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Office of the Prime Minister

IMIHIGO EVALUATION

FY 2016/2017:

Final Report

**Institute of Policy Analysis and Research-Rwanda
(IPAR-Rwanda)**

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Acronyms and Abbreviations

AAPs: Annual Action Plans
CRC: Citizen Report Card
DDPs: District Development Plans
EDPRS: Economic Development and Poverty Reduction Strategy
FDS: Fiscal Decentralization Strategy
FY: Fiscal Year
GDP: Gross Domestic Product
Ha: Hectare
IIT: Individual Imihigo Targets
IPAR: Institute of Policy Analysis and Research
Km: Kilometer
JADF: Joint Action Development Forum
JIT: Joint Imihigo Targets
LODA: Local Administrative Entities Development Agency
M&E: Monitoring and Evaluation
MIDIMAR: Ministry of Disaster Management and Refugee Affairs
MIGEPFOP: Ministry of Family and Gender Promotion
MINADEP: Ministry of Defense
MIFOTRA: Ministry of Public Service and Labor
MINAFFET: Ministry of Foreign Affairs and Cooperation
MINAGRI: Ministry of Agriculture and Animal Resources

MINALOC: Ministry of Local Government
MINEAC: Ministry of the East African Community
MINECOFIN: Ministry of Finance and Economic Planning
MINEDUC: Ministry of Education
MINICOM: Ministry of Trade and Industry
MINIJUST: Ministry of Justice
MININFRA: Ministry of Infrastructure
MININTER: Ministry of Internal Security
MINIRENA: Ministry of Natural Resources
MINISANTE: Ministry of Health
MINISPOC: Ministry of Sports and Culture
MYICT: Ministry of Youth and ICT
MTEF: Medium Term Expenditure Framework
PRIMATURE: Prime Minister's Office
RDB: Rwanda Development Board
VUP: Vision 2020 Umurenge Program

Executive Summary

Background – The 2016/2017 *Imihigo* Evaluation was commissioned by the Office of the Prime Minister. It was carried out by the Institute of Policy Analysis and Research, the Rwanda’s leading independent think tank with a reputation for high quality and cutting edge research and policy analysis.

Purpose, approach and methodology – The overall aim of this evaluation was to assess progress made against *Imihigo* targets and to identify potential gaps in order to inform and advise on the future planning and implementation of *Imihigo* targets. A participatory approach was used to evaluate the fiscal year 2016-17 by integrating views of policymakers, local government officials and citizens on the planning and the implementation of *Imihigo*.

The evaluation involved assessing the achievements against the set *Imihigo* targets within three pillars– economic development, social development, governance and justice – based on a content analysis of relevant, official, published (or not) documents. This process of document review was complemented by interviews with key informants among central and local government officials, focus group discussions (FGDs) with members of district committees and citizens and field-level verification of activities on sampled projects implemented during year under evaluation. The factors considered in the evaluation included the extent to which the targets were achieved, the availability, quality, and accuracy of supporting documents with which to validate the achievements and the role of various partners in supporting and implementing planned and committed activities.

Key findings:

The findings of the 2016/17 *Imihigo* evaluation showed that the overall average performance of Ministries is higher compared to that of FY 2015-2016. The governance and justice pillar scored higher (70.3%) compared to social (69.8%) and economic (65.9%) pillars. Results from the evaluation indicate that only two Ministries scored more than 70% (MINADEF with 73.5% and MINISPOC with 73.3%) while twelve Ministries fall between 70% and 60% scores. These comprise of: MYICT (68.8%), MoH (68%), MINECOFIN (67.2%), MIFOTRA (66.8%), MINALOC (66.5%), MINIJUST (66%), MINIRENA (65.8%), MIDIMAR (64.8%), MINAFET (63.9%), MINAGRI (63.8%), MIGEPROFE (63.5%), and MINEACOM (63.2%). Ministries with the lowest scores are MININFRA, MINEDUC and RDB with the scores of 53.1% %, 57.8% and 59.5% respectively.

The 2016/17 *Imihigo* evaluation results of City of Kigali indicates that there has been an improvement in the overall performance score when compared to the FY 2015/16 evaluation. For this FY 2016/17, the social pillar scored higher (79%) compared to the economic pillar (76%) and governance and justice pillar (71%).

The overall performance of Districts is grouped in three categories: (1) Districts that scored 80% and above, (2) Districts that scored between 75% and 80%, and (3) Districts which scored between 75% and 70%. Out of thirty districts evaluated, four districts fall under the first category: Rwamagana (82.02%), Musanze (81.28%), Huye (80.55%) and Gakenke (80.12%). Twenty five districts fall under the second category. Only the District of Rubavu falls in the last category.

The overall average performance of this fiscal year is slightly higher (78.02%) as compared to that of the previous fiscal year (75%). Furthermore, there are more districts in the first category (scoring 80% and above) and second category (75% and 79%) as compared to last year's evaluation. It is clear that the margin between district performances is low, which reflects equal efforts and competitive spirit in the implementation of *Imihigo* across districts.

To understand and account for the level performance in FY 2016/17, a number of inter-related factors have been identified. Factors explaining high performance include but not limited to: (i) high level of achievement of *Imihigo* targets especially those in economic pillar, (ii) scoring high in joint *imihigo*, (iii) accuracy of supporting documents on implemented activities, (iv) high score of citizen's satisfaction generated through Citizen Report Card (CRC), (v) good working relationship between district leadership and stakeholders and (vi) team work among staff.

Factors explaining low performance include insufficient and inaccurate documentation on implemented (projects), a mismatch between reported performance compared to the actual performance, lower scores in economic pillar, lack of a committed and focused leadership, low engagement of stakeholders by district leadership, lack of team work especially in district leadership, poor planning, lack of ownership of joint-*imihigo*.

One of the outstanding achievements of this year's *Imihigo* evaluation is an increase in tax collection at district level. For the first time, districts were able to generate their own resources at 97% with an average of RwFs 1,571,621,883 against RwFs 1, 620,609, 144 planned initially. Furthermore, around 25 districts have been able to hit their targets at hundred percent and beyond. This is a clear indication that different interventions aimed at improving tax collection and management has begun to bear fruits. Districts have also demonstrated some level of innovation and used unconventional mechanisms to carry out their activities under *Imihigo*.

In spite of the above achievements and innovations, the evaluation reported a number of challenges that constrained progress which will need to be addressed going forward.

It was clear from the findings that economic pillar has been consistently under performing at both Ministry and District levels. Part of explanation is that most of interventions under economic pillar are multi-year in nature and budget intensive and normally associated with long procurement processes (e.g., irrigation and seeds for MINAGRI, installation equipment for rural

electrification, improvement of traditional and non-traditional exports for MINEACOM) and complex contract management (e.g. large-scale economic projects that involve more than two partners at the central level, but whose implementation is done at district level) which in some cases affect their implementation and performance. In addition, economic pillar has great involvement of private sector, either contracted or not which in most cases fails to deliver due to various reasons (such as lack of funds, lack of technical expertise, more time requirement, etc...). Therefore, **improvement of procurement and contract management is needed especially for large-scale economic projects.**

There are clear indications that the setting of Imihigo targets and expected outputs is not based on a common framework and language for easier implementation and clear evaluation. One of the main consequences is that tracking progress is difficult. There are no standard measurements from District to District, and sometimes from Districts to the line Ministries. For example, while some Districts use the number of households having access to water, others use the number of people having access to clean water (e.g. Gatsibo, Gisagara, Ruhango, Nyagatare, Nyanza, etc.) or the length (in km) of water supply lines (e.g. Bugesera, Rulindo, Ngoma). In electricity, while some districts use the number of households having access to electricity, others use the length (in km) of energy supply lines (e.g. Bugesera, etc.).

Therefore, for future *imihigo* planning, **there is need to develop a common framework and coding system for imihigo targets per priority areas. This will enable better planning, resource management, evaluation and documentation that can support other national interventions and to monitor National Strategic areas at both central and district levels.**

It also was observed that in most Districts there were no consistency and clear linkages between the budget for planned activities and implemented activities. This was common in areas where districts' played a mobilization role. This affects the quality of implementation of activities as well as the level of accountability. Additionally, most technicians at the Districts could not relate budget execution and implemented activities. This is a clear sign of lack of engagement at planning level and M&E and lack of ownership by the implementers, which often leads to low performance.

While some districts adopt “a copy and paste” approach to report on the planned budget on their status report (e.g. Kamonyi, Huye, etc...), others prefer not to report at all on the level of budget execution (e.g. Rutsiro, etc...). This may lead to a series of interpretations including those related to the lack of transparency and lack of adherence to budget execution guidelines or misuse. **There is therefore need to have a clear budget execution report with accurate supporting documents.**

The findings showed further a problem in the setting of *imihigo* targets in the land use consolidation where the target does not reflect the increment in the consolidated land area or additional efforts vis-à-vis the land cultivated under the land use consolidation against the baseline. Therefore, **there is need to specify targets in terms of additional land cultivated under the land use consolidation programme in order to be able to measure efforts made towards the effectiveness of land use consolidation policy.**

For health insurance, the target is measured in terms of the percentage of the population to be ensured without necessarily indicating the total number of population/households to be covered or the baseline. In future, **there is need to clearly indicate the exact number of households to be ensured.**

It was also realized that during the evaluation of *joint-imihigo* at the central level, it is still not clear to every partner what their roles responsibilities are, and what is expected of them regarding particular targets and their level and stages of involvement. For example, in the agricultural sector, MINIRENA was supposed to play a role in irrigation, specifically by issuing permits for a dam construction upon request by MINAGRI. However, MINAGRI did not apply for permits and decided to construct dams without any environmental impact assessment. This situation shows limited stakeholders' engagement and ownership. It is recommended that **preparatory and inclusive sessions should always be held among partner institutions to agree on roles, responsibilities, entry point levels and technical abilities required to implement the planned targets.**

It was realized that there is limited involvement in joint-imihigo by central institutions/agencies in the implementation of districts' *imihigo*. This **calls for increased decentralization and commitment by central agencies in the implementation of *Imihigo* at the district level.** This is especially the case for those institutions/agencies that deliver specialized services (REG, RTDA, RAB, WASAC, NAEB, etc...). In instances where Districts have targets that have to be jointly implemented with another central agency, there is a very strong need to harmonise planning, and implementation. Measures to hold these institutions accountable should be put in place (e.g. rural electrification, if REG fails to deliver which is sometimes the case, they should be accountable for the failure. Alternatively, **for these institutions to be more committed and held accountable, they should independently sign *Imihigo* and evaluated so as to win their commitment and contribution and deliver to the expectations.**

In addition, there **should be sufficient information sharing to avoid duplication and setting of unnecessary targets.** For example, the target to provide electricity and water to the Nyacyonga flower project and water supply to Gishari Flower Park was found later unnecessary because these facilities already existed. This is a clear sign of poor and/or uncoordinated planning.

Overall, the concept of *joint-imihigo* has not been fully grasped in terms of planning, implementation and M&E at both the lead institutional level and joint implementing partners. For example, for some *joint-imihigo*, the role of private sector was critical for the success of particular targets. This implies that a stronger involvement of the private sector partners was fundamental. However, such cases whereby the lead institutions took deliberate actions to have the private sector taking over the driving seat for successful implementation of the target are very few. Therefore, there is need for lead agencies to innovatively shift the leadership role to the private sector where necessary for it to be more strongly involved and committed to enable smooth implementation.

Some features of *Imihigo* include pledges to achieve outstanding activities (ambitions and innovations) and outstanding performance (excellence). However, it was observed that Districts are still setting their *imihigo* targets that are not meeting the above principles. Therefore, **it is strongly recommended that the definition and features that make up good *imihigo* be strictly referred to and abided by all institutions. It is important to ensure a clear distinction between activities in action plans and those in *Imihigo*. *Imihigo* targets should focus on key priority areas that are achievable within a period of one year.**

1. General introduction

1.1. Background and context

Good governance matters for development and when governments perform poorly, public resources are wasted, services are not adequately delivered and citizens are denied social and economic protection they are entitled to [1]. On the contrary, when governments enforce the rule of law, ensure security, and promote transparency and accountability, citizen's well-being is assured, the environment is conducive for businesses to flourish and there is equal distribution of the gains of economic growth.

