



EUROPEAN CENTRE
FOR MINORITY
ISSUES KOSOVO

Manual

On Operationalisation of Municipal Action Plans

A Step-by-Step Guide for Municipal Officials

Funded by:



Working Towards a
Stable Multi-Ethnic Kosovo



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ECMI Kosovo

ECMI Kosovo is the principal non-government organisation engaged with minority issues in Kosovo, with the overarching aim to develop inclusive, representative, community-sensitive institutions that support a stable multi-ethnic Kosovo.

ECMI Kosovo contributes to the developing, strengthening and implementation of relevant legislation, supports the institutionalisation of communities-related governmental bodies, and enhances the capacity of civil society actors and the government to engage with one another in a constructive and sustainable way.

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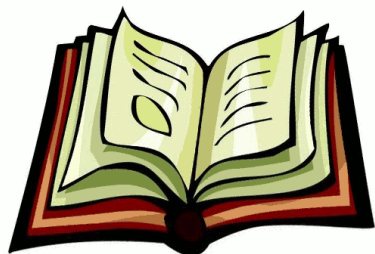
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Acronyms

ECMI Kosovo	European Center for Minority Issues Kosovo
MAP	Municipal Action Plan for the Integration of Roma, Ashkali and Egyptian Communities in Fushë Kosovë/Kosovo Polje, 2010-2012
MED	Municipal Education Directorate
MF	Ministry of Finance
MOCR	Municipal Office for Communities and Returns
NGO	Non-Governmental Organization
UNICEF	United Nations Children's Fund

1. Introduction and Background

1.1 Background



This Manual on Operationalisation of Municipal action plans has been prepared as a tool for municipal officials who are involved in drafting and implementing municipal action plans. The purpose is to increase the capacities of municipal officials with regards to the preparation and implementation of municipal action plans. The Manual has been produced as part of the project '*Improving the Delivery of Roma, Ashkali and Egyptian Education in the Municipality of Fushë Kosovë/Kosovo Polje*', funded by UNICEF and implemented by European Centre for Minority Issues (ECMI) Kosovo. It draws on concrete examples of operationalising the *Education Component* of the *Municipal Action Plan (MAP) for the Integration of Roma, Ashkali and Egyptian Communities in Fushë Kosovë/Kosovo Polje, 2010-2012*, as part of the national Strategy for the Integration of Roma, Ashkali and Egyptian Communities in Kosovo 2009-2015.

1.2 Objective of this Manual

In recent years, many strategic documents have been adopted at the central level. However, experience with implementation of strategic plans and documents at the municipal level reveals either an **absence of corresponding municipal action plans**, or, even in cases where such plans have been adopted, there is lack of implementation due to their insufficient operationalisation and/or no monitoring and evaluation system established. This Manual will therefore **offer a step-by-step guidance for drafting of municipal action plan or operationalizing of existing plans**, which would then serve the municipal officials as guidance in their work of delivering services to its citizens. Lastly, the objective is also to improve the processes of planning, implementation and monitoring at the local level.

Why Operationalisation is Needed?

In order to serve as guiding document and ensure proper implementation, municipal action plans need to be linked to the central level documents and contain detailed activities, with clearly defined responsible (and supporting) departments, realistic timelines, and cost-estimation for each activity. Special attention must be given to the development of indicators, which will allow the monitoring and evaluation of the action plan's implementation. The objective of this Manual is thus to **lead you through the steps that are necessary for preparing a fully operationalised action plan or to operationalise your existing action plan**, that would **improve the delivery of local services and policies**.

1.3 Target Audience

This manual is aimed to serve both **municipal legislative** and **executive bodies**. On one hand, the legislative bodies can benefit from this Manual by being able to better plan and monitor the implementation of central and local level strategic documents. In other words, before approving municipal action plans, the legislative representatives may use the Manual **to assess if all the necessary steps have been planned** that would ensure the full implementation. On the other hand, because the executive bodies of municipalities are responsible for drafting and implementing local plans, this Manual can help them to **prepare a fully operationalised plan or to make an existing plan functional**. In particular, officials who **lead the planning process**, who are engaged in **policy (or strategy) making** and in **implementation** are directly targeted persons of this Manual. However, because local strategies and action plans may emerge from national plans, government and central offices are also considered as indirect target groups of this Manual.



