Cities Alliance
Cities Without Slums

Executive Committee Meeting
Kampala, Uganda
6 June 2012

Agenda Item No. 3: Proposed actions in response to Independent Eval.
Support Document: Cities Alliance Results Architecture and Performance
Monitoring System

Background:

During the past few years the CA has been developing its "theory of change" and a "results framework" against which to monitor and evaluate programme success. The outcomes from this work were reflected in the CA business plan for FY12-FY14, approved at the 2011 annual meeting of Consultative Group (Maputo, Nov. 2011).

The 2011 Independent Evaluation of the CA noted the progress in moving to results-based management, but still identified this key area for improvement.

In response, immediately after the Maputo meeting, the Secretariat retained an experienced senior consultant, who assisted the Water & Sanitation Program to develop a results-based performance management system, to assist the CA.

Attached for EXCO review is a reporting on progress to date.

Recommended Action:
1. Provide guidance to Secretariat on the proposed Results Architecture, including specific feedback on the draft Secretariat Results Chain.
2. Provide guidance to Secretariat and Consultative Group on next steps for developing the CA Corporate Results Chain, including indicators.
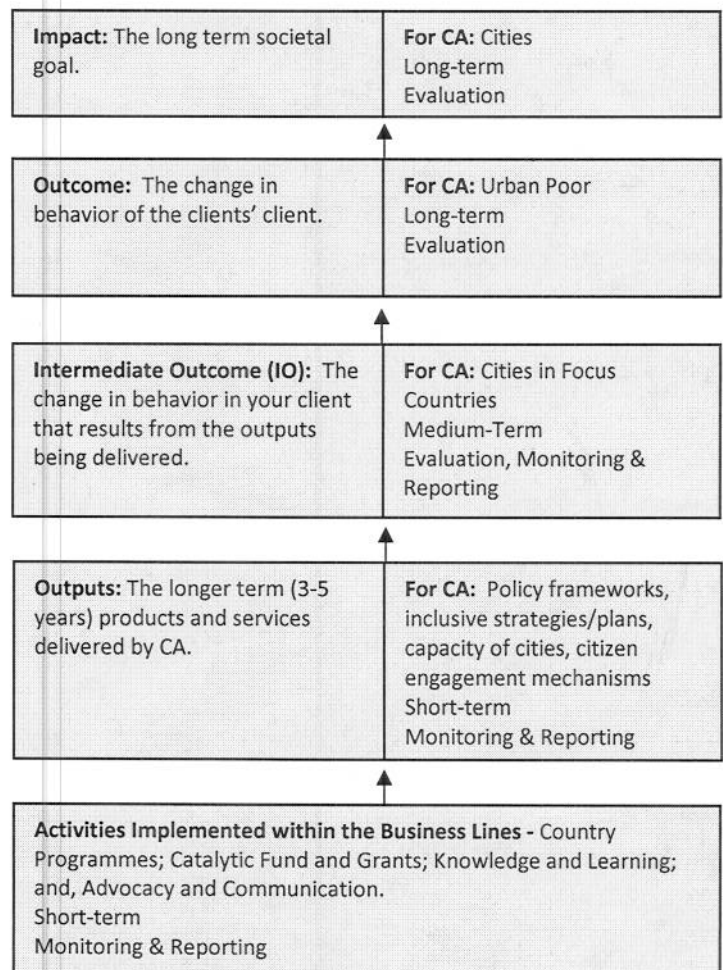
Managing for Results:

The Cities Alliance Results Architecture and Performance Monitoring System

Over the last several years, Cities Alliance has been in a period of transformation. A new Charter and Business Plan developed and approved by the Executive Committee, Business Lines defined to better focus CAs' efforts and an evaluation of the program as a whole conducted. The next critical step in this transformation is the development of a Results Architecture and associated Performance Monitoring System (PMS). These two interrelated systems will enable Cities Alliance to objectively and transparently monitor, measure and report on results, outcomes and, over the long term, impact. The purpose of a performance monitoring system is to empower managers with the information that they need, when they need it to make informed decisions. First and foremost, it is a management tool. Secondly, it provides a repository of data that can be mined to systematically report on results being delivered, rather than on activities being implemented or monies spent. The Cities Alliance Performance Monitoring System is a tool that will deliver the right information to the right people at the right time so they can make effective, responsive and timely decisions. These decisions drive results for our clients and for the organization as a whole.