Rwanda's extraordinary recovery from complete political, economic, and social collapse following the 1994 genocide against the Tutsi is one of Africa's most encouraging development success stories. The Government of Rwanda has since committed to undertake a fundamental, broad-based economic and social transformation intended to shift the country from a low- to a middle-income status, and this commitment has already yielded highly remarkable results.

Rwanda is one of the few African countries that achieved most of the Millennium Development Goals (MDGs). Its real economic growth averaged 7.78 % per annum from 2000 to 2016, which translated into significantly reduced poverty levels, from 56.7% in 2000 to 39.1% in 2014 [2]. There was also a decline in extreme poverty levels from 35.8% in 2000 to 16.3% in 2014 [3].

One factor which explains Rwanda's rapid socio-economic development is the introduction and implementation of *Imihigo*, an ancestral cultural practice of committing to performance contracts. The modernization of this practice is one of several innovative home-grown solutions being used to reinforce development planning, implementation, and monitoring and evaluation with the aim of improving living conditions for Rwandans.

Since 2006, all levels of government – both central and local – are required to plan and implement their own *Imihigo* commitments and targets (e.g. economic, social and governance and justice pillars). These are informed by broader medium and long-term planning and budgeting processes, such as the revised Rwanda's Vision 2020[4], the Economic Development and Poverty Reduction Strategy (EDPRS 2)[5], the Seven Year Government Program (7YGP)[6], sector-specific strategic plans, annual action plans, the 5 year District Development Plans and the Medium Term Expenditure Framework (MTF).

The overall goal of this process is to accelerate government's achievements and development priorities along the above mentioned national development frameworks; all of which

are being revised towards vision 2050, the upcoming 7YGP, EDPRS3 and subsequent specific sector strategic and District Development Plans.

Like other previous evaluations, the findings from this particular evaluation inform the government on how to enhance its effectiveness and efficiency in service delivery. More specifically, this evaluation provides the kind of evidence that is needed to assess the performance of intended outcomes and how these impact people's livelihoods. It also provides information on the effectiveness of policies and programmes for government to build an evidence-base for future policy making. Finally, it establishes the merit or worth of various interventions and how these impact on people's lives.

Since FY 2015-2016 *Imihigo* Evaluation [7], a concept of joint imihigo was introduced, leading to the “*Joint signing of higher level Imihigo*” by Ministers, District Mayors, and the private sector to enhance the coordination and implementation of *Imihigo* in the following priority areas: (1) Export, (2) Agriculture, (3) Energy, (4) Job creation, (5) Urbanization and improved settlement, (6) Social protection and (7) Service delivery. The idea of introducing joint *Imihigo* was based on the principle that when group/joint targets are not achieved, all concerned partners should be held accountable and they all share the success when all targets are met. In addition to the evaluation of “*Joint Imihigo*” in the above areas, individual *Imihigo* at Ministry and District levels were evaluated.

1.2. Rationale and Objectives of *Imihigo* Evaluation (FY 2016-2017)

Since 2006 *Imihigo* plays an instrumental role in accelerating the planning, implementation and monitoring and evaluation process of government programmes, strategies, and commitments towards the economic growth and poverty reduction. *Imihigo* are performance contracts between citizens, local leaders and government officials, where each Ministry and/or District pledges to achieve specific development goals. It is based on the fact that citizens are at the centre of the whole process from the pledging of *Imihigo* to the evaluation of the achievements. Therefore, the *Imihigo* evaluation is done on a regular and annual basis to determine the extent to which pledged *imihigo* targets in pillars are achieved and identify the challenges encountered in the process of *Imihigo* implementation for both central and local entities that signed a performance contract with His Excellency, the President of Rwanda.

The overall purpose of this evaluation is to take stock of achievements and lessons to improve the future planning and implementation as well as informing policy making. The current evaluation aims to:

1. Evaluate the achievements of *Imihigo* targets for the period 2016-2017 to identify the performance gaps and suggest improvement strategies in the next generation of *Imihigo* planning and implementation;
2. Identify the factors determining the success and causes of failure of *Imihigo* implementation in all Districts and Ministries;
3. Assess the extent to which *Imihigo* targets are contributing to the socio-economic outcomes that transform the lives of citizens;
4. Demonstrate the extent to which “*joint targets*” have been achieved and how the *Joint signing of higher level Imihigo* are contributing to the joint planning and the overall performance contracts at both central and local government;
5. Assess the sustainability of implemented *Imihigo* in terms of both bringing the expected changes and their continuity without *Imihigo* incentives;
6. Recommend areas of improvement for developing and implementing *Imihigo* so that they provide more robust, result-based, and sustainable management system (account for Effectiveness and Sustainability).

In view of the above, the findings of the evaluation informs the Government on areas and factors that need to be improved for the effective implementation of *imihigo* targets. When the proposed interventions are making a difference, the evaluation provides a basis on which to judge the merits these interventions in relation to how significantly the *Imihigo* are improving the lives of citizens.

1.3. Structure of the report

The report is structured in six sections. Section 1 provides the background of *Imihigo* in the wide context of Rwanda’s development, the objectives of FY 2016-2017 *Imihigo* Evaluation and the outline of the report. Section 2 provides insights into the dynamics of the *Imihigo* planning, implementation and evaluation process. Section 3 describes the approach and methodology used in this evaluation. Section 4 presents the findings of the evaluation of the Ministries and Rwanda Development Board (RDB) in areas of economic, social, governance and justice pillars. It also covers the performance of Ministries in individual and joint-*imihigo* as well as the overall performance of Ministries. Section 5 discusses the findings of the *Imihigo* evaluation for districts and the City of Kigali with a focus on key achievements and key innovations. It also looks at the performance of different pillars (economic, social and governance pillars), individual and *joint-imihigo* and the overall performance of Districts. This section further presents the findings of the evaluation of the City of Kigali and challenges identified in the process of *imihigo* by Districts. Lastly, section 6 gives concluding remarks and policy recommendations to inform future processes of implementing and evaluating *Imihigo* in Rwanda.

2. Imihigo planning and implementation

2.1. Introduction

Imihigo is a home-made approach that entails the signing of performance contracts between the President of Rwanda, Government Ministries and Districts Mayors. The contract details what each respective institutions target to achieve in a period of one year, within the pillars of governance, justice, economic and social sectors of economy. *Imihigo* further demonstrate a high-level demand for the use of data to improve development process. The stated objective of *Imihigo* is to improve the speed and quality of government programmes execution, thus making public agencies more effective. It is a means of accelerating progress towards economic development and poverty reduction.

The *Imihigo* has several aims including to: speed up the implementation of local and national development agenda; ensure stakeholder ownership of the development agenda; promote accountability and transparency; promote a result-oriented performance, encourage competitiveness among districts, ensure stakeholders (i.e. citizens, civil society, donors and private Sector) participation and engagement in policy formulation and evaluation [8]. *Imihigo* approach has different stages which include planning, implementation, monitoring and evaluation.

2.2. The planning of Imihigo

The planning of *Imihigo* fits within the wider planning and budget process [19]. It is informed by the national long-term vision (vision 2020) and reflected in the medium-term strategy (EDPRS 2), the 7 year government plan, the sector strategies, District Development Plans (DDPs), which are the districts' 5 year plans, and the Annual Action Plans (AAPs). AAPs are prepared by all budget agencies and cover activities to be implemented by these agencies on an annual basis. AAPs are finalized and adopted in the last quarter of the year prior to its implementation in order to ensure that they are in line with the Medium Term Expenditure Framework (MTEF) and the National Budget. The MTEF plays an important role in linking national planning and budgeting processes by ensuring that the national budget is an efficient and relevant tool to implement the plans and achieve the objectives defined in the EDPRS, sector strategies, and DDPs.

At the national level, *Imihigo* are prepared focusing on four pillars: Economic, Social Governance and Justice. In this regard, each local entity defines its own objectives based on quantifiable indicators set during the consultation with the sector ministries, taking into

consideration national priorities as underlined in the international and national strategic documents [8]. At the local level, DDPs make connect local priorities to national priorities as outlined in the EDPRS 2 and sector strategies.

Finally, all Districts and Ministries define and sign *imihigo* which outline the key targets and objectives of the district/Ministry for the year to come. *Imihigo* are a subset of the AAP, showing priority activities and associated indicators to be used to measure the performance of local government. The AAP includes activities of a routine nature such as payment of salaries and administrative meetings, which would not be considered for inclusion in the *imihigo*. The activities to be included in the performance contracts are also derived from DDPs, Cabinet resolutions, leadership retreats and grassroots consultations. For example, such activities include building schools and paving roads and other targets which are linked to performance measures focusing mainly on output indicators [9]. The policy actions are clustered in three broad categories: social development, good governance and economic development.

Furthermore, the *Imihigo* preparation process is comprised of different stages: (i) identification of national priorities by the Central Government, communication of national priorities to Local Government, identification of local priorities, and adoption and approval of these. When identifying national priorities, national and international planning tools are taken into account including Sustainable Development Goals (SDGs) and Vision 2020 and EDPRS2. Therefore, ministries set their own indicators against national priorities to be implemented at local levels after reviewing available budgets against planned actions [8].

It is important to mention here that planning is the first step of the *Imihigo* setting process because all activities for the next fiscal year are decided during this stage, which means that most of achievements and failures are linked to that stage. The planning process contains bottom-up as well as top-down perspectives/approaches and the final *Imihigo* contracts are considered as a synthesis of both perspectives. The involvement of all levels should guarantee the accountability of the districts towards the citizens (bottom-up accountability) and accountability of the districts towards the President of the Republic (top-down accountability) [10].

Allocating the budget to all planned activities is a crucial part for *Imihigo* targets setting. The budgeting process at sub-national levels and ultimately that of *Imihigo* is framed and guided by a number of legal and financial instruments such as the Organic Law N°12/2013/OL of 12/09/2013 on State finances and property, annual finance laws (2005, 2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014), the organic budget law, the call circular for budget preparation, the budget citizen card and the Fiscal Decentralization Strategy (FDS) which is part of Rwanda's efforts to improve PFM [11]. The FDS has been developed by the government in order to guide the implementation of the Fiscal and Financial Decentralization Policy [12].

The major challenge in the *Imihigo* planning process is inadequate skills in setting objectives and baseline indicators and in differentiating outputs from outcomes. For example, the previous evaluations indicated that the Monitoring and Evaluation (M&E) frameworks for most of the districts failed to maintain logic and consistency in setting objectives, baseline indicators and outputs/outcomes targets, which made it difficult to measure the progress. Another big challenge is related to the relevance of the targets. In previous evaluations, it was observed that the alignment of local and national priorities remains a key challenge for many districts. Other challenges include weakness in data management, limited resources against large expenditure needs, delays in disbursements, especially in relation to donor funds, weak capacities in procurement planning by districts, lack of expertise in managing large contracts, especially infrastructure related projects and poor reporting.

2.3. Implementation of Imihigo

The implementation of the planned and committed activities requires the participation of different stakeholders contacted during the planning stage of *Imihigo*. These stakeholders include central and local leaders, citizens, the civil society, development partners, and the private sector. In the implementation of *Imihigo*, districts use their own revenues from taxes, transfers from central government, grants and donors funds.

Citizens can participate through different ways including their participation in the community work -*Umuganda*-, in planned actions such as the construction of infrastructure such as roads, schools and hospitals, etc. Furthermore, the partners play a major role by aligning their socio-economic development programs and projects with defined Government priorities when financing and mobilizing the masses to take part in addressing some challenges.

Development partners contribute to the implementation of *Imihigo* by funding projects related to local governments' priorities which are managed by the Local Administrative Entities Development Agency (LODA).