1.4 Organisation of this Manual

The first part of the Manual provides general information with regards to the **overall process of preparing fully operationalised action plans**, and is aimed to assist you to adequately plan according to the different phases. The second part provides an **illustrative step-by-step presentation** of the operationalisation of an existing municipal action plan from the concrete experience of operationalising the Education component of the Municipal Action Plan (MAP) for the Integration of Roma, Ashkali and Egyptian Communities in Fushë Kosovë/Kosovo Polje. The following action from the education component of the Fushë Kosovë/Kosovo Polje MAP will be used throughout this document as an illustration for the process of operationalisation:

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.			
Activity 3: Motivating increased participation to the education.			
Action	Time	Responsibility	Budget
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Q2 – 2010 Q3 – 2011 Q2 – 2012	MOCR, MED, NGOs	Kosovo Budget

This action will be improved after each step of operationalisation throughout this Manual, and at the end you will have an example of an activity that is fully operationalised. The last part of the Manual will focus mainly on the **importance of monitoring and evaluation planning** for operationalised action plans.

1.5 How to Use this Manual / Applicability

This Manual is designed to serve you when **planning and drafting an action plan** or when **operationalising your existing action plans**. The step-wise approach presented in this Manual provides you a simplified presentation of all the steps you need to take in order to draft a fully operational action plan. You can either read through the **stages** of the process of operationalisation **from the beginning to the end**, or go directly to the **stage that is relevant** for your activity of operationalising an existing action plan. Apart from the fact that this Manual is focused on *municipalities*, the planning methods used may also be applied by other institutions, departments, offices, according to their specificities.

2. Preparing a Fully Operationalised Action Plan

This part of the Manual will first provide you with explanations for the determination of a **methodology** for conducting the operationalisation process, after which the operationalisation will be demonstrated in **five steps**, illustrated on the concrete example of operationalising the Education Component of the Fushë Kosovë/Kosovo Polje MAP.



2.1 Preparing the Methodology for Operationalisation

A **methodology** is a **plan that outlines your approach for developing a fully operationalised action plan**. It will help you to define the **structure the process** of operationalisation, to determine which **resources, activities and tasks** will be required and to indicate how the process will be carried out through indicating **by whom, when and how** the different tasks should be completed.

When preparing the methodology for the development of an operationalised action plan, you should consider the following:

- **Identify a person** who would prepare a methodology (a plan) for the drafting or operationalising of an action plan. This person should ideally be a municipal official with relevant knowledge and experience regarding the activities in the action plan, as well as the organizational and individual capacities. External expert may also be consulted if needed. Consider which other relevant staff should be involved in the process of drafting the methodology to provide feedback and suggestions; it would be helpful if municipal senior management (or a Director) tasks the persons with relevant expertise.

- **Define the methodology requirements:** you should define the content that the methodology should contain and how to implement it. You should consider the concrete requirements and the situation on the ground. For example, you will have to decide whether you will be drafting a new action plan or operationalising an existing one. Revision process of documents is performed with various aims, such as to improve their implementation and ensure that its results and impact are increased. Moreover, relevant legislation, policies and strategies may also provide you guidance of developing the methodology. Remember that the methodology should be comprehensive, clear, appropriate and attainable.
- **Assess existing internal procedures and processes:** With a clear understanding of your requirements, you should compare existing implementation processes, tools and systems for implementation of other action plans/projects against your requirements and identify any synergies/gaps. This can prevent you from re-inventing methodologies and help you to develop a more concrete and useful methodology.
- Based on the above findings and analysis, you should now **develop your own methodology for drafting a new or implementing an existing action plan**. The methodology should:
 1. set out the entire structure for the implementation, i.e. the steps to be taken;
 2. determine the resources, activities and tasks required for a successful completion;
 3. indicate how to complete each activity by describing who should complete it, how and by when;
- Prior to moving into action of operationalisation, you may organise one or two small **group discussions** for exchange of views regarding the methodology. These discussions can be useful for identifying potential problems that may be faced in the process of carrying out the operationalisation.



You have to be **realistic** when defining steps to be taken needed for drafting or operationalising an action plan. In other words, you must know if your municipality or target group has any restrictions (financial, human resources etc) that would prevent your actions, are there any external factors etc;

Optionally, you may consider that **training** is necessary for municipal officials who would be dealing with the drafting or operationalising the action plan. It may be advisable that they are trained (or knowledge is refreshed) regarding basics for strategy/project planning and implementation.

As you can see, the methodology should be prepared as a **concise and clear written document** that outlines the steps you need to take and guides you throughout the entire process. In the methodology, and after consulting relevant municipal senior management, you should **identify one or two municipal officials** that would be responsible for overseeing the entire process of operationalising the action plan.

2.2 The Five Steps of Operationalisation

The process of preparing a fully operationalised action plan demands the following steps:

STEP 1: Specifying measurable indicators: Indicators are important for monitoring the progress against actions. Therefore, it is important to identify indicators for each activity.