Since January, 2012 the Cities Alliance Secretariat has been working intensely on developing the foundation of the PMS – the Cities Alliance Results Architecture. The Results Architecture defines the theory of change of an organization. It sets forth in easy to understand and realistic results the products and services that will be delivered over a period of time (the Outputs), the effect these products and services will have on the client (the Intermediate Outcome – "IO"), the effect this will have on the clients' client (the Outcome) and finally, how this will impact the livelihood of citizens, especially the urban poor and the cities in which they live (Impact) (Figure 1).

Cities Alliance is responsible and should be held accountable for effectively delivering the Activities and Outputs. These form the basis for CAs Terms of Reference. As one moves up the chain, the level of control decreases and therefore risk increases. For this reason, and at IO level, Cities Alliance has a *shared responsibility* with its government clients to deliver this desired change. Outcome and Impact

Figure 1: Cities Alliance Corporate Results Chain Defined

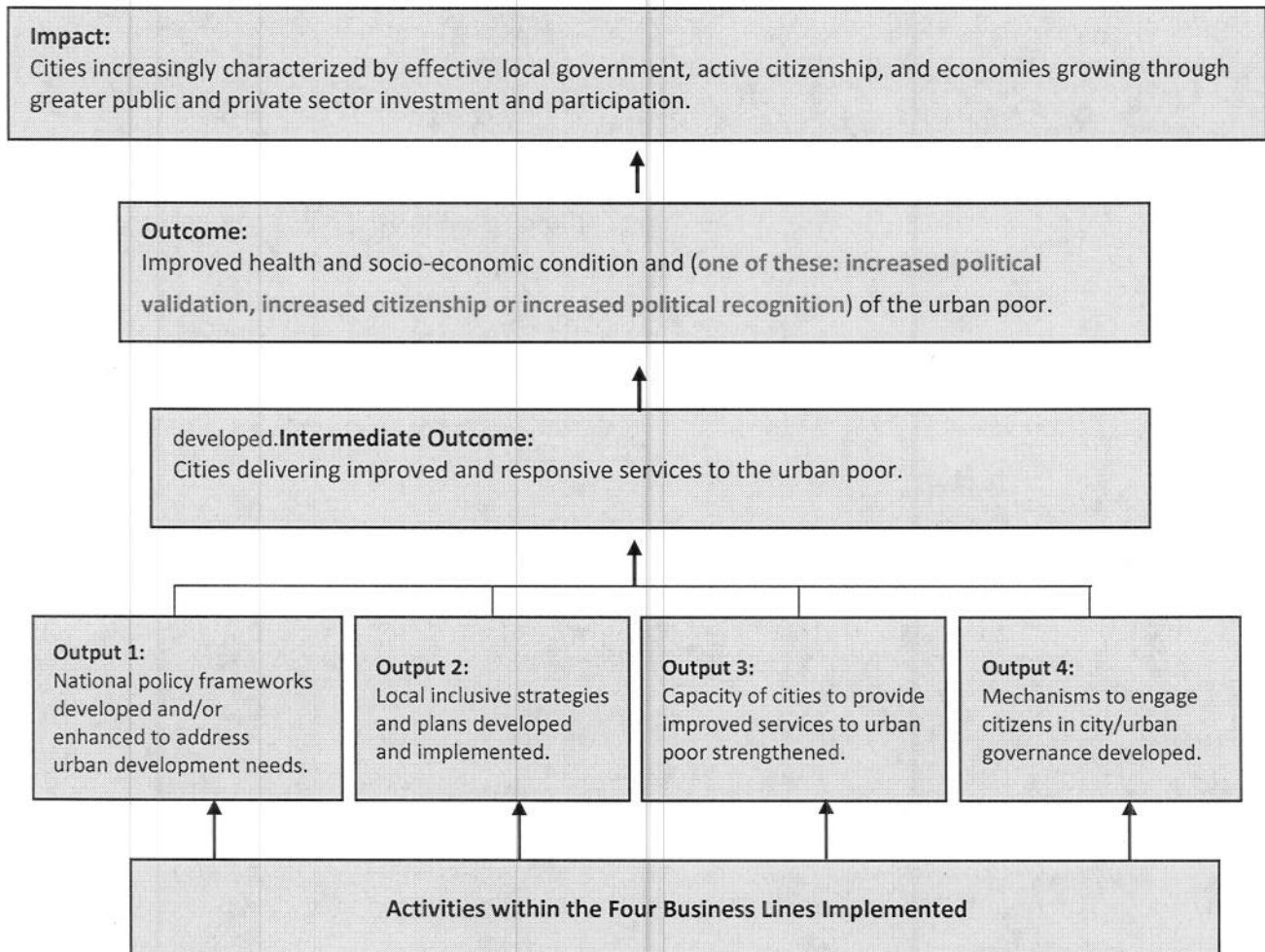|	
Impact: The long term societal goal.	**For CA:** Cities Long-term Evaluation
Outcome: The change in behavior of the clients' client.	**For CA:** Urban Poor Long-term Evaluation
Intermediate Outcome (IO): The change in behavior in your client that results from the outputs being delivered.	**For CA:** Cities in Focus Countries Medium-Term Evaluation, Monitoring & Reporting
Outputs: The longer term (3-5 years) products and services delivered by CA.	**For CA:** Policy frameworks, inclusive strategies/plans, capacity of cities, citizen engagement mechanisms Short-term Monitoring & Reporting
Activities Implemented within the Business Lines - Country Programmes; Catalytic Fund and Grants; Knowledge and Learning; and, Advocacy and Communication. Short-term Monitoring & Reporting	