There are three forms of community involvement in the *Imihigo* implementation activities. The first form is the combination by central government of direct poverty reduction strategies such as *Ubudehe*, and Vision 2020 *Umurenge* Program (VUP) with the achievements of *Imihigo*. The second form of community involvement is *Umuganda*; that is regular participation in community work in the neighbourhood on the last Saturday of each month or a special *Umuganda*, which is done for a special purpose. The third form of community involvement is related to financial and non-financial contributions of the population. These constitute a key aspect of the implementation of *Imihigo* as they strengthen ownership of an activity by citizens. The role of the central government during the implementation is mainly to provide financial contributions.

2.4. Monitoring and Evaluation

Until the fiscal year 2013/2014, evaluations of all districts' *Imihigo* were made by the national government through the Office of the Prime Minister which coordinated and oversaw all evaluation activities. An evaluation committee was put in place each year to collect data and conduct the evaluation within one month. The committee would first conduct a desk study to review the *Imihigo* contracts and evaluate the activities which had been carried out. Afterwards, it conducted a field study and not only assessed the district progress reports, but also physically verified and assessed the implementation of activities [13].

At the district level, the monitoring of *Imihigo* is the responsibility of the Community Development Committee and the District Executive Committee, together with the Governor of the respective Province. Reporting is done on a quarterly basis following the reporting calendar of the fiscal year. An assessment of the progress is done after the first six month of a fiscal year. At the end of each fiscal year, the districts are then evaluated through the District *Imihigo* Evaluations [13].

After realising that the performance evaluation score and grade did not match the socio-economic transformation, the Government of Rwanda, with the support from IPAR-Rwanda changed the evaluation system in the fiscal year 2013/2014. The new scoring system introduces a new method in scoring and assigns weights based on the disparity in resources required to achieve a set target. This new methodology tried to tackle these issues by changing the methods for data collection and the indicators used for performance measurement. However, there are slight changes this year based on the guidance from steering committee. This is further discussed in the next section.

3. Approach and Methodology

3.1. Introduction

The methodology adopted in undertaking the *Imihigo* evaluation combined quantitative and qualitative methods. This mixed-approach was used for the purposes of complementarity, triangulation, and validation of responses.

The FY 2016-2017 *Imihigo* targets were evaluated against the following questions:

- 1) What are the performance gaps in the achievements implementation of FY 2016-2017 *Imihigo* targets?
- 2) What factors are responsible for a high performance in the implementation of *imihigo* targets?
- 3) Has the joint signing of *Imihigo* reflected the collective accountability in terms of joint planning and implementation of *Imihigo* in the pre-identified areas of joint *Imihigo*?
- 4) Is the implementation of *Imihigo* sustainable beyond the fiscal year of *Imihigo* targets?
- 5) What is the community's appreciation of the outcomes of the implemented *Imihigo* targets?

The above questions were answered based on solid evidence collected through a participatory approach, desk research, interviews with key central and local government officials, focus group discussions with members of district committees and citizens and field-level verification through a sample of projects.

3.2.Desk Research

IPAR-Rwanda conducted a desk research with a focus on the National Development Frameworks (Vision 2020, EDPR 2, 7YGP, leadership retreat recommendations, and previous *Imihigo* Evaluation Reports) to establish the existing links between their respective planning and M&E frameworks and those of Annual *Imihigo* based on secondary data. IPAR also made reference to other published materials to have a deeper understanding of the concept and how it drives development strategies.

3.3.Empirical Research

Primary data was collected through the audit of support documents and progress reports of *Imihigo* implementation, interview with key informants (such as government officials at central

and local levels), focus group discussions (with members of the District Council, Executive Committee, JADF, and Citizens at community level), and field spot-check to assess the reported achievements against the reality on the ground. Therefore, data collection was done at three levels: the Ministry and central government level, the District level, and the Community level as described in the **Table 1**. Effective evaluation required reliable data from Ministries, Government Agent (RDB), and Districts.

The main data collection method was audit with pre-integrated targets using a structured questionnaire uploaded on Samsung Galaxy tablets using CAPI CSPro 7.0. This ICT-based data collection method contributed to rapid data collection and entry and ensured a higher level of objectivity in both data collection and analysis. As responses were recorded directly on the tablet device, there was no need of data entry which reduced the likelihood of errors.

Table 1: Research techniques and tools for field data collection

Area	Research Technique	Tools and Documents required
Ministry Level	An audit of Joint <i>Imihigo</i> (for the 7 priority areas). All targets under Joint <i>Imihigo</i> were assessed against their targeted performance	Copies of signed Joint <i>Imihigo</i> (clearly showing the roles and activities of each partner) and progress reports of the 4 quarters.
	An audit of all Ministry targets (for each outcome and all targets were evaluated)	Copies of signed <i>Imihigo</i> , supporting documents and progress reports of the 4 quarters.
	Key informant interviews with the PS and the Director General (s) mainly in charge of planning at the Ministry level.	Interview guide.
District level	An audit of all <i>joint-imihigo</i> targets at the District level.	Copies of signed Joint <i>Imihigo</i> (clearly showing the roles and activities of each partner), relevant supporting documents, progress reports of the 4 quarters.
	An audit of individual <i>Imihigo</i> targets at the District level. All targets along the three clusters (economic, social and governance) were assessed against their targeted performance.	Copies of signed District Targets, relevant supporting documents and progress reports of the 4 quarters.
	Focus Group Discussions with members of District Council, Executive committee, and members of the Joint Development Action Forum (JADF).	Interview guide.

Community or Citizen level	Focus Group Discussions with sampled citizens.	Interview guide.
	Spot-Check of achievements at the community level	Spot-check instrument.

At the central level, the audit of *Imihigo* achievements was done for all targets and each outcome for 18 Ministries and the RDB. The interviews were held with the Permanent Secretary and/ or the Director General in charge of Planning. No focus groups were held at the Ministry level. The number of targets is summarized in Table 2.

Table 2: *Imihigo* targets of Ministries and RDB

Ministry	Targets
Ministry of Family and Gender Promotion (MIGEPROF)	15
Ministry of Foreign Affairs and Cooperation (MINAFFET)	20
Rwanda development Board (RDB)	41
Ministry of Trade, Industry and EAC Affairs MINEACOM	46
Ministry of Education (MINEDUC)	19
Ministry of Justice (MINIJUST)	30
Ministry of Sports and Culture (MINISPOC)	18
Ministry of Public Service and Labor(MIFOTRA)	27
Ministry of Health (MoH)	14
Ministry of Natural Resources (MINIRENA)	24
Ministry of Disaster Management and Refugee Affairs (MIDIMAR)	44
Ministry of Infrastructure (MININFRA)	77
Ministry of Agriculture and Animal Resources (MINAGRI)	58
Ministry of Finance and Economic Planning (MINECOFIN)	54
Ministry of Local Government (MINALOC)	62
Ministry of Youth and ICT (MYICT)	27
Ministry of Defense (MINADEF)	10
Total	586

The evaluation at the District level consisted of an appraisal of all targets (both individual and joint *Imihigo*) in all the three development pillars (Economic, Social and Governance and Justice). As indicated below in Table 3, a combined total of 2431 targets were set in the districts’

Imihigo for the fiscal year 2016-2017. More than half of these (1285) were under the Economic Development Pillar, reflecting the importance attached to this pillar in the year 2016-2017, 33% (794 targets) in the Social development and the remaining 14% categorized under governance and justice (Table 3). About 90 FGDs were held with members of District committees (executive, council, and JADF members) with an average of 3 FGDs per district. At the community level, a total of 120 FGDs were also conducted with citizens (50% with males and 50% with females) to gain their collective feedback on the implementation of *Imihigo*.

In addition, 650 spot-checks were conducted on the implemented *Imihigo* targets, of which a quarter comprises the targets achieved in the previous fiscal year (FY 2015-2016). These spot-checks aimed at assessing the sustainability status of the achievements and 80% of targets implemented during the fiscal year (FY2016-2017) under evaluation. For more details about spot-check conducted in various districts, please refer to Maps in appendices (1, 2, 3, 4, 5).

Table 3: Estimates of *Imihigo* targets per Cluster/District/Province (2016-2017)

Province and City of Kigali	District	Economic	Social	Governance	Total	Total (2015/16)	Variation
<i>Kigali</i>	Gasabo	34	19	14	67	72	-5
	Nyarugenge	33	19	10	62	69	-7
	Kicukiro	29	23	10	62	71	-9
	Total 1	96	61	34	191	212	-21
<i>Southern</i>	Kamonyi	32	21	11	64	67	-3
	Muhanga	46	19	13	78	128	-50
	Ruhango	31	23	11	65	66	-1
	Nyanza	41	17	12	70	69	1
	Huye	38	23	9	70	77	-7
	Gisagara	44	26	17	87	69	18
	Nyaruguru	39	27	15	81	74	7
	Nyamagabe	36	23	14	73	58	15
Total 2	307	179	102	588	608	-20	
<i>Western</i>	Rusizi	34	19	5	58	65	-7
	Nyamasheke	38	20	9	67	57	10
	Karongi	27	16	8	51	66	-15
	Rutsiro	29	22	8	59	54	5
	Ngororero	30	19	8	57		57
	Nyabihu	30	23	11	64		64
	Total 3	188	119	49	356	242	114
<i>Northern</i>							0
	Rubavu	34	21	7	62	54	8
	Musanze	34	16	14	64	55	9
	Burera	25	15	6	46	49	-3
	Gakenke	34	26	5	65	82	-17

	Rulindo	37	22	5	64		64
	Gicumbi	40	28	8	76		76
	Total	422	270	105	797	240	557
Eastern	Bugesera	37	24	10	71	72	-1
	Rwamagana	52	20	9	81	65	16
	Kayonza	25	27	10	62	75	-13
	Ngoma	32	21	9	62	72	-10
	Kirehe	49	27	7	83	67	16
	Gatsibo	30	18	10	58	70	-12
	Nyagatare	47	28	7	82	84	-2
	Total 5	272	165	62	499	505	-6
	Overall						
	Total	1285	794	352	2431		
	% Weight						
	per cluster	53	33	14	100		

Source: Evaluation (FY 2016-2017)

The evaluation of *joint-imihigo* targets followed the methodology developed by the Government of Rwanda in consultation with all stakeholders concerned including Ministers, the Mayor of Kigali City, Governors of Provinces, Mayors of Districts, the Strategy and Policy Unit leaders from the Office of the President, the Government Action Coordination Unit in the Office of the Prime Minister and the Institute of Policy Analysis and Research (IPAR-Rwanda). All Ministries' and districts' targets were exhaustively assessed against their performance in the presence of all stakeholders to ensure individual and collective accountability in the following 7 priority areas: (1) Export, (2) Agriculture, (3) Energy, (4) Job creation, (5) Urbanization and improved settlement, (6) Social protection and (7) Service delivery.

3.4. Analytical Framework

The data collected and the evaluation findings answered the questions around **effectiveness** and **sustainability**.

With reference to **effectiveness**, the following research questions were addressed: To what extent have the outcomes been achieved or are likely to be achieved by the end of the financial year? Have the outputs of *Imihigo* contributed to achieving the intended outcomes and how has this impacted on the citizens' lives?

The information that was used to answer these research questions came from the audit of individual and joint *Imihigo* at Ministry and District levels. A comprehensive assessment of the achievements of *Imihigo* targets were conducted and this was complemented with information

collected from FGDs and interviews with key informant at Ministry and District levels, field visits and feedback from citizens at the community level.

It is important to emphasize that *Imihigo* targets are implemented by people from various levels of different organisations. With this in mind, it is equally important to link organizational performance and human resource performance within the respective organizations. The key point here was to link organisational goals to individual goals.

The information collected from FGDs with both members of the District Council and citizens in selected areas in each District also helped to assess the extent to which *Imihigo* respond to the needs of citizens and whether citizens participate in the planning and implementation of *Imihigo* targets. The previous evaluations of *Imihigo* targets revealed that citizens participate in the brainstorming of *Imihigo* targets but they are not provided with feedbacks on the actually selected *Imihigo* targets. The questions which were asked also considered this aspect to establish whether the proposed *Imihigo* targets responded to the needs of citizens or not.