STEP 2: Budgeting of activities: Operationalising an action plan requires that activities and their implementation are concretized. In order to achieve this, budgeting of activities in terms of resources to be deployed needs to be performed. Ideally, budgeting shall be finalized upon adequate consultations with relevant parties.

STEP 3: Determining/Revising timelines: A good action plan contains concrete and feasible timelines for the implementation of activities.

STEP 4: Specifying responsibilities: For implementation and monitoring and evaluation purposes, responsibilities need to be specified for each identified activities. Each activity of the action plan shall be assigned a municipal department to act as owner of the process.

STEP 5: Establishing Monitoring and Evaluation Plan: In order to identify the progress against actions and the progress against results, monitoring and evaluation need to be established. Identified indicators are the key elements for monitoring progress.

3. Illustration of Operationalisation on the Example of Fushë Kosovë/Kosovo Polje MAP

This part will be an illustrative presentation how the operationalisation was performed in the concrete example of Fushë Kosovë/Kosovo Polje MAP, particularly the education component of the MAP. A step-by-step approach was used for presenting the processes and activities during the operationalisation. For facilitating that the process is understood smoothly, a concrete activity within the MAP was used to describe the steps.

3.1 Preparing the Methodology for Operationalising the Education Component

The preparation of a methodology for the operationalisation of the Education Component of the MAP was conducted in following steps:

First, the Municipal Directorate of Education and the Municipal Office for Communities and Returns were identified as relevant for preparing the methodology, as their tasks and duties were directly relevant to the education component, while ECMI Kosovo provided external assistance.

Second, the **requirements for the operationalisation were analysed**. It was decided that the existing Municipal Action Plan (MAP) for the Integration of Roma, Ashkali and Egyptian Communities in Fushë Kosovë/Kosovo Polje, 2010-2012, would be revised and operationalised. The **revision of the MAP** has been performed in order to identify which actions are already performed, if responsible persons within the MAP should still remain unchanged and if timelines are feasible. Because the MAP has been approved by the Municipal Assembly earlier, the MAP was binding for the municipal administration to implement it. The review of the initial plan revealed the need for updating timelines and responsible persons.

Following the analysis of the requirements of the operationalisation and the review of the existing MAP, it was decided to conduct the operationalisation of the MAP in following steps:

STEP 1: Defining measurable indicators for each specific action:

- Because indicators for monitoring were missing in the MAP, there was a need to identify indicators in order to measure the progress.

STEP 2: Developing budget and identifying resources to be deployed:

- Because without budget and pre-specified resources, MAP could not be implemented. Therefore, activities had to be budgeted in order to ensure implementation.

STEP 3: Specifying responsibilities for specified actions:

- Because it was necessary to specify responsible persons/offices in order to ensure that responsibilities are considered more seriously and activities are implemented and reported.

STEP 4: Adapt timelines:

- Because the approved timelines for some of the activities were already outdated, the timelines had to be updated in order to provide a realistic timeframe for the implementation of activities.

STEP 5: Designing a monitoring and evaluation system:

- Because these system were missing, the implementation and impact of the MAP could not be measured. It was therefore important to design a system for monitoring and evaluation of the MAP implementation.

Following the drafting of the methodology, two persons (one from Municipal Education Directorate and another from Municipal Office for Communities and Returns) were identified, who would be responsible for operationalising of the education component of the MAP.

3.2 STEP 1: Specification of Measurable Indicators

Indicators are defined as variables, the aim of which is **to measure the progress or impact** of a given process. Also, indicators are an essential **part of a monitoring and evaluation system** because they are what you measure and/or monitor. Therefore, you need to decide early on what your indicators are going to be so that you can begin collecting the information immediately. *For instance, you cannot use the number of television aerials in a community as a sign of improved standard of living, if you don't know how many there were at the beginning of the process.* This is why you have to identify indicators in such way that would provide you enough information to measure **how the situation was before action was taken** and **how it is after the action**.

There are three main types of indicators:

- **Input indicators** would help you to identify which resources you have to invest in order to ensure the actions are implemented accordingly. These resources can be both human and financial resources (who would be involved, how much financial resources you would need etc).
- **Result indicators** would assess your output in terms of products and services for the target group. They often concern goods, services and infrastructure realized with the participation of the target group.
- **Impact indicators** are linked to the objectives. These indicators measure how much the objective has been achieved.

Whatever the type of indicator, a good indicator has to be sufficiently valid, measurable with an acceptable degree of accuracy, sensitive enough to changes, simple and as efficient as possible regarding costs.