levels are well beyond the control of Cities Alliance. CA is therefore not responsible for delivering these objectives but, because they are the basis for any future evaluations, it is in CAs interest to track progress against key indictors with other partners.

The Cities Alliance Theory of Change – The Method: The Results Chain

The Corporate Results Chain captures CAs Theory of Change in a user friendly, measurable and concise way. The client is very clear, what CA will deliver over a 5 year time frame is also clear and measurable. The "So What" question- yes, we delivered workshops, training programs knowledge products, etc., but SO WHAT? What effect do you expect these activities to have once they are implemented? Who will benefit and how? How does the organization's work contribute to long-term outcomes (MDGs and beyond)? All of these questions must be answered if a program is to be effective, well monitored and well managed, and are done so in the graphic below (Figure 2).

Figure 2: Cities Alliance Corporate Results Chain – Theory of Change

Impact:
Cities increasingly characterized by effective local government, active citizenship, and economies growing through greater public and private sector investment and participation.

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Outcome:
Improved health and socio-economic condition and (one of these: increased political validation, increased citizenship or increased political recognition) of the urban poor.

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developed.**Intermediate Outcome:**
Cities delivering improved and responsive services to the urban poor.

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| **Output 1:** National policy frameworks developed and/or enhanced to address urban development needs. | **Output 2:** Local inclusive strategies and plans developed and implemented. | **Output 3:** Capacity of cities to provide improved services to urban poor strengthened. | **Output 4:** Mechanisms to engage citizens in city/urban governance developed. |

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Activities within the Four Business Lines Implemented

2

Cities Alliance Theory of Change – The Narrative

The City is the client of Cities Alliance. Within the next five years, the Cities Alliance raison d'etre is to **enable cities to deliver improved and responsive services to the urban poor**. To realize this objective (the Intermediate Outcome), partnerships of CA members will deliver four interrelated Outputs, each responding to a specific need and/or gap affecting a cities' ability to deliver services to the urban poor:

1. developing and/or enhancing national policy frameworks;
2. developing and implementing local inclusive strategies and plans;
3. building the capacity of cities to deliver improved services to the urban poor; and,
4. developing mechanisms to engage citizens in city/urban governance.

While each output is designed to address a particular need; they should be viewed as a comprehensive and holistic approach to enable cities to deliver improved and responsive services to the urban poor.