Regarding **Sustainability**, the research questions addressed were (i) to what extent are the positive changes sustainable after the *Imihigo* program implemented is complete? (ii) To what extent are beneficiaries, local populations and private actors/ sectors involved in *Imihigo* planning and implementation process?

The sustainability component of *Imihigo* is very crucial and brings the notion of ownership by the community and agents from the private sector for sustainable development. Some of the *Imihigo* targets are implemented in two or multi-year phases (for example access to water and public lights) while others are implemented in one year.

During the spot-check, the researchers considered to visit a sample of the activities visited in previous *Imihigo* evaluations to assess some of the sustainability features. This was the case especially for the basic infrastructure such as roads, bridges, schools, and water tanks. A number of questions were also asked during the focus group discussions (FGDs) at all levels of *Imihigo* evaluation to understand people's perceptions of the sustainability component of *Imihigo*. The information collected at this level helped to further assess if structures or institutional arrangements and measures are in place to ensure continuity beyond the *Imihigo* lifespan.

As for **ranking**, the research addressed the following research questions: Why do certain Districts consistently perform well while others perform poorly in most sectors? What lessons should the poor performing district learn from the best performing Districts?

These two questions are important development and policy research questions. Some interview questions revolved around the possible reasons of their districts' previous performance

(both those that performed well and those that did not). Alternatively, we asked about specific challenges and opportunities faced by each District in implementing Imihigo targets.

Results Vs Reality on the ground: Are the results presented in the reports (documents) reflecting the reality on the ground? The data collected at the field level through interviews and spot-check of sampled activities which were implemented provided information on the reported activities during the audit of the implementation reports. We focused both on infrastructure related activities as well as those related to social outcomes such as nutrition and social protection programs (e.g. direct support from VUP and Girinka, etc.). In addition, reference was made to the recommendations from previous evaluations to establish the extent to which these help to improve the implementation of *Imihigo* especially at the community level.

3.5.Data Analysis and Scoring

Since data was collected using Samsung Galaxy tablets, it was automatically transmitted and entered into a database for downloading and quality checks. The data was merged and cleaned before analysis. The merging of data was necessary to bring together the data collected at two different time periods and in different districts into one dataset. The data was analysed using SPSS 22. The analysis of data was done in a two stage process.

In the first stage, there was a compilation of all descriptive statistics related to *Imihigo* targets such as the number of *Imihigo* at each outcome level per cluster, the proportion weight of the planned budget for each outcome, the links between annual targets and the targets in the monitoring and evaluation frameworks of the main development frameworks such as EDPRS-2 and the District Development plan, and trends of performance per district using the results of the four previous evaluations (FY 2013-2014, FY 2014-2015, FY 2015-2016 and FY 2016-2017). At this stage, central tendency measurements and trends of main variables were computed to visualize the performance of Districts (especially) or sectors under the three clusters: economic, social, and governance and justice.

In the second stage, the analysis focused on the scoring of Ministry and District Imihigo outputs using the “*Balanced scorecard*”. The Balanced scorecard is defined by Kaplan and Norton as a management tool that provides managers with a clear and concise picture of an organization’s health and progress in reaching its goals [15]. Van der Walddt describes a Balanced Scorecard as a set of measures that give public institution managers a comprehensive view of performance which embraces both process and results’ measures [16]. It is a management tool revealing the expected linkages of cause-effect relationships between objectives in the financial, customer, internal learning process and future development progression [16].

When building a Balanced Scorecard, it is essential that all the right elements to be included in the Balanced Scorecard System are known. Four factors are typically traced when utilizing the Balanced Scorecard [15]. The first factor is about the financial measures which drive the performance of the organization over a short period of time and are relevant in the determination of how well the institution is performing in terms of profitability. The second factor entails internal processes which measure the actions and processes, as well as their results over time. The third factor is customer measures which take care of medium and long term performance measurement. Tangible results may be realized after months or years, but they may directly affect the finances as clients pay for the product or services. The fourth factor is related to human resource measures and focuses on long term workforce. This is a very important factor even though it does not directly affect financial success.

Two main criteria were followed in the scoring: (1) Achievement of *Imihigo* targets, (2) Contribution of the Ministry or the District to the “*Joint Imihigo*”, and the availability and quality of supporting documents/ information of the achievements and if there is consistency between reported achievements and what is on the ground (from the field visit and spot-check). All *imihigo* targets were equally weighted.

In addition, while some Districts or Ministries may have performed well in achieving their targets, the extent to which these achievements were documented and archived was given prominence in the scoring. The availability, completeness and quality of information supporting the achieved targets was also instrumental in explaining good performance by Districts or Ministries (Table 4).

Table 4. Weighting Imihigo according to availability of the documentation

Poor documentation and poor information	0-4	Insufficient documentation or lack of supporting documents.
Partial documentation but with quality information, Relationship between measurement (indicator or target) and the actual achievement reported	5-12	A fair part of the documentation is provided with quality information.
All the required documentation and quality information, Counter verification (M&E)	13-20	Relevant documentation is available and provides quality information

The scoring at the Ministry level considered the two categories of *Imihigo*: Joint-Imihigo which accounted for 30% and individual Imihigo whose weighting score was 70%. In this joint ranking, a major consideration was the individual contribution of the Ministry to Joint Imihigo. This in turn serves as a basis to estimate the proportion rate of the joint score in each priority area to be attributed to the individual Ministry's performance score. This implies that the more an individual ministry performs in *joint-imihigo*, the greater its proportion share of success in joint *imihigo* implementation is likely to be.

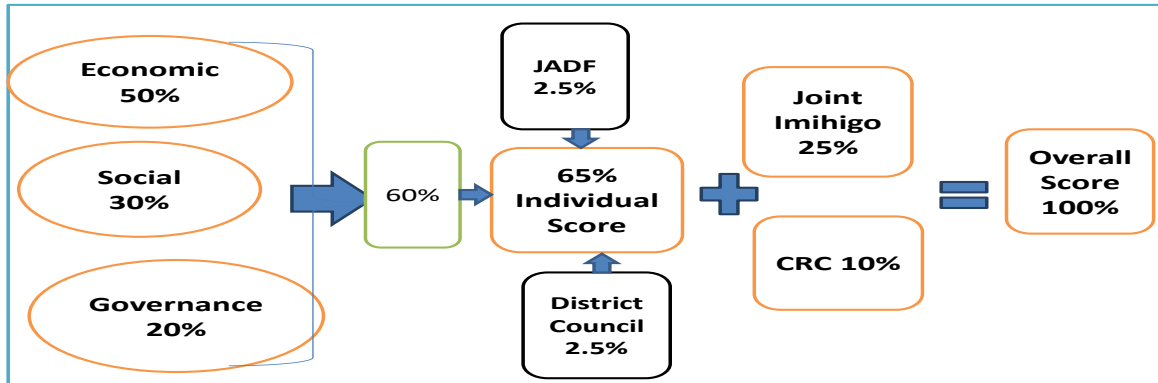
The scoring at the District level was also done following *Imihigo* categories and clusters (see Table 3 and Figure1). The total weight score of joint *Imihigo* targets counted for 25% while Individual *Imihigo* targets counted for 65%. The remaining 10% is the weight score allocated to the Citizen's Report Card (CRC) produced by the Rwanda Governance Board (RGB) to measure the levels of satisfaction of citizens in governance and service delivery (**Table 5**).

The ranking of Ministries and Districts was done independently in respect to achievements made against the planned targets. Three scenarios are possible in terms of the achievement or performance score of a Ministry or a district: going beyond, below or scoring to the anticipated level. The analysis provided the explanatory factors of the observed achievements, especially for the Districts.

Table 5: *Imihigo* categories and their weights

Imihigo Categories/ Cluster	Economic	Social	Governance	Balanced Score
Joint Imihigo Targets (JIT)	15%	5%	5%	25%
Individual Imihigo Targets (IIT)	50%	30%	20%	65%
Citizen Report Card (CRC)				10%
Total				100%

Figure 1: Balanced Scorecard



3.6. Quality Assurance and Ethics of *Imihigo* Evaluation

In order to improve the validity of the data, a triangulation strategy was used. This strategy involved collecting information from a range of sources (desk research, audits, focus group discussions, interviews with key informant and spot-checks). This has the advantage of addressing weaknesses and/or filling gaps in data generated by one method or data collection tool, which resulted in the overall quality of the results being strong. A three day training session was prepared for all researchers involved in data collection.

During the training, the supervisors provided general guidance on the data collection process and addressed all issues related to quality assurance. The use of the Samsung Galaxy tablets also provided additional quality control checks during the data collection and storage process. This was achieved by programming the questionnaire in a way that minimized error and increased data capture efficiency.

Furthermore, IPAR-Rwanda has its in-house quality assurance mechanism and this was complemented by close collaboration with the Office of the Prime Minister, the technical and the steering committee. The evaluation methodology was presented to the Office of the Prime Minister and other key government institutions (including the SPU from the office of the President, the Ministry of Finance and Economic Planning, the Ministry of Local Government, etc.) before the starting of the evaluation process.

IPAR-Rwanda also ensured daily and systematic supervision of data collection, consultations, and the deliberative forums. Before analysis, a systematic data cleaning was conducted. During the report writing, the internal peer review mechanisms were used to ensure the quality of the report before it is submitted to the client.

In order to contribute to the collection of honest viewpoints and reliable information, and to abide by ethical requirements, IPAR assured the respondents of the confidentiality. A formal consent from each respondent was requested and obtained before focus group discussion, key informant interviews and engaging respondents in detailed discussions. Confidentiality was guaranteed regarding any information given and all collected data was exclusively used for the purpose of this *Imihigo* Evaluation. Sound data management – including clear data ownership, access control, and backup and archiving processes – ensured data quality, accuracy, and security.

4. Evaluation Findings of the Ministry and Rwanda Development Board (RDB)

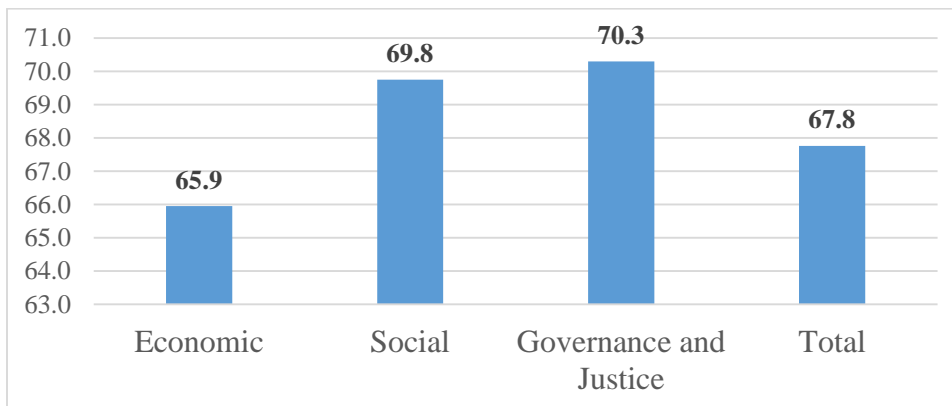
4.1. Introduction

This section presents findings of the evaluation of the Ministries and RDB. It is structured around four sub-sections: i) Performance per pillar at Ministerial level; ii) Performance of Ministries for individual *imihigo*, iii) Performance of Ministries for *joint-imihigo* and iv) The overall performance of Ministries.

4.2. Performance per pillar at Ministerial Level

The evaluation results indicate that the overall average performance of FY 2016/2017 (67.8%) is higher compared to the performance of FY 2015-2016 (56.6%). The governance and justice pillar scored higher (70.3%) compared to social (69.8%) and economic (65.9%) pillars (Figure 2).

