve results - even if CB approaches and methods require continuous improvements	Ongoing
	Probability	Potential Impact	Total				
	Medium	Medium	Medium				
				2	Provide checks if ToR are Smart and monitor the procurement processes and implementation of contract.	CB funds under RGB limited to coaching programme; other CB is more specific (related to LED) and with a better likelihood to achieve results - even if CB approaches and methods require continuous improvements	Ongoing
			3	PCU to ensure training modules are discussed and validated	CB funds under RGB limited to coaching programme; other CB is more specific (related to LED) and with a better likelihood to achieve results - even if CB approaches and methods require continuous improvements	Ongoing	
			4	Increase support to RGB in a view to make the coaching programme results-oriented and effective	Close dialogue with RGB on coaching program results orientation and field visit to Eastern Province	Completed	

#	Risk Description and analysis	#	Action	Progress	Status		
2	Delayed transfers to Ips (lose-lose partnership) - IPs do not provide realistic Budget and Action plan	1	Critically analyse IP planning and budgeting to have enough insurance that it is realistic	Topic addressed at technical committee retreats as well as programme management meetings - Constant monitoring and follow-up by PCU. Final year action-plans and budgets were approved and are being implemented. Some no-cost time extensions for identified activities were approved at the 11th Steering Committee meeting (June 2019)	Completed		
	Probability					Potential Impact	Total
	Medium					Medium	Medium
3	Delayed transfers to IPs (lose-lose partnership) - IPs do not abide by the GA conditions, thus information gap on use of funds	1	Ensure to have timely and exhaustive information on budget, use of funds, realized activities and planning	Efforts intensified with last year of program implementation. Quarterly finance checks are now performed to avoid backlog of issues	On track		
	Probability					Potential Impact	Total
	Medium					Medium	Medium
4	Delayed transfers to IPs (lose-lose partnership) - Refused request for funds due to ineligibility of expenditure	1	Closely monitor application of grant agreement conditions and implementation of audit recommendations through regular monitoring (site visits...) and ensuring adequate revisions by partners	Follow-up on IP's audit recommendation implementation plans as part of quarterly checks. Also, IPs report on this at each SC meeting. The June 2019 report to SC showed a high implementation rate.	Ongoing		
	Probability					Potential Impact	Total
	Medium					Medium	Medium
5	Delayed transfers to IPs (lose-lose partnership) - PCU unable to perform timely on-site supervision visits at IPs	1	Remind the conditions during RDSP technical committee meetings	Done, with improvements (more systematic and effective)	Ongoing		
	Probability					Potential Impact	Total
	Medium					Medium	Medium
6	Delayed transfers to IPs (lose-lose partnership) - Activities implemented are not the same as those approved, undocumented and unapproved shifts	1	Keep concept note business in place as long as there is no timely and exhaustive information coming from IPs	No longer an issue	Ongoing		
	Probability					Potential Impact	Total
	Medium					Medium	Medium

#	Risk Description and analysis	#	Action	Progress	Status		
		2	A11bis/Ro7/RWA1308911 - PCU to perform regular field missions to IP activities in order to (a) check compliance and (b) learn from IP at implementation stage	11 PCU field visits performed in 2018/2019	Ongoing		
7	Delays in LCF implementation due to challenges in LCF management	1	Ensure adequate management systems and capacities are in place (in LODA)	Regularly monitored and discussed with LODA	Ongoing		
	Probability					Potential Impact	Total
	Low					Medium	Medium
		2	Proactively monitor and support LCF	Close dialogue with and support to LODA team in closing LCF Call 1 and Call 2.	Ongoing		
8	Misuse of LCF support by LCF beneficiaries	1	Support LODA in proactively managing LCF fiduciary risks	Regularly monitored and discussed with LODA	Ongoing		
	Probability					Potential Impact	Total
	Low					Medium	Medium
		2	Ensure that LED NTAs are proactively mobilized to identify risks and undertake proactive actions	ITA and NTAs LED mobilized and involved	Ongoing		
9	Transfers to LCF beneficiaries delayed or blocked due to poor implementation by beneficiaries as well as delays and low quality in reporting on use of funds	1	Ensure effective early warning system is in place	LODA took necessary initiatives with NTA support	Ongoing		
	Probability					Potential Impact	Total
	Medium					Medium	Medium
10	Poor and late information on LCF projects due to complicated reporting pathways (from cooperatives to districts, Districts to NTA, NTA to LODA and LODA to RDSP).	1	Support LODA in designing and implementing short appropriate realistic reporting pathways	Regular field visits by NTAs and BDEU	Ongoing		
	Probability					Potential Impact	Total
	Low					High	Medium
11	Outcome 6 - Low LED impact of supported district investments	1	Ensure RDSP contribution to improving overall management of district LED projects	-	Completed		
	Probability					Potential Impact	Total
	Low					Medium	Medium
12	Complex RDSP modalities (Own-management, co-management, grant agreement, national	1	Organise internal workshop on modalities	Discussed at TC and bilaterally, less of an issue as	Ongoing		