In order to deliver each output, a number of activities will be implemented within each of the four Business Lines. Just as the Outputs should be viewed as a system of products and services, the CA Business Lines should be taken together as a comprehensive and holistic approach to implementing various activities in order to deliver the Outputs. In other words, there is not a one to one correlation between a Business Line and an Output.

Over the longer term, and as cities are delivering improved and responsive services to the urban poor, the CA Theory of Change aims to see improvements in the health and socio-economic condition of the urban poor. Ultimately, and as a result of cities delivering improved and responsive services to the urban poor and improvements in their health and socio-economic condition, CA aims to demonstrate cities which are increasingly characterized by effective local government, active citizenship, and economies growing through greater public and private sector investment and participation. This is the Cities Alliance Theory of Change. Once performance indicators are defined for each of the results and at each level of the chain, this Theory of Change can be effectively monitored, reported on and evaluated.

Cities Alliance Theory of Change – The Actors & the Architecture

Cities Alliance is a partnership-based organization, with partnerships forged between members, between members and government clients, between the Secretariat and
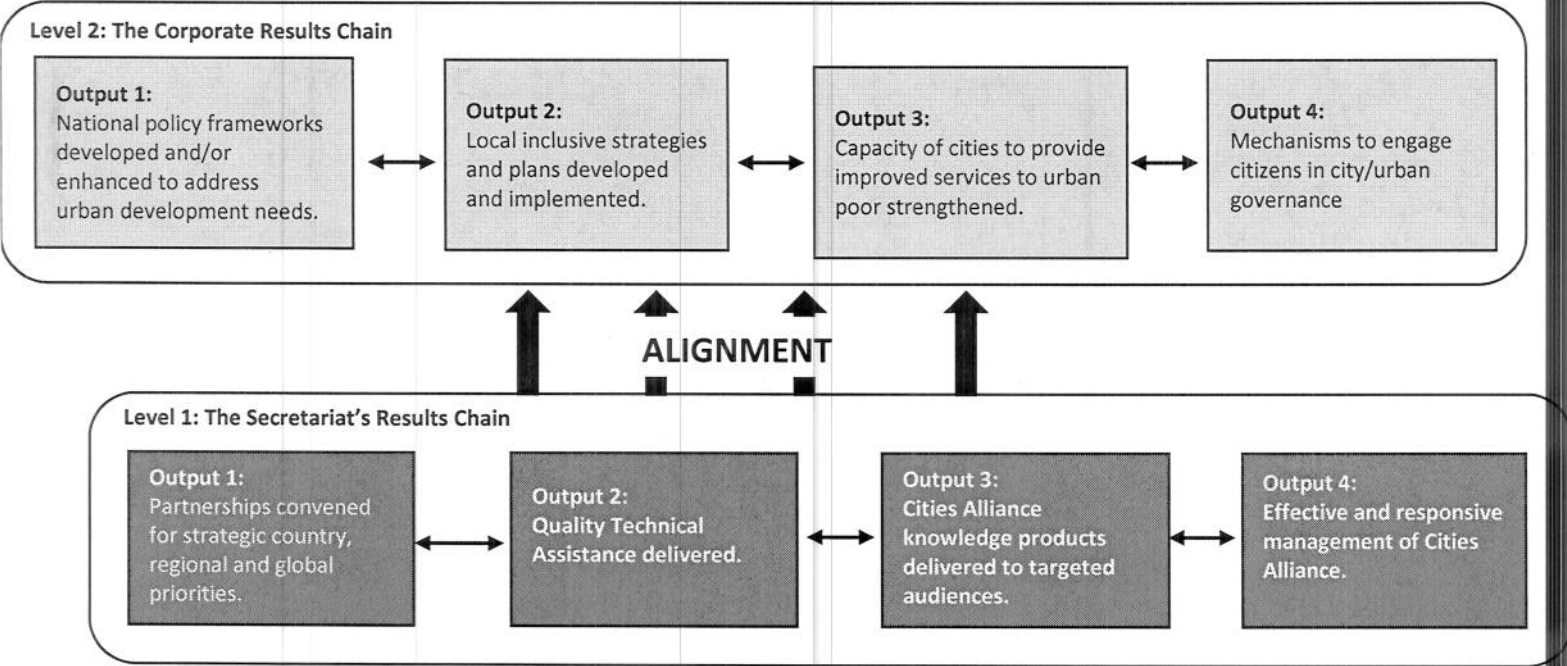