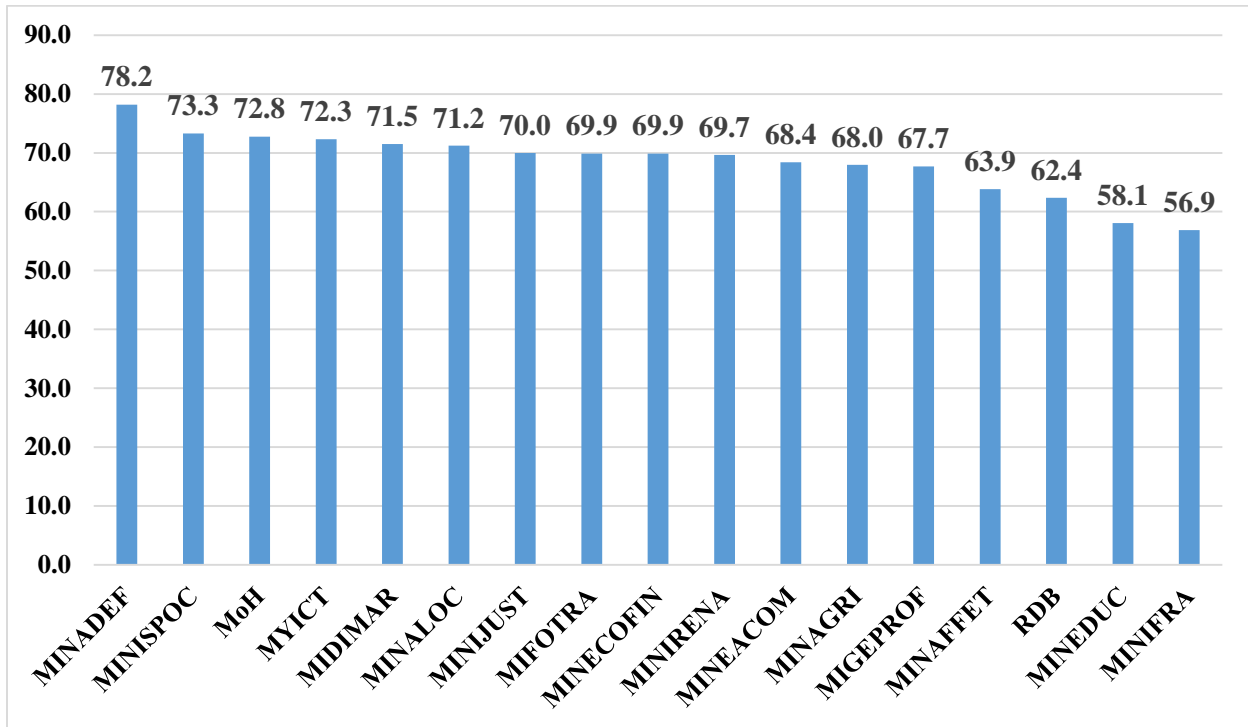
Figure 2: Average performance of Ministries per Pillar



4.3. Ministries' performance for individual imihigo

The *imihigo* evaluation results reveal that, seven Ministries scored 70% and above on individual *imihigo* targets. These include MINADEF (78.2%), MINISPOC (73.3%), MoH (72.8%), MYICT (72.3%), MIDIMAR (71.5%), MINALOC (71.2%), and MINIJUST (70%). Notably, eight Ministries scored between 60% and 69% while two Ministries scored less than 60% (MINEDUC and MININFRA).

Figure 3: Performance of Ministries for Individual *Imihigo*

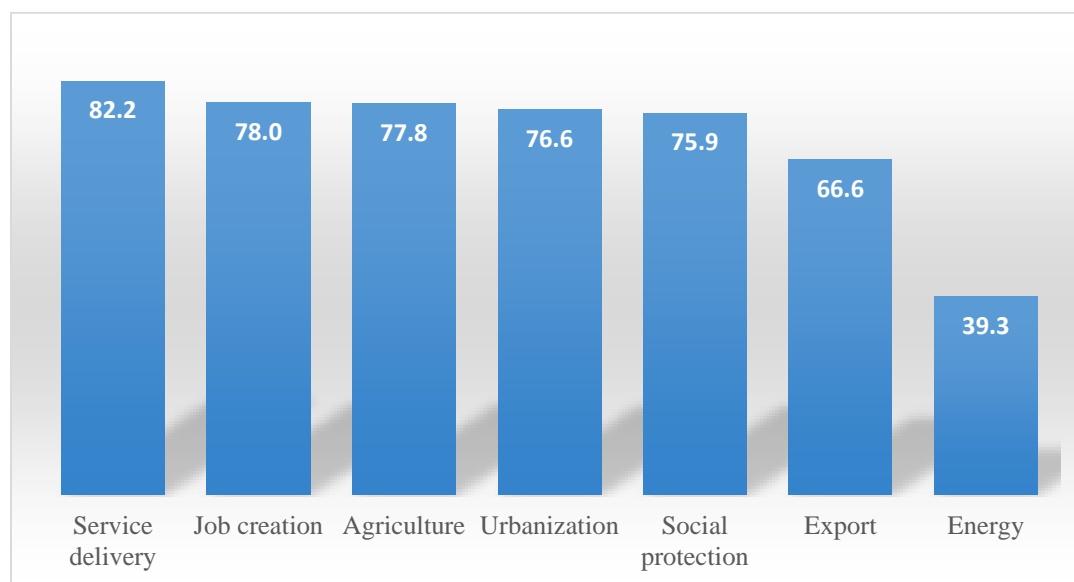


4.4. Performance in priority areas of joint-Imihigo

The findings from the evaluation of *joint-imihigo* performance in the seven priority areas show that service delivery scored highest (above 82%). This is followed by job creation (78%), agriculture (77.8%), urbanisation (76.6%) and social protection (76%). Energy and export scored below 70% with 39.3% and 66.6% respectively (Figure 4).

From the above results, it is clear that there is a room for improvement in the planning and coordination of sector activities. For example, in the areas of agriculture, export and employment; the private sector is expected to play a vital role which is not yet visible as expected. The same applies to the social protection area where partnership of government agencies and other partners to implement identified interventions is not well coordinated. The lead institutions in *Joint-Imihigo* should make extra efforts, not only to bring stakeholders on board but to effectively engage them in playing an active role in the implementation of priority areas in *Joint-Imihigo*.

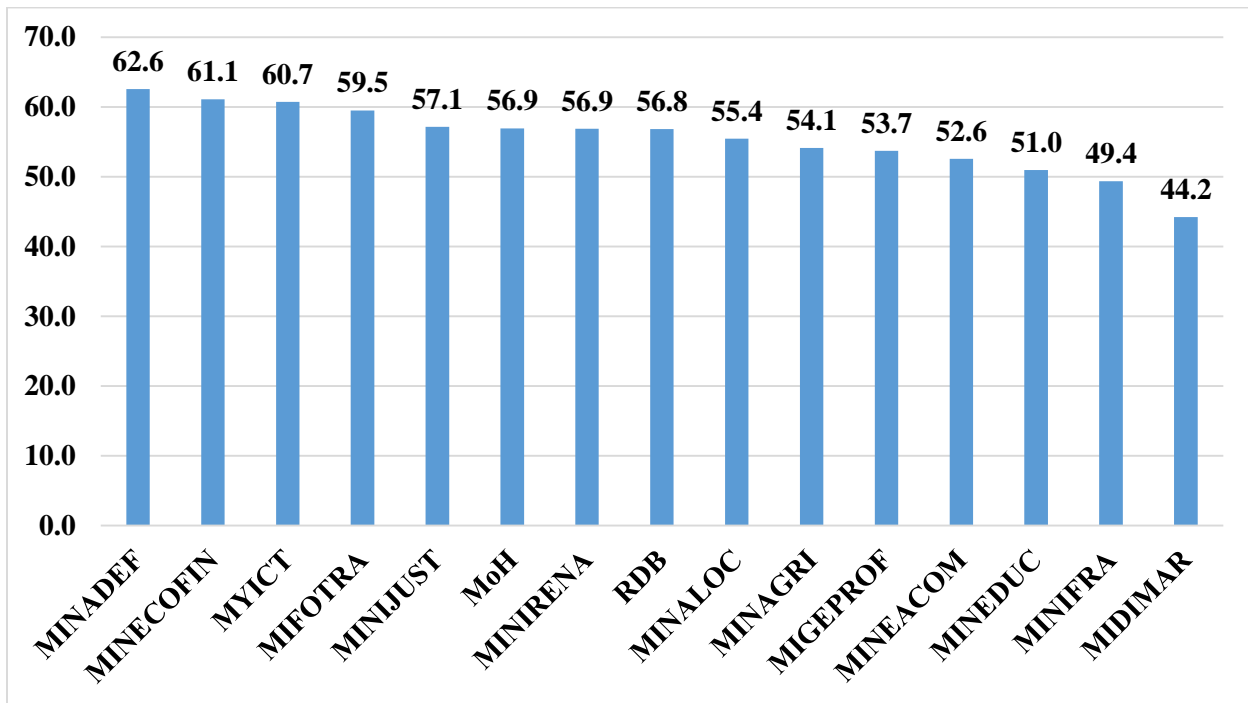
Figure 4. Average performance of priority areas in Joint-Imihigo



4.5. Ministries' performance in *Joint-Imihigo*

The analysis of Ministries' performance in *Joint-Imihigo* shows that the concept of *Joint Imihigo* has not been fully owned by implementing institutions (both the lead and partners) at the level of planning, implementation and M&E. The views and facts from the consultations with key informants also support this assertion of low collaboration between the lead Ministry and implementing partners. This is further evidenced by the evaluation results where all Ministries scored less than 70%. Only three Ministries (MINADEF, MINECOFIN and MYICT) scored 60%. Most Ministries scored between 50% and 60% (MIFOTRA, MINIJUST, MoH, MINIRENA, RDB, MINALOC, MINAGRI, MIGEPROFE, MINEACOM and MINEDUC). Ministries with the lowest scores are MININFRA and MIDIMAR which scored 49.4% and 44.2% respectively.

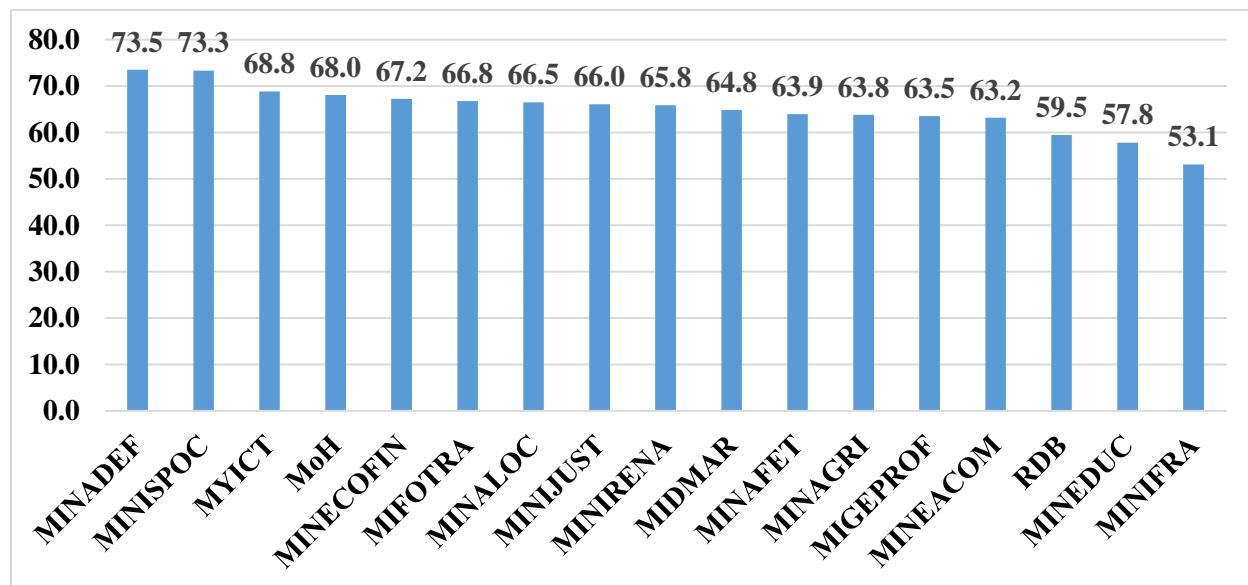
Figure 5. Performance of Ministries in *Joint-Imihigo*



4.6.Overall performance of Ministries

This sub-section presents the overall performance of ministries taking into account the performance of Ministries in both individual and joint *Imihigo* targets. Results from the evaluation shows that, only two Ministries scored more than 70% (MINADEF with 73.5% and MINISPOC with 73.3%) while twelve Ministries fall between 70% and 60% scores. These comprise of; MYICT (68.8%), MoH (68%), MINECOFIN (67.2%), MIFOTRA (66.8%), MINALOC (66.5%), MINIJUST (66%), MINIRENA (65.8%), MIDIMAR (64.8%), MINAFET (63.9%), MINAGRI (63.8%), MIGEPROFE (63.5%), and MINEACOM (63.2%). Ministries with the lowest scores are MININFRA, MINEDUC and RDB with the scores of 53.1% %, 57.8% and 59.5% respectively. The observed overall low performance of Ministries is partly explained by low performance in *Joint-Imihigo*.