#	Risk Description and analysis	#	Action	Progress	Status						
	<p>execution, competitiveness funds management) generates confusion in responsibilities, low ownership and low employees motivation and accountability.</p> <table border="1"> <tr> <td>Probability</td> <td>Potential Impact</td> <td>Total</td> </tr> <tr> <td>Low</td> <td>Low</td> <td>Low</td> </tr> </table>	Probability	Potential Impact	Total	Low	Low	Low			everyone is now used to RDSP	
Probability	Potential Impact	Total									
Low	Low	Low									
13	<p>Reporting on GA do not allow proper management decisions</p> <table border="1"> <tr> <td>Probability</td> <td>Potential Impact</td> <td>Total</td> </tr> <tr> <td>Low</td> <td>Medium</td> <td>Medium</td> </tr> </table>	Probability	Potential Impact	Total	Low	Medium	Medium	1	Be proactive on monitoring of Grant agreements conditions; Have regular follow-up meetings on reporting deadlines N/A	clear identification of activities and budget lines in IFMIS Planning and budgeting tool or in P&B partner's project management system	Ongoing
Probability	Potential Impact	Total									
Low	Medium	Medium									
14	<p>Inefficient Budget management - Communication gaps between operational planning and finance.</p> <table border="1"> <tr> <td>Probability</td> <td>Potential Impact</td> <td>Total</td> </tr> <tr> <td>Low</td> <td>Medium</td> <td>Medium</td> </tr> </table>	Probability	Potential Impact	Total	Low	Medium	Medium	1	Organise quarterly meeting between operation and finance	Meetings are regularly held between operations and finance units of the PCU	Ongoing
Probability	Potential Impact	Total									
Low	Medium	Medium									
15	<p>Unsatisfactory goods and services purchased or not in compliance with the ToR and the requests.</p> <table border="1"> <tr> <td>Probability</td> <td>Potential Impact</td> <td>Total</td> </tr> <tr> <td>Low</td> <td>Low</td> <td>Low</td> </tr> </table>	Probability	Potential Impact	Total	Low	Low	Low	1	Have an efficient procurement contract monitoring		Completed
		Probability	Potential Impact	Total							
		Low	Low	Low							
2	Organize meeting between user and procurement officer to define the needs		Ongoing								
3	Proceed to Market analysis or to share information with other BTC programmes		Late								
16	<p>Early departure of staff funded under the program (earlier than the date identified for the ending of their work contract), leaving unfinished work behind with risks in terms of programme management, reporting and to some extent, results attainment. This risk cuts across the results framework.</p> <table border="1"> <tr> <td>Probability</td> <td>Potential Impact</td> <td>Total</td> </tr> <tr> <td>Medium</td> <td>Medium</td> <td>Medium</td> </tr> </table>	Probability	Potential Impact	Total	Medium	Medium	Medium	1	Ensure clear rules in terms of determining ending dates of work contract are applied for all, and clear communication of ending dates to all staff	Decisions made for all RDSP-funded staff at SC meetings (approval of RDSP closing timeline and related funding periods for work contracts)	Completed
Probability	Potential Impact	Total									
Medium	Medium	Medium									



#	Risk Description and analysis	#	Action	Progress	Status
		2	Proactive dialogue with all staff about their perspectives after RDSP, and where possible attempts to find solutions that meet the needs of RDSP and of the respective staff members (eg transition to other interventions while remaining under the same institution; reallocation of responsibilities of team members who left to remaining staff).	Two national staff left in June (one NTA, one PCU staff). One international staff had been selected for another job (not with Enabel) and could finally be retained.	Ongoing