Examples of Input, Result and Impact Indicators for the Selected Action

The table below shows examples of input, result and impact indicators for the selected MAP action:

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.			
Activity 3: Motivating increased participation to the education.			
Action	Input	Result (output)	Impact
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Salaries, Goods and Services, Subventions, Transfers, Capital	Number of campaigns organized in cooperation with communities	Increased awareness of parents, demonstrated through increased number of registrations

Specification of Indicators for the Selected Action

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.	
Activity 3: Motivating increased participation to the education.	
Action	Indicator
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Number of campaigns organized in cooperation with community, schools and municipality.

For the purpose of the operationalisation of the Fushë Kosovë/Kosovo Polje MAP, it was decided to use result indicators, as it was judged that those would be the most suitable to measure the progress in the MAP implementation:

3.3 STEP 2: Developing Budget and Identifying Resources to be Deployed

An operational action plan requires that activities and their implementation are concretized. In order to achieve this, budgeting of activities in terms of resources to be deployed needs to be performed. At the same time, it is also important that you are aware of the budget procedures applicable to Municipalities, so that you are able to fit your planned activities into the budget of your institution. This clearly indicates there are two different aspects in terms of the overall budget procedures: the institutional budget procedures and the budgeting of concrete activities.

Budget procedures applicable to Municipalities

Budget planning process for municipalities is a long and exhaustive exercise. There are strict deadlines and processes to be followed by municipalities. These are all set centrally by the parliament and the government. Thereafter, details and requirements are regulated by Ministry of Finance.



Procedures and timelines that budget organizations need to follow are regulated by Budget Circulars. These circulars specify deadlines within which budget organizations need to develop their budgets, in compliance with relevant laws and regulations (Please see below important dates identified by Budget Circular 2012-01). Main laws and regulations regarding budget issues are the Law on Public Financial Management and Accountability, Law on Local Government Finances and Mid-Term Expenditure Framework. Knowing key dates and actions to be respected by budget organizations, you will know

when to advocate with the relevant municipal bodies for the inclusion of your action plan activities in the municipal budget. It is highly important that your activities have budget assigned, as it will provide you with concrete means to implement your action plan.

Budget Circular No. 2012-01 for budget organizations for year 2012 (You should pay attention that the dates indicated below refer to those for year 2011, because of the fact that the budget for 2012 has to be already completed before the start of the actual year):

- 28 April – approval of 2012-2014 Midterm Expenditure Framework (MTEF) by the Government and sending the MTEF to the Assembly of Republic of Kosovo.
- 13 May – Issuance of first 2012/01 Budget Circular. This circular contains instructions for budgetary procedures, budget limits and budget calendar.
- **21 June – Budget organizations submit their budget requests to the MF as per relevant documentation, programs and economic categories. Budget requests must be entirely justified through using the Budget Development Management System (BDMS) and Public Investment Program (PIP) usage.**

21 June is the important deadline for you to know, because it is the last date that your municipality will have to submit its request to the respective department in the Ministry of Finance. The materials are to be sent in three languages – Albanian, Serbian and English – and shall be submitted in both electronic and hard copy.

- 30 June – Second budget circular 2012/02 will be issued as per needs and will address only the specific issues which resulted after the issuance of first budget circular.
- **15 July – If the second budget circular requires additional information, this information need to be sent until this date.**
- **22 August - 02 September – Budget hearings (after receiving material from budget organisations). Participants to the hearings will be budget organisation officials, MF staff, Office of Prime Minister of Republic of Kosovo, representatives of Parliamentary Commission for Budget and Finance. The schedule of budget hearings will be presented in the second budget circular.**
- **12 September - 17 September - consultations in the Government for identifying final budgetary limits.**

12 September - 17 September is the period when municipalities, after conducting necessary public hearings (which are public discussions open for everybody and include senior municipal officials, citizens, NGOs and other interest groups and stakeholders), discuss and approve their budgets at their Policy and Finance Committee as well as Municipal Assembly.

- 22 September – issuance of third budget circular with final budget limit.
- 26 September - 28 September –Complaints to be sent by budget organizations, in case they are not satisfied with the limitations provided by the MF.
- 30 September - 1 October – Government meetings to review budget organization complaints.
- 11 October – First budget draft prepared by the MF and send to the Government for adoption.
- 12 October - 29 October – Adoption of the final budget draft in the Government.
- 31 October – Submission of the 2012 budget draft to the Assembly of Republic of Kosovo for approval until the date specified in the Law on Managing Public Finances and Liabilities.