Figure 3: Cities Alliance Actors

RESULTS

Nat'l Government Clients

Partners outside of CA

Potential Investors (public & private sectors)

CA Secretariat

Urban Poor

City Government Clients

Partnerships of CA Members

members, and partnerships delivering products and services in client countries. In this type of business model, it is critical to clearly articulate what each partner is accountable for delivering by way of results and those to which they can only contribute. This clarity in results drives accountability and transparency and enables the partners to clearly understand what they are responsible for delivering, how it will be measured, and how it may be leveraged by other partners to assist in the delivery of their respective results.

For this reason, it is important for the successful development and use of a Cities Alliance Performance Monitoring System that Results Chains and Results Frameworks be developed for the key actors in the CA landscape (Figure 3). As the management engine that drives the successful efforts of its members and partners, the CA Secretariat has developed a Results Chain and Results Framework which clearly articulates the performance indicators by which it will be monitored, evaluated and its performance measured. The outputs from the Secretariat Results Chain then feeds into the outputs from the overall CA organizational (coporate) results chain (Figure 4). In the coming months, the Secretariat will work with focus country governments to develop their own Results Frameworks which will articulate their 5 year strategy for urban development and improved service delivery to the urban poor. The Results Chains that emerge from this process will become Level 3 of the Cities Alliance Results Architecture.

Figure 4: Cities Alliance Results Architecture

Level 2: The Corporate Results Chain

| Output 1: National policy frameworks developed and/or enhanced to address urban development needs. | Output 2: Local inclusive strategies and plans developed and implemented. | Output 3: Capacity of cities to provide improved services to urban poor strengthened. | Output 4: Mechanisms to engage citizens in city/urban governance |

ALIGNMENT

Level 1: The Secretariat's Results Chain

| Output 1: Partnerships convened for strategic country, regional and global priorities. | Output 2: Quality Technical Assistance delivered. | Output 3: Cities Alliance knowledge products delivered to targeted audiences. | Output 4: Effective and responsive management of Cities Alliance. |

The Secretariat has drafted a more detailed framework for the Secretariat Results Chain.

See the following pages.

Cities Alliance Results Chain for the Secretariat
May 9, 2012

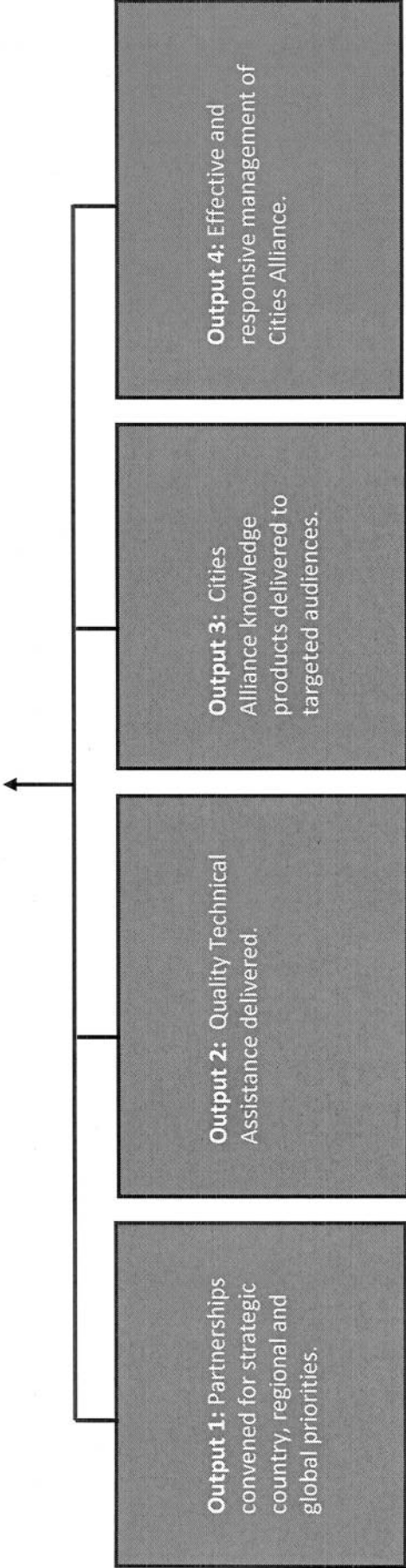**Impact:**
Cities increasingly characterized by effective local government, active citizenship, and an economy growing through greater public and private sector investment and increasing private sector participation.