Figure 6. Overall performance of Ministries



With reference to the above findings, the following are key observations made on the overall performance of Ministries:

First, the evaluation findings indicate that the concept of *Joint-Imihigo* has not yet taken root. This to some extent has affected performance of *Imihigo*, especially in the economic pillar which is mainly comprising of key Ministries that lead priority areas in *Joint-Imihigo* (e.g., export for MINEACOM, agriculture for MINAGRI, urbanisation & settlement and energy for MININFRA, employment for MIFOTRA).

Secondly, most of interventions under economic pillar are multi-year in nature and budget intensive and normally associated with long procurement processes (e.g., irrigation and seeds for MINAGRI, installation equipment for rural electrification, improvement of traditional and non-traditional exports for MINEACOM) and complex contract management (e.g. large-scale economic projects that involve more than two partners at the central level, but whose implementation is done at district level) which in some cases affect their performance as planned. In addition, the economic pillar has great involvement of private sector, either contracted or not. In most cases, private sector fails to deliver due to various reasons (e.g., lack of funds, lack of technical expertise, time requirements, ill procurement process, etc....).

Third, it is observed that there is a lack of competitive spirit among Ministries, either at individual level or pillar level which explains continued low performance at Ministerial level, as compared to the performance of Districts whose performance has been continuously improving.

5. Findings from Evaluation of Districts and the City of Kigali

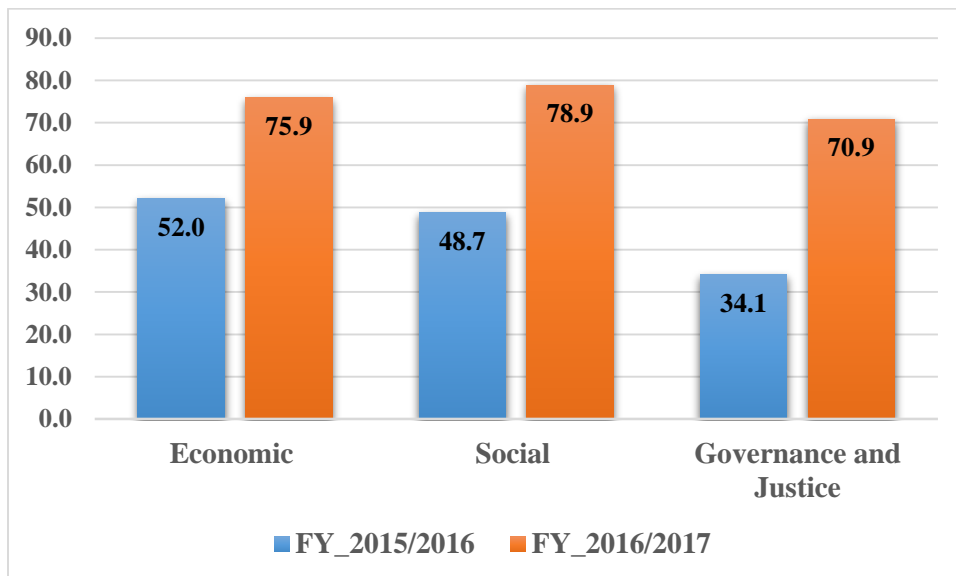
5.1.Introduction

The section explores the findings of the *imihigo* evaluation at District and the City of Kigali levels with main focus on achievements against set targets, innovations and success stories; performance of districts and City of Kigali and main challenges encountered in the course of *imihigo* implementation.

5.2.Performance of the City of Kigali

The 2016/17 *Imihigo* evaluation shows a tremendous increment in the performance of the City of Kigali compared to the previous FY 2015-2016. Significant increase is observed in different pillars (37 percentage points increase in the governance and justice pillar, 30.2 percentage points increase in the social pillar and 24 percentage points increase in the economic pillar) as compared to last year's performance. For this year, the social pillar scored higher (79%) in comparison to the economic pillar (76%) and governance and justice pillar which scored 71% (Figure 7). The observed increment in performance is partly explained by the completion of a number of projects planned including those initiated in the previous FY 2015-16.

Figure 7: Performance of the City of Kigali per pillar



5.3. Performance of Districts

The performance of Districts is presented at four levels: (i) performance per pillar, (ii) performance in individual district's imihigo targets; (iii) performance in Joint-Imihigo; (iv) overall performance of Districts.

5.3.1. District performance per pillar

Results presented in Figure 8 below shows performance scores in the economic development pillar by each district. It can be observed from the figure that the District of Rwamagana was ranked the best performer in implementing pledged economic activities with a score of 81.8%, followed by Huye, Musanze, Gasabo, Nyamasheke, Rusizi and Gakenke Districts with scores of 80% and above. This level of performance reflects improved access to basic infrastructure such as road networks, electricity and water supply; agro-processing plants and land use consolidation. These have further stimulated production and people's incomes as well as improved welfare. The lowest ranked district in the economic development pillar is the District of Gisagara which scored 71.2%.

Figure 8. District performance for economic pillar

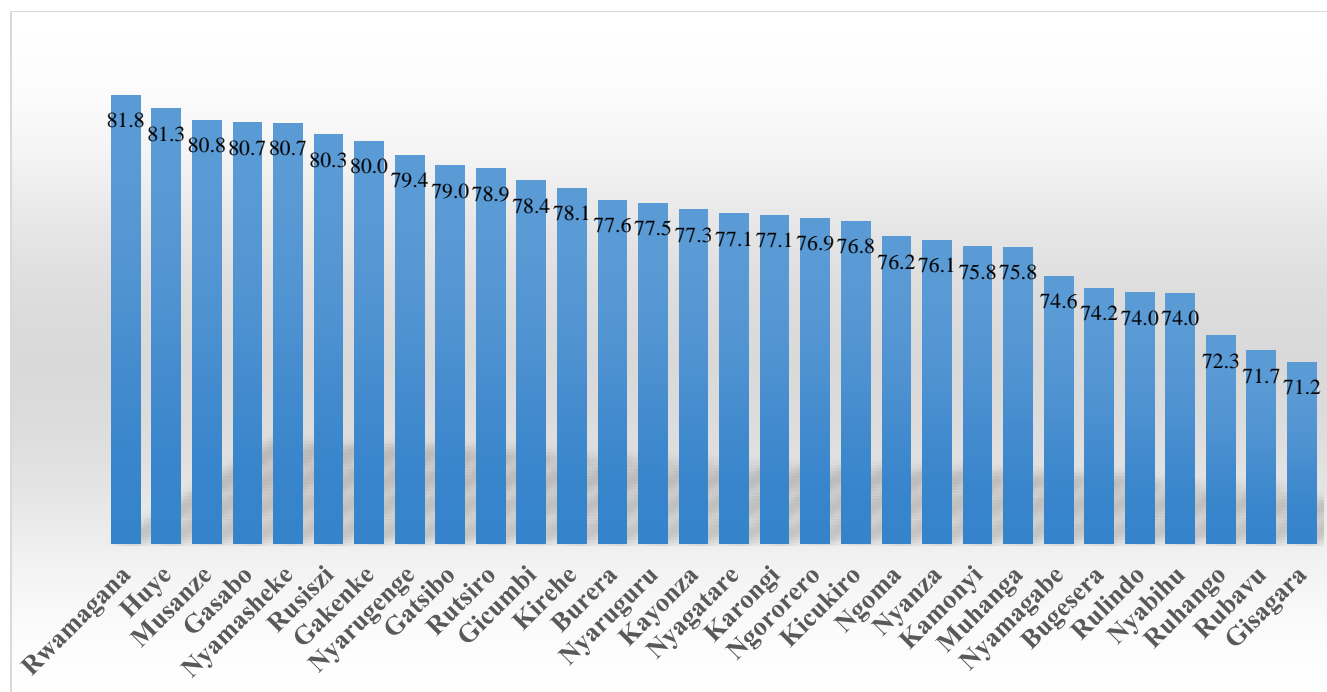
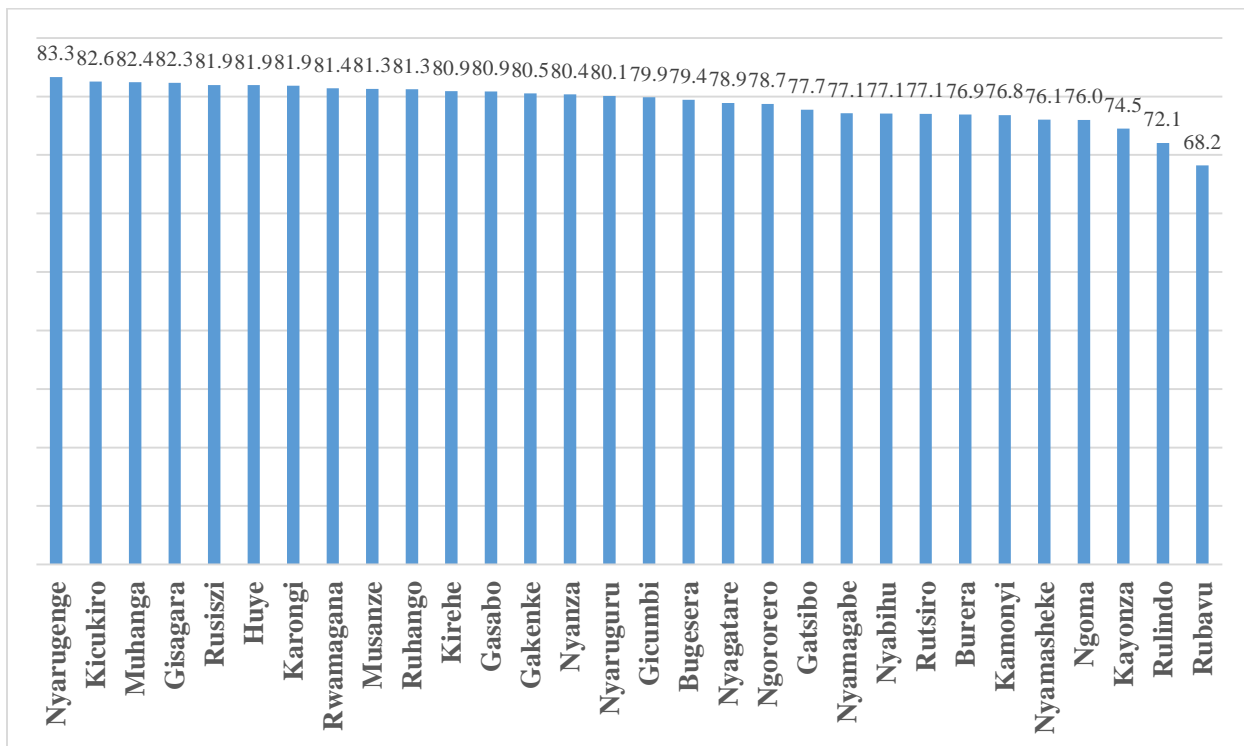