Please note that these dates are the ones identified by the Budget Circular 2012-01, because at the time of the preparation of this Manual these were the only dates available. Dates may vary for each year, however the above deadlines can give you an idea on approaching deadlines and steps to be taken, which are to be determined by the Ministry of Finance.

Budgeting of Activities

In order to implement action plan activities, it is important to identify which resources will be required for the implementation of the activities, i.e. to **budget the activities**. This process includes an analysis of each activity in order to identify concrete steps required for its implementation. After having specified the concrete steps, a cost estimate needs to be developed for each of them, which at the end will provide the budget for the respective activity.

While budgeting activities, it is important to know how municipal budgets are structured. Municipal budgets are prepared according to the **five economic categories**: Wages and Salaries, Goods and Services, Utilities, Subventions and Transfers and Capital Expenditure.

During the process of budgeting the activities of Fushë Kosovë/Kosovo Polje MAP education component, the persons from MED and MOCR responsible for the operationalisation have worked together and identified the concrete steps required for the implementation of each activity of the MAP. Following this, a realistic cost estimate was calculated for each step by taking into account previous experience and current market prices. This included the identification of the steps which would not require any budgetary means.

Following the exercise of budgeting of activities of the education component by MED and MOCR officials, the municipal finance officer reviewed the process on its correctness and compliance with municipal budgeting practice. The concrete input provided by the finance officer was in terms of dividing developed budget into the corresponding economic categories. The budget prepared for the concrete action of the MAP has been identified as follows:

Budgeting Activities

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.				
Activity 3: Motivating increased participation to the education.				
Action 3.1: Organizing awareness raising campaigns targeting parents for timely registration of children into school				
	(€) Goods and Services	(€) Subventions and Transfers	(€) Wages and Salaries	(€) Utilities
Printing posters for campaign - 10 posters	90			
Meetings of school directors and municipal officials				
Renting the room for campaign meetings	50			
Information/notification in the media (RTK in Romani language)				
Printing brochures for campaigns – 250 pieces	200			
TOTAL	340			

As you can see, there are five steps that have been identified as necessary to implement this activity. In terms of economic categories, all budgeted items are listed under Goods and Services, as none of them correspond to wages and salaries, subventions or utilities. For example, it was assessed that **10 posters** would be needed for key locations where communities live. The calculation of 10 posters at a price of **9 Euro** resulted in a total budget line of **90 Euros**. As you can see, not all the items have budgetary means assigned. This is because *meeting with school directors* as well as *information/notification in the media* were identified as part of official duties, respectively as information for general public that required no budget. In order for you to make sure no mistakes are made in costs and economic categories that budget lines correspond to, we strongly recommend that you actively cooperate with responsible persons from your municipal Finance Department.



Once the budget for the action plan is prepared, it would be preferable that the Head/Director of your department advocates for the approval and the **inclusion of this budget into the municipal budget**. The times/deadline set by the MF will help you to plan how and when to work on the inclusion of the MAP in the municipal budget. Also, another important aspect of budgeting activities is the resulting knowledge about the cost requirements of each activity when approaching **external partners/donors** who might be interested to support some of the activities.

3.4 STEP 3: Specifying Responsibilities for Specified Actions

Identifying responsible departments or persons and supporting partners (other departments, state institutions, NGOs, international agencies etc) is important for several reasons. If actions do not indicate a clear responsibility, there is a risk of lack of ownership, which may affect the commitment to implement the actions. Clarity about responsibilities is also necessary for the sake of reporting, monitoring and evaluation.



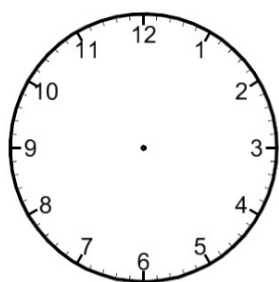
In our case, the responsible municipal officials of Fushë Kosovë/Kosovo Polje have gone through each activity of the MAP to assess whether the identified responsible persons in the initially approved plan were still valid. The approach in this exercise was to divide responsibilities into primary responsible persons and assisting responsible persons. In doing so, it was aimed to assign clear responsibilities so as to ensure full implementation and more accurate reporting and monitoring.

Example of identifying responsible persons

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.			
Activity 3: Motivating increased participation to the education.			
Action	Initial plan	Primary responsible	Assisting party
Organizing awareness raising campaigns targeting parents for timely registration of children into school	MOCR MED NGOs	MOCR	MED, NGOs

As for our concrete activity, the MAP initially identified responsibilities to MOCR, MED and NGOs. After the exercise, the MOCR was identified as being the primarily responsible party, while the MED and the NGOs were defined as assisting parties in this activity.