Outcome:
City and national governments applying inclusive and sustainable strategies (policy, financial and development) resulting in improved delivery and use of basic services to the urban poor.

Intermediate Outcome:
City and national governments supported by a partnership of Cities Alliance members, designing and implementing:
- City-wide/nation-wide community slum upgrading programs;
- City Development Strategies; and,
- National urban policy programs.

Output 1: Partnerships convened for strategic country, regional and global priorities.

Output 2: Quality Technical Assistance delivered.

Output 3: Cities Alliance knowledge products delivered to targeted audiences.

Output 4: Effective and responsive management of Cities Alliance.

Catherine Amelink, Sr. Results Monitoring Specialist

Cities Alliance Results Framework for the Secretariat

April 12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
Impact	Cities increasingly characterized by effective local government, active citizenship, and an economy growing through greater public and private sector investment and increasing private sector participation. *Time period 2018 and beyond*	1 Increase access to clean water, sanitation, energy and solid waste management services at city level.	To be further defined based on available data sources (e.g. DHS, MICS, etc.).
		2 Increase in security of tenure.	
		3 Increase access to commercial finance at community and household levels.	
		4 Civil society organizations participating in the public debate.	
		5 Increase in public finance channeled through city governments.	
		6 Increase in public and private sector investment.	
		7 Increasing and diversification of revenue sources for Local Governments (LGs).	
		8 Increasing number and quality of long term strategic planning processes and plans developed by cities.	
Outcome	City and national governments applying inclusive and sustainable strategies (policy, financial and development) resulting in improved delivery and use of basic services to the urban poor.	1 Percent and number of countries that adopt national supporting frameworks for local slum upgrading, CDSs and enabling policies increased from x to y 2016 and from y to z by 2018.	Indicator measure strategic framework uptake by clients and assumes that adoption means dedicated funds, clear implementation roles, planning, etc. Data source: Annual slum-upgrading watchdog report. Baseline indicator: JWP slum-upgrading study. Numerator = number of countries which adopt frameworks. Denominator = number of countries in

Cities Alliance Results Framework for the Secretariat

April 12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
	Time period 2012 - 2017		which frameworks were developed.
		2 Percentage of citizens reporting that they have both the opportunity and have participated in the planning of: • national policies, • national programs and • city development programs.	Indicator measures the perceived opportunity and participation in planning process of citizens, a prerequisite for inclusive development. Data source: Citizen report cards Numerator = Respondents reporting both opportunity and participation by each type of program. Denominator = Total number of respondents by each type of program.
		3 Percentage of LGAs reporting that they have both the opportunity and have participated in the planning of: • national policies, • national programs and • city development programs.	Indicator measures the perceived opportunity and participation in planning process of citizens, a prerequisite for inclusive development. Data source: Citizen report cards Numerator = Respondents reporting both opportunity and participation by each type of program. Denominator = Total number of respondents by each type of program.
		4 Partner requests to support city and local governments in structured dialogues and partnerships with the urban poor are increased from x to y by 2016 and from y to z by 2018.	Indicator measures the commitment of partners to engage urban poor in a strategic and formalized way. Data source: Tri-annual combined monitoring report of CA partnership on member activities in urban development. Baseline indicator: CA records Numerator = number of partner request for urban poor engagement support. Denominator = number of total partner requests.