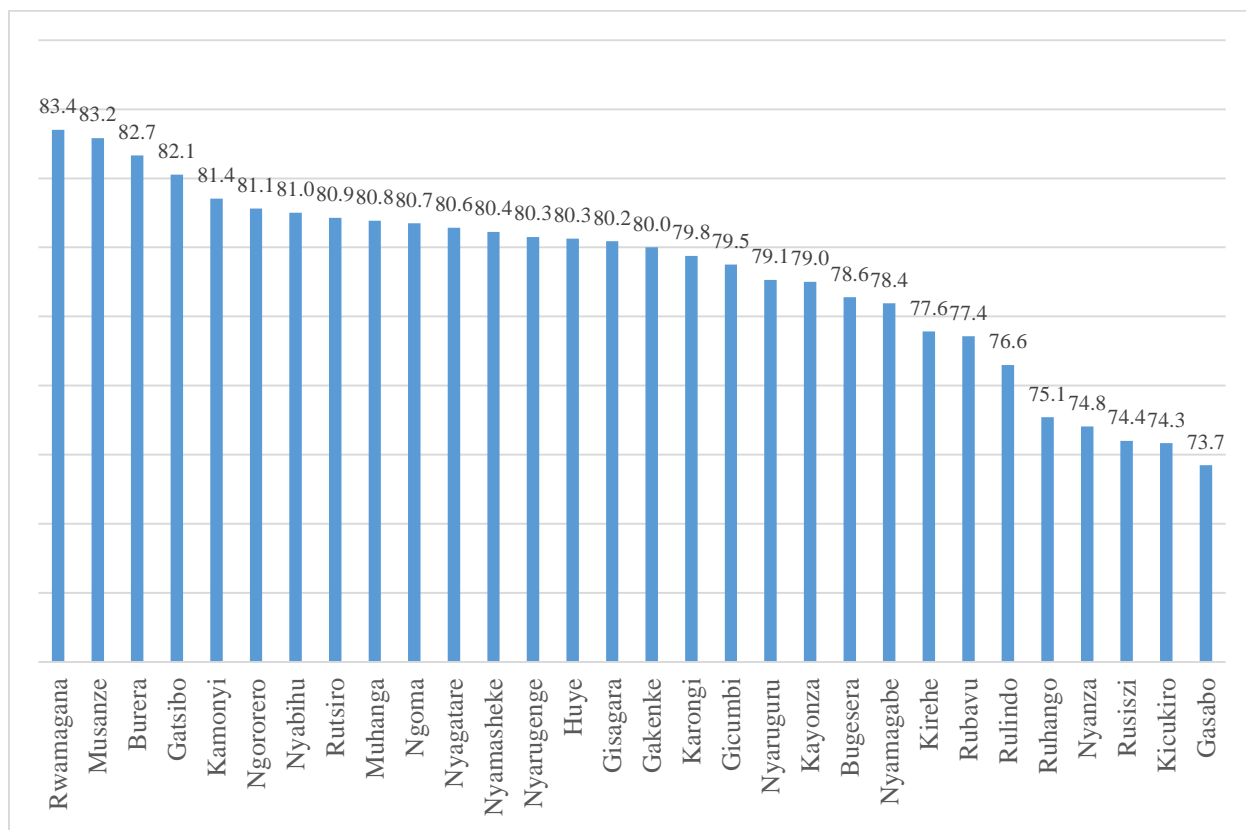
Figure 9 below summarizes the scores of districts in the social development pillar. As it can be observed, the District of Nyarugenge was the best performer with a score of 83.3% followed closely by Kicukiro, Muhanga, Gisagara, Rusizi, Huye, Karongi, Rwamagana, Musanze, Ruhango, Kirehe, Gasabo, Gakenke, Nyanza and Nyaruguru districts (with 80% and slightly above). The performance in the social development pillar was higher than that of the economic pillar. Generally, there are very small differences in scores across the districts, which suggests that all districts put in efforts in the activities that are somewhat similar under this pillar.

Figure 9: District performance for social pillar



The Performance scores and ranking by district in the governance and justice pillar, as summarized in the Figure 10 below, also display the same trends as the performance observed in the social and economic development pillars. The best performing district in the governance pillar (Rwamagana) scored 83.4% while the lowest (Gasabo) scored 73.7%.

Figure 10: District performance for good governance and justice

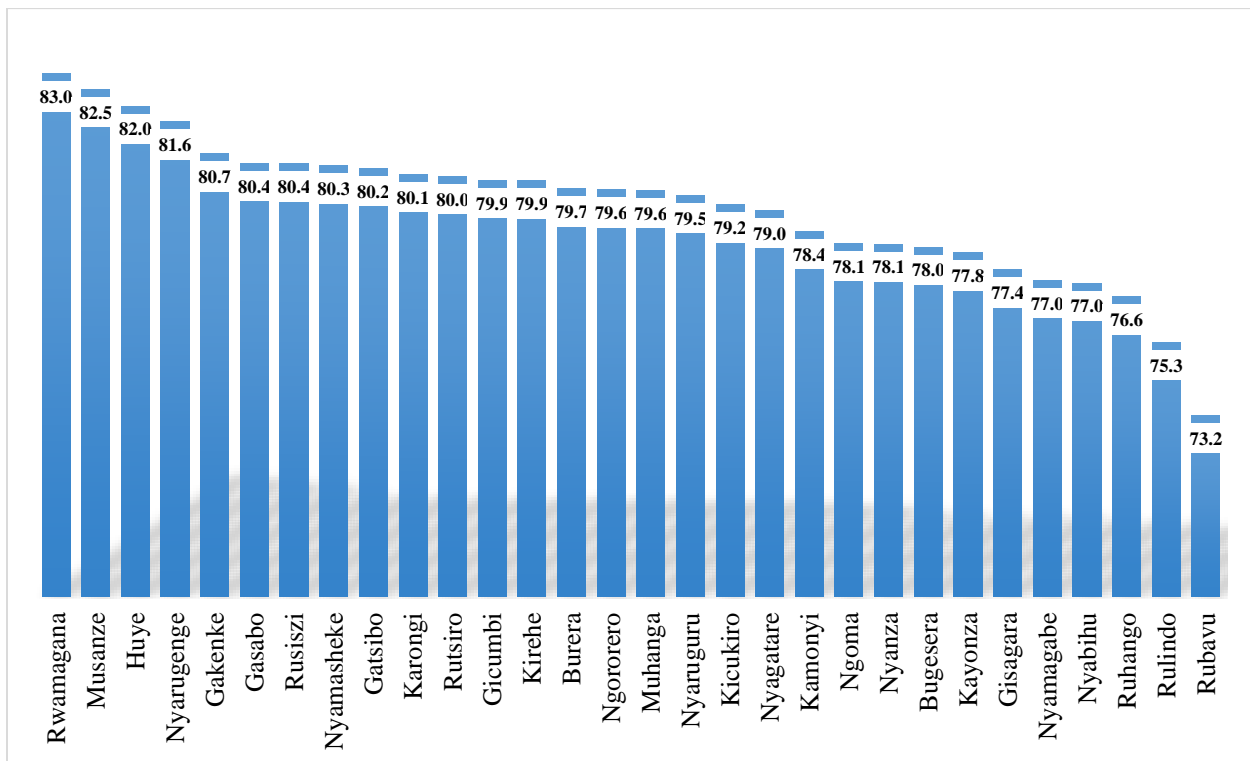


While assessing the overall average performance across pillars, it is clear that the governance and justice pillar (79.3%) scored higher compared to the social pillar (79%) and the economic pillar (77.2%), which indicates a significant increase (20.4 percentage points increase in governance and justice pillar, 17.3 percentage points increase in social pillar and 10.8 percentage points increase in economic pillar) compared to last year’s performance. The noticed higher performance of governance and justice pillar over the other pillars is explained by the increased role of districts in citizen mobilisation and engagement, among others. For example, out of valid cases analysed, mobilisation alone counts for 40% of district intervention in *imihigo* implementation. Other main roles played by districts include planning and implementation (33.8%), coordination and monitoring (19%), and securing own-funding (6.2%).

5.3.2. District performance on Individual Imihigo

The district performance on individual *imihigo* targets, as summarized in the Figure 11 below, indicates that eleven districts scored 80% and more. These districts are Rwamagana, Musanze, Huye, Nyarugenge, Gakenke, Gasabo, Rusizi, Nyamasheke, Gatsibo, Karongi and Rutsiro. The lowest ranked district in individual imihigo was Rubavu district which scored 73.2%.

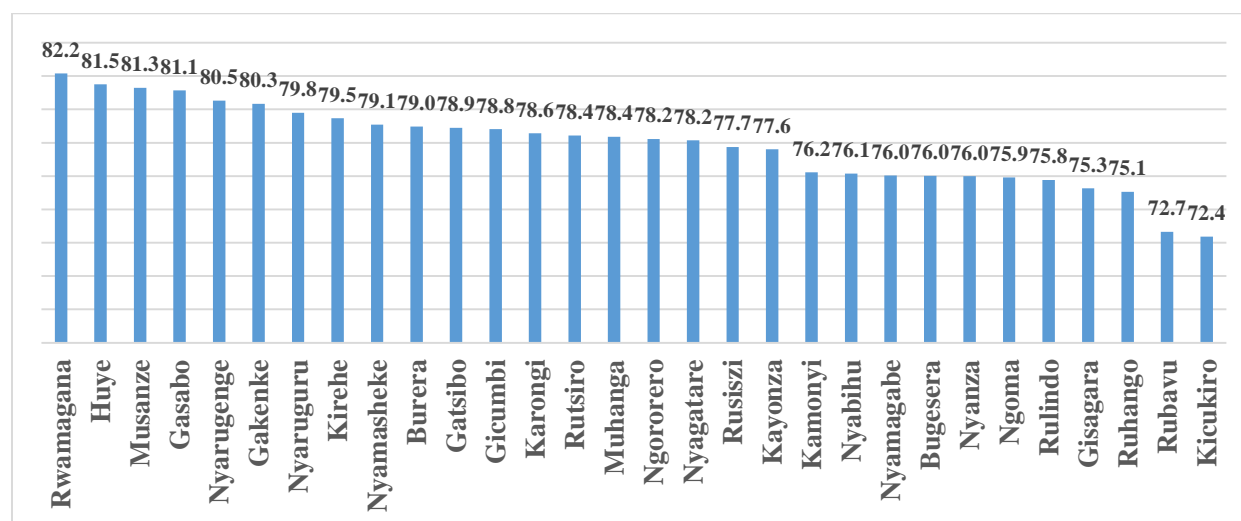
Figure 11: District performance in Individual Imihigo



5.3.3. District performance in Joint-Imihigo

The main purpose of signing of *joint-Imihigo* is to enhance collaboration, coordination and complementarity in the implementation of *Imihigo*. This implies that *Joint-Imihigo* involve more than one institution/actor in the planning, implementation, and evaluation of a particular target. Figure 12 depicts the scores of districts in *joint-imihigo* targets. District of Rwamagana is the best performer with a score of 82.2% followed by Huye, Musanze, Gasabo, Nyarugenge, Gakenke which scored 80% and slightly above.

Figure 12: District performance in Joint-Imihigo



Although Districts performed better than Ministries in *Joint-Imihigo*, there is still room for improvement. It was realized that for some *Joint-Imihigo* of Districts, the role of the private sector was critical for the implementation of particular targets. However, such cases where Districts took deliberate actions to engage the private sector to take the lead in implementing *Joint-Imihigo* target are few. Furthermore, it was observed that successful implementation of the *Joint-Imihigo* strongly depends on the extent to which central government effectively plays its role.