3.5 STEP 4: Adapting Timelines



An essential component of any activity is the timeline. Defining timelines is important to ensure the timely implementation of activities. It is also important to ensure that budgetary spending and reporting are in compliance with procedural requirements. You should consider that adapting timelines may need to be undergone periodically, depending on the implementation of the action plan and possible rise of actions that require urgent implementation.

In the example of the of Fushë Kosovë/Kosovo Polje MAP, the initial plan provided concrete timelines, however, due to delays in the implementation it was necessary to review and adapt the timelines so that they correspond to the actual situation. Timelines were also bound to the availability of the budget. If budget is not available, the implementation of an activity might have to be postponed; while if budget becomes available, the activity can be implemented. It was foreseen to regularly discuss the timelines in order to see when are the best times to implement certain activity.

Adapting Timelines

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.

Activity 3: Motivating increased participation to the education.

Action	Initial Plan	Planned Timeline
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Q2 – 2010	Q2 – 2012
	Q3 – 2011	Q3 – 2012
	Q2 – 2012	

As you can see from the concrete activity example, the review exercise brought an adaptation of the timeline to account for the delay in the Action Plan implementation.

3.6 STEP 5: Designing a Monitoring and Evaluation Plan

Monitoring and evaluation should be part of your planning process. Setting up monitoring and evaluation systems has to be done in advance. You need to begin gathering information about performance and in relation to targets from the very beginning.



Monitoring is the process of gathering information regarding “a programme’s current use of its resources” and about “what is currently being accomplished through the use of those resources”. Monitoring is performed on the basis of:

- budget execution information; and
- information that comes from the organizational units that are directly implementing the programme.

Evaluation is the process of analyzing budget and programme information that is gathered through monitoring (as well as information from other sources that may be relevant), and about making some judgments regarding that information. Evaluation also considers the programme’s purposes and goals and compares the results of activities to the attainment of those goals. As such, evaluation can be considered to be a deeper and more complex process than monitoring, and it frequently has a longer time horizon. These period depends on the decision when and how to make the evaluation and could be six-monthly or annually.

Monitoring and evaluation are sometimes confused with each other, but there are important differences between them:

Monitoring is generally a passive process, based on observation and information-gathering;

- The main goal of monitoring is to gather information and to help managers, staff, and decision makers to learn about the programme;
- Monitoring may involve some types of reporting, but it does not necessarily also include making analyses on the basis of the information that is gathered or the activities that are observed.

Evaluation is generally a more active process, which begins with information gathering and then automatically progresses to more complex steps, such as drawing technical conclusions on the basis of the information that is gathered, and using the information for making policy decisions about the programme.

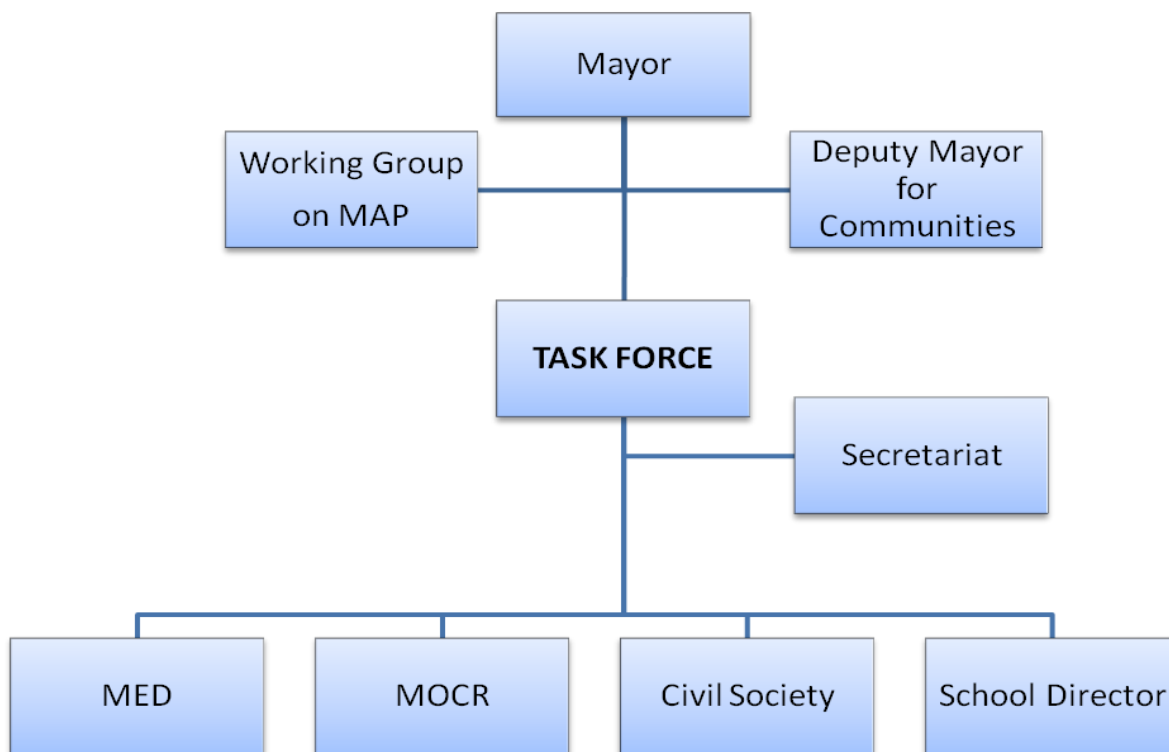
- Evaluation has several goals, the most important of which is to support decisions on current and future directions of the programme.