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Level	Results Chain	Performance Indicators	Indicator Definition
		5 Membership of Cities in Local Government Networks in CA country programs are increased by 25% by 2014.	Indicator measures city recognition of importance of urban poor and other "non-formal" city actors through their affiliation with LGNs. Data sources: Tri-annual reports from CA country team in collaboration with UCLG/Metropolis. UCLG/ metropolis membership reports. Numerator = City membership in 2014. Denominator = city membership in 2012.
		6 Cases in which follow-up action and investments to CA funded strategic planning processes is taken, are increased by X%.	CA Secretariat records. Baseline indicator: CDS portfolio list/ TTL reports.
		7 Donor Aid for urban development and decentralization increased by 25% by 2015 and by x% by 2017 and local private sector investment increased by x % by 2016 and y% by 2018.	Indicator is a proxy measure for the effectiveness of Cities Alliance advocacy, effective knowledge product dissemination and results reporting. Data sources: Reporting on DAC Codes (43030; 15040) and tri-annual combined monitoring reports of CA partnership on member activities in urban development. Numerator = Amount of donor aid for urban development in 2015 and 2017. Denominator = amount of donor aid in 2012 and 2015.
Intermediate Outcome	City and national governments, supported by a partnership of Cities Alliance members, designing and implementing: • City-wide/nation-wide community slum upgrading programs;	1 Increased % of CA programs and projects designed and under implementation through formal multi-partner frameworks increased from x to y by 2015 and y to z by 2018 (regional, country-based, knowledge, TA projects). A special focus on local government, urban poor and local private sector involved.	Indicator measures an increase in the number of formalized partnerships delivering services to cities, which is the focus of the secretariat's efforts to create a more collaborative and harmonized approach to urban development assistance. Data source: CA secretariat records. Numerator = number of active partnership agreements. Denominator = number of CA activities under implementation.

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April12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
	• City Development Strategies; and, • National urban policy programs. *Time period 2013 – 2018*	2 Percent of co-financing by CA members and/or by national and local governments, in the agreed TA projects (CDS, policy work) increased from x to y by 2015 and from y to z by 2018.	Indicator measures member financial contributions to TA and is a proxy measure for member commitment to urban development. Data source: CA financial records. Numerator = Amount of member co-financing for TA projects. Denominator = Total financing for TA projects
		3 Level of satisfaction of members (and non-members) of CA added-value in country, regional and knowledge program frameworks.	Indicator measures - Value added of partnership frameworks, TA and quality and usefulness of knowledge. Data source: Member score card. Numerator = Number of score cards rating CA added value at satisfactory level or higher. Denominator = Total number of added value ratings.
		4 Number of unique access for projects related pages of CA website by 2014.	Indicator measures the extent to which knowledge products being posted on the CA website are being used. Data source: Project statistics reports. Numerator = Total number of hits without Denominator = Number of unique accesses. Denominator = downloads.
Outputs	**Output 1:** Partnerships convened for strategic country, regional and global priorities.	1.1 At least x number of partner engagement/convening activities conducted in each strategic priority by 2013, y by 2014 and z by 2016.	Indicator measures the geographic distribution and nature of partner convening events. Data source: CA secretariat records. To be measured by number of partnering activities/region per country by year.
		1.2 New types of partners (private sector) engaged in CA partnering activities increased from x to y by 2013 and y to z by	Indicator measures the objective to diversify the membership base and expand financing mechanisms to local private sector.

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Cities Alliance Results Framework for the Secretariat
April12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
	Time period 2012 – 2016	2014.	Data source: CA Secretariat records. Numerator = # of instances private sector participates. Denominator = total number of partnering activities.
		1.3 Increased number of formal partnerships entered into in x, y and z.	Indicator measures formalization of partnerships and success of Cities Alliance convening process. Data source: CA Secretariat records. Numerator = Number of MOUs Denominator = Number of MOUs in prior year
		2.1 X% of TA projects have clear Results Framework in place prior to implementation and track and report on progress against performance indicators therein by 2013, y% by 2014.	Indicator measures increased quality at entry and monitoring of TA projects. Data source: Secretariat records. Numerator = Number of TA projects with RFs Denominator = Number of TA projects
Outputs Continued	Output 2: Quality Technical assistance delivered.	2.2 # of TA and KPs delivered in city enabling environments, country/city slum upgrading programs, city development strategic planning processes etc. in year 2013, 2014 and 2015.	Indicator measures diversity in portfolio of projects by type. Data source: Secretariat records. Numerator = number of project by type Denominator = Number of total projects
		2.3 Number of projects and value of projects implemented in Sub-Saharan Africa and other low income countries increase respectively by x amount and y amount by 2013 and 2016.	Indicator measures increasing priority of projects in Sub-Saharan Africa and LICS. Data source: Secretariat records Numerator = Number and value of projects in SSA and LICS Denominator = Number and value of projects in entire portfolio