Designing a Monitoring System

When **designing a monitoring system**, first of all, it is important to **define the flow of information** for monitoring purposes. The information flow starts from the collection of data up until the monitoring report has been written and shared. As regards data collection, it is important to know your indicators so that you can adequately collect data and information and then monitor your progress. The questions that need to be answered when defining the information flow are:

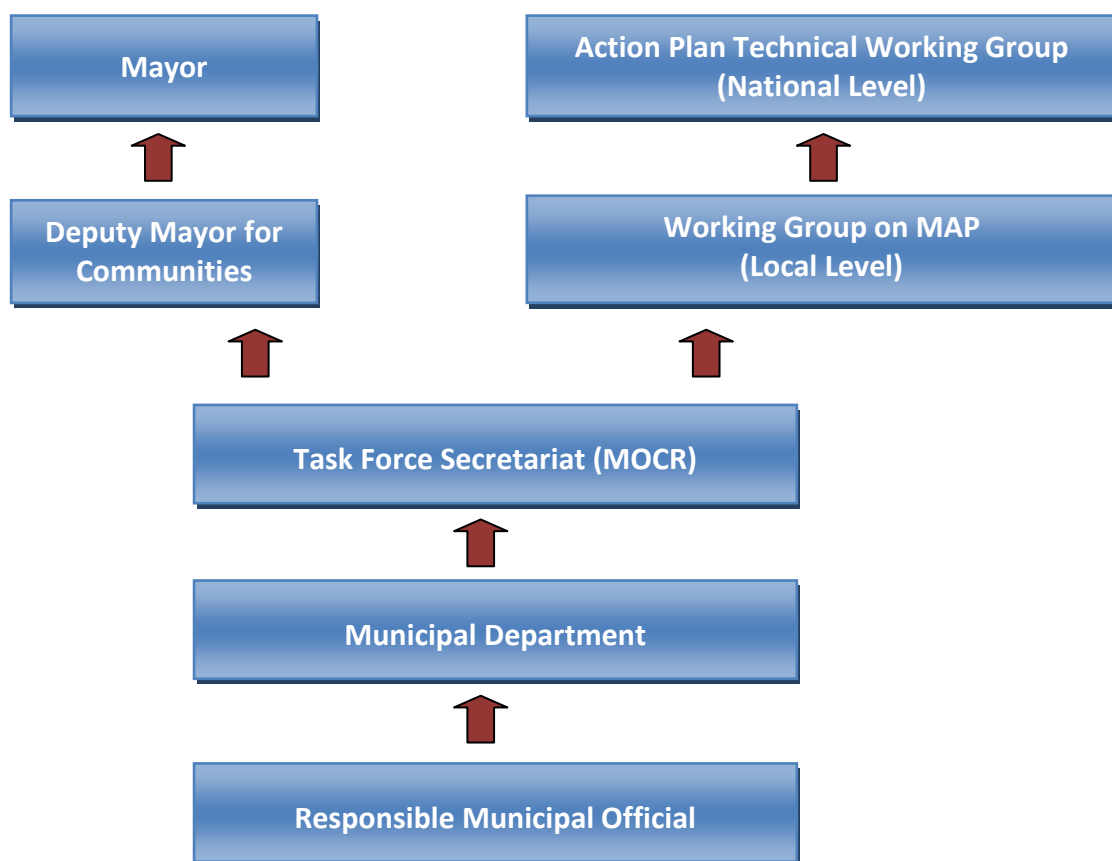
- What data have to be collected?
- Where will be the data collected?
- With what method and by whom?
- How will you be informed?
- When will you be informed?