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Cities Alliance Results Framework for the Secretariat

April 12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
		2.4 % of TA where objectives have been satisfactorily TTLs rating TA at least satisfactory levels by partners and clients.	Indicator measures demand side (partners/clients) of quality of TA projects. Data source: Member report card, client surveys (of sub-set of clients) Numerator = Number of satisfactory ratings Denominator = Total number of ratings Both for member report cards and client surveys
		3.1 Knowledge products designed and developed (matching demand and supply).	Indicator measures the alignment of the knowledge products and strategy and demonstrates clear and proactive management of the delivery of CA knowledge to targeted audiences. Data source: Knowledge pipeline and distribution schedule. Numerator = KPs developed and delivered. Denominator = KPs defined in knowledge strategy.
	Output 3: Cities Alliance knowledge products delivered to targeted audiences.	3.2 KPs delivered to targeted audiences by x date.	Indicator measures the KP delivery process to targeted audiences. Data sources: KP dissemination list. Numerator = Number of KPs Denominator = Number of audience types receiving KP (number and type)
Outputs Continued		3.3 Number of hits/type of knowledge product on web site	Indicator measures demand for CA knowledge products by type based on hits by number and type. Data sources: Web site report Numerator = Number of hits on KPs Denominator = Number of hits on CA site
		3.4 Gaps identified in country program assessment filled by new/existing KPs by x date.	Indicator measures the level of responsiveness of CA KPs to client needs within countries. Data sources: Program assessments and KP pipeline

Cities Alliance Results Framework for the Secretariat

April12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
			Numerator = Denominator =
		3.5 Increased utilization of member-generated KPs (packaged, targeted, disseminated)	Indicator measures member recognition of value added CA Secretariat's knowledge product production and dissemination process. Data sources: KP dissemination pipeline
		3.6 % of positive responses that Knowledge Products are useful to members and clients by type of KP.	Indicator measures the "usefulness" of KPs received/downloaded by users. Usefulness will be defined by several criteria and measured by surveys disseminated to selected members and clients.
		4.1 Secretariat services rated at least satisfactory by members in the following categories: • Value for money • Efficiency • Responsiveness	Indicator measures level of satisfaction with secretariat. Data source: Cities Alliance Report Card
Outputs Continued	**Output 4:** Effective and responsive management of Cities Alliance.	4.2 Formal members of the CA increased diversification (e.g. private sector)	Indicator measures the fruition of efforts to diversify the makeup of members, Data source: Member list
		4.3 At least x% of the TA portfolio using the CA performance monitoring system to track and report on progress by the end of 2012.	Indicator measures the effective installation and use of the CA Performance Monitoring System. Data source: Database reports. Numerator = Number of projects using PMS. Denominator = Total number of projects.
		4.4 Time from final disbursement to closing decreased to x.	Indicator measures the increases in efficiency in closing grants.

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Cities Alliance Results Framework for the Secretariat

April 12, 2012

Level	Results Chain	Performance Indicators	Indicator Definition
			Data source: Secretariat database/SAP.
		4.5 Time from submission of proposals to grant agreement to disbursement to closing decreases from x to y by end of 2012 and from y to z by 2014.	Indicator measures improved efficiency of grant cycle (from submission, agreement signing to disbursement). Data source: Secretariat records (SAP) Numerator = Time from submission to disbursement in 2012 and then in 2014. Denominator = Time from submission to disbursement in 2011 and 2012.
		4.6 Number of projects in which disbursements are made on time according to agreed disbursement schedule increases from x to y by 2014 and y to z by 2017.	Indicator measures improved efficiency of disbursement process as well as effective implementation based on schedule. Data source: Secretariat records (SAP) Numerator = Number of on-time projects. Denominator = Total number of projects.

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