In the case of Fushë Kosovë/Kosovo Polje, it was decided to establish a Task Force that would work on prioritizing, coordinating the activities and monitoring the progress of the MAP implementation. Members of the Task Force were defined as follows: Director of MED, another member from MED, one school director, one person from the MOCR, one representative from civil society. The organogram below shows the structure of the Task Force:



As concerns the reporting flow, it was planned that the MOCR plays the role of the Secretariat and collects information on the implementation of activities and reports to the Task Force. The Task Force would then agree on the steps to be taken and would report regularly to the Deputy Mayor for Communities and the Mayor, as well as to the bodies responsible for the implementation of the MAP as whole. In order to ensure the availability of consistent information gathering, a simple form with basic information is developed for regular reporting of information for monitoring purposes (see Annex 1). The diagram below depicts the definition of the flow of information.

REPORTING FLOW



Designing an Evaluation System

An evaluation can be considered a (small) project in its own. It has its own objectives to be achieved, activities to be done and organizational aspects to be arranged. The process of evaluation consists of various steps. Below are some basic steps for you to refer during your evaluation process:

1

Decision to Evaluate: First, the decision to conduct an evaluation has to be made. By whom this decision is made, depends on whether it is an internal or an external evaluation. The reasons to have an evaluation need to be clear. Common reasons for deciding that an evaluation (or review) should take place are i) to justify a decision e.g. project extension, ii) to solve problems with implementation, iii) to address political questions, e.g. impact of a development programme or policy.

Select Evaluation Team: The evaluator or evaluation team has to be selected. In the case of the municipality of Fushë Kosovë, this evaluation could be performed by the established Task Force.

2

3

Planning and Preparatory Work: Next, the evaluation team has to prepare a time table and finalize the work plan in terms of methodology and division of tasks among the team members.

Implement the Evaluation: In the implementation phase of the evaluation, all relevant data are collected and a start is made with data analysis. In the process of data collection, the evaluation team can draw on the existing data gathered previously through monitoring; it will also need to arrange interviews, to identify respondents for questionnaires, to organize site visits or meetings in order to gather additional necessary information.

4

5

Prepare the Report: After all data have been collected and analyzed, the evaluation team prepares a draft version of the report. The report should compare the programme's or project's purposes and goals with the results of activities and provide conclusions and recommendations.

Final Phase: The draft report is distributed among the relevant parties, like the donor, the team, other departments and representatives of the beneficiaries to give their comments and discuss the findings. Finally, the evaluation team prepares the final version of the report and distributes it. The work of the evaluation team ends here, but the team and relevant decision-making municipal body now has to make follow-up to the recommendations made.

6

4. Concluding Remarks

As a result of the operationalisation, we obtained a fully operationalised education component of the MAP, which can now serve the municipal officials as guidance in their work of delivering services to its citizens. The following page shows you the **initial table** for our example activity and the **resulting table** based on the steps that were explained in the Manual.



BEFORE

This table is an extract from the original Fushë Kosovë/Kosovo Polje MAP for the action used throughout this Manual

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.			
Activity 3: Motivating increased participation to the education.			
Action	Time	Responsibility	Budget
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Q2 – 2010 Q3 – 2011 Q2 – 2012	MOCR, MED, NGOs	Kosovo Budget



AFTER

The action after the exercise of operationalisation

Objective 1: Visible improvement of participation and the quality in the education for Roma, Ashkali and Egyptian communities.					
Activity 3: Motivating increased participation to the education.					
Action	Indicators	Budget (€)	Responsible	Assisting Party	Timeline
Organizing awareness raising campaigns targeting parents for timely registration of children into school	Number of campaigns organized in cooperation with community, schools and municipality.	340	MOCR,	MED, NGOs	Q2 – 2012 Q3 – 2012

ANNEX 1

FUSHË KOSOVË / KOSOVO POLJE MUNICIPALITY
REPORT ON IMPLEMENTING THE ACTIVITIES OF MUNICIPAL ACTION PLAN FOR THE INTEGRATION OF
ROMA, ASHKALI AND EGYPTIAN COMMUNITIES

Reporting date:	Reporting person:	
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PLANNED

Municipal Action Plan Activity	Indicators	Budgeted	Responsible Directorates	Other Partners	Time / Quarter

REALIZED

Completed concrete activity (as per planning)	Indicators - Result	Spent	Realizing Directorate	Support offered by	Implemented Time / Quarter

OTHER COMMENTS

Non-realized activities:	
Obstacles for achieving objectives:	
Comments / Recommendations:	