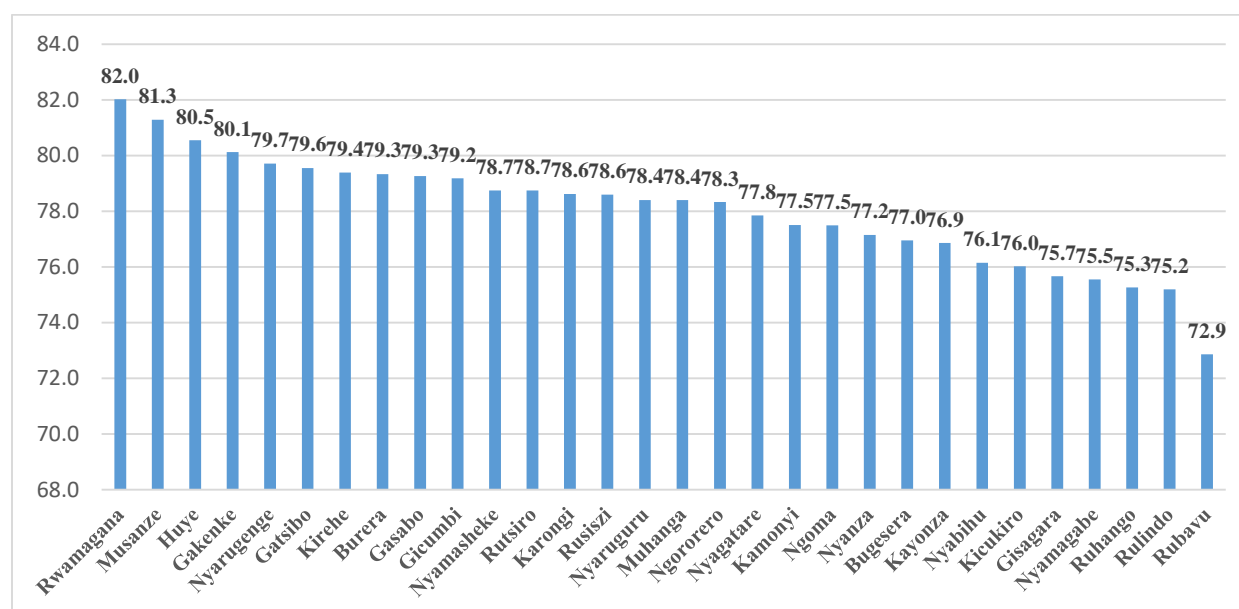
5.3.4. Overall performance of Districts

The overall performance of the districts is drawn from the assessment of the performance on individual and *Joint-Imihigo* targets. The overall performance is grouped in three categories: (1) Districts that scored 80% and above, (2) Districts that scored between 75% and 80%, and (3) Districts which scored between 75% and 70% (Table 6 and Figure 13). Out of thirty districts evaluated, four districts fall under the first category: Rwamagana (82.02%), Musanze (81.28%), Huye (80.55%) and Gakenke (80.12%). Twenty five districts fall under the second category. Only the District of Rubavu falls in the last category.

Table 6: Overall performance of Districts for 2016-2017

District	CRC (10%)	Score from Imihigo evaluation (90%)	Overall	Rank
Rwamagana	7.56	74.5	82.02	1
Musanze	7.33	74.0	81.28	2
Huye	6.85	73.7	80.55	3
Gakenke	7.6	72.5	80.12	4
Nyarugenge	6.55	73.2	79.71	5
Gatsibo	7.67	71.9	79.55	6
Kirehe	7.59	71.8	79.39	7
Burera	7.8	71.5	79.33	8
Gasabo	6.72	72.5	79.27	9
Gicumbi	7.54	71.6	79.19	10
Nyamasheke	6.76	72.0	78.74	11
Rutsiro	7.12	71.6	78.74	12
Karongi	6.93	71.7	78.62	13
Rusizi	6.91	71.7	78.60	14
Nyaruguru	6.79	71.6	78.40	15
Muhanga	7.06	71.3	78.40	16
Ngororero	7.01	71.3	78.33	17
Nyagatare	6.93	70.9	77.85	18
Kamonyi	7.46	70.0	77.51	19
Ngoma	7.75	69.7	77.50	20
Nyanza	7.4	69.8	77.15	21
Bugesera	7.25	69.7	76.95	22
Kayonza	6.86	70.0	76.86	23
Nyabihu	7.08	69.1	76.15	24
Kicukiro	6.44	69.6	76.02	25
Gisagara	6.57	69.1	75.66	26
Nyamagabe	6.46	69.1	75.55	27
Ruhango	6.73	68.5	75.27	28
Rulindo	7.32	67.9	75.19	29
Rubavu	7.13	65.7	72.86	30

Figure 13. Overall Performance of Districts



Overall, the district’s performance of this fiscal year is slightly higher (78.02%) as compared to that of the previous fiscal year (75%). Furthermore, there are more districts in the first (scoring 80% and above) and second (75% and 79%) categories, as compared to last year’s evaluation. It is clear that the margin between district performances is low, which reflects almost equal efforts and competitive spirit in the implementation of *Imihigo* across districts.

To fully understand the trend of performance in FY 2016/17, a number of inter-related factors have been identified and they vary from one district to another. Factors explaining high performance of the five top districts and low performance of the last five districts are summarised in the Table 7 below.

Table 7: Factors explaining high performance of five top districts and low performance of the last five districts

Rank	District	Explanatory note
1	Rwamagana	High level of achievement of <i>imihigo</i> targets especially those in economic pillar (81.8%) and governance and justice pillar (83.4%), scored high in joint-imihigo (82.2%), accuracy of supporting documents on implemented activities, high score on citizen satisfaction report card (7.56/10), lessons learnt from previous performance, good working relationship between district leadership and stakeholders
2	Musanze	High level of achievement of <i>imihigo</i> targets, accuracy of supporting documents on implemented activities, score higher in

		<i>joint imihigo</i> (81.3%), strong involvement of citizens, lessons learnt from previous performance, renewed commitment of district leadership to work as a team in a response to the call of high government officials
3	Huye	Experience and stability of executive committee, accuracy of supporting documents on implemented activities, scored higher in <i>joint-imihigo</i> (81.5%), high level on actual implementation of planned targets, information sharing and team work among staff, ownership of <i>imihigo</i> by staff
4	Gakenke	High level of achievement which is consistent across all pillars (around 80%), high score in <i>joint-imihigo</i> (80.3%), high score on citizen satisfaction report card (7.6/10) special attention by the central government due to disaster was a strong catalyst for district performance/strong involvement of citizens in imihigo process
5	Nyarugenge	High level of achievement of imihigo targets especially those in social pillar (83.3%) and consistency performance in other pillars, high score in joint imihigo (81.1%), strong support of JADF members, ownership of imihigo by staff, accuracy of supporting documents on implemented activities, citizens contributing money and land to construct access to road in their area
26	Gisagara	Scored lowest in economic pillar (71.2%), lack of consistency of imihigo reporting and actual implementation, low score on citizen satisfaction report card (6.57/10), lack of team spirit and lack of committed district leadership
27	Nyamagabe	Low score on citizen satisfaction report card (6.46/10, scored low in economic pillar (74.6%), mismatch between report performance and actual performance
28	Ruhango	Low citizen engagement with low score on citizen report card: 6.73/10, scored low in economic pillar (72.3%), lack of team work especially at district leadership
29	Rulindo	Scored low in economic pillar (74%) and social pillar (72.1%), low engagement of stakeholders by district leadership
30	Rubavu	Insufficient and inaccurate documentation on implemented activities on the field, scored low in economic pillar (71.7%) and social pillar (68.2%), one big target scoring zero, low score in joint-imihigo (72.7%), lack of a focused leadership

5.4. Overall key achievements

This sub-section presents some of the main achievements resulting from district performance in the implementation of both individual and *joint-imihigo*. Selected indicators as summarized in Table 8 are linked to some macro-economic targets.

Table 8. Indicative imihigo achievements of FY 2016-2017

Key Indicators / Period	Total Planned	Total Achievement	% Achievement
Job creation (# of short term off-farm jobs created)	205161	225865	110
Access and connectivity to electricity (# HHs)	179148	99742	56
Access to clean water (# HHs)	698355	650094	93
Total Km of Road constructed and Rehabilitated (Tarmac)	84.767	83.467	98
Total Km of Road constructed and Rehabilitated (Maramu)	1718.035	1656.077	96
Land consolidation Season A&B (ha)	1485308.8	1438740.42	97
Average yield for priority crops- Maize (MT/Ha)	3.577333333	3.312333333	93
Averaged yield for priority crops- Beans (MT/Ha)	1.979333333	1.850666667	93
Number of radical terraces constructed (# Hectares)	5012.55	4766.495	95
Number of hectares of terraces Valorized (# Hectares)	269.5	271.5	101
Number of trees planted for reforestation / aforestation (Ha)	179039.6	183091.47	102
Construction of IDP villages (% level of achievement)	100	85.13333333	85
Number of cows distributed under the Girinka Program ((#)	33171	34052	103
Number of Biogas Digesters (Both HHs & Institutions) (#)	977	835	85
Number of people supported through SMEs by District and BDF (#)	18193	19930	110
Number of classrooms	426	425	100
Number of TVETs constructed (#)	9	9	100
Number of health posts completed(#)	24	24	100
Number of health Centres completed (#)	10	10	100
Number of Maternity Ward constructed/completed (#)	3	3	100
Number of health posts (On-going) (#)	3	3	100
Number of health Centres (On-going) (#)	4	4	100
Number of Maternity Ward constructed (On-going) (#)	4	4	100
Health Insurance (MUSA) (% of people insured)	96.66666667	83.896	87
Number of VUP beneficiaries – (all VUP components)	136870	160794.8	117
Number of Women, Youth, and PWD's cooperatives (# of cooperatives)	70	72	103

Estimated Value of <i>Umuganda</i> per District (Frws)	14890318523	14919956284	100
Number of Sector offices constructed (completed) (#)	9	9	100
Number of Sector offices under construction (#)	1	1	N/A
Number of District offices constructed (completed) (#)	2	2	100
Number of District offices under construction (#)	5	5	100
Improved service delivery (CRC's Scores in %)	0	0	
Own Resources Generated at the District level	1,620,609,144	1,571,621,883	97

Source: Compilation of estimates from 30 districts (FY 2016-2017)

The key indicative achievements from this year's Imihigo performance can be drawn from the above table. For example, more than 225,865 short term off-farm jobs were created this year, which means 110% of those targeted. Short-term off-farm jobs were found to be important since they created jobs, promoted entrepreneurship, and provided access to finance and business development skills, particularly for women and the youth. Other achievements include:

- A total of 650,094 households (93%) were served with clean water within 500 m compared to the 698,355 households planned;
- A total of 99,742 households (56%) were served with electricity (# HHs) compared to 179,148 households planned;
- 24 health posts constructed against 24 planned; 9 health Centres completed against 9 planned;
- 160795 households benefited from VUP (all components combined) against the 136,870 households targeted;
- Districts were also able to generate own resources at 97% for the first time with an average of RwFs 1,571,621,883 against RwFs 1, 620,609, 144 targeted. Furthermore, around 25 districts have been able to hit their targets at hundred percent and beyond. This is a clear indication that different interventions to improve tax collection and management have begun to bear fruits.

5.5. Key innovations and success stories

Districts demonstrated some level of innovation as they used unconventional means to carry out their *imihigo* related activities leading to some success stories as discussed below:

- In all districts, the reserve force (*inkeragutabara*) was involved in the execution of works and provision of services towards the achievement of some of imihigo targets. This has improved the performance level in many areas (e.g. fertilizer distribution in agriculture, construction of IDP model villages, and other construction projects).
- In Karongi District, more than a thousand community health workers pooled over Rwf 295 Million to invest in a massive commercial building complex and branded as the '*Community Health Workers Investment Group*'. About 1164 members from 22 cooperatives raised money from their savings. Of this money, every cooperative contributed Rwf 15 Million and members believe that the commercial complex will improve their lives. According to Karongi District officials, this facility is a big contribution to commercial housing. With an estimate of 30 rooms, the complex is targeting tenants for bars, restaurants, beauty salons and other businesses.
- In the same district, in a bid to maximize available opportunities, Karongi has invested in the construction of roads/tail along the Kivu ridge to allow easy access to tourist sites. The

trail will provide great opportunities and choices and will definitely increase district's revenues in the future.

- In the District of Nyamasheke, an artificial insemination centre was established with the support of a development partner. This is a testimony that local problems can be solved locally which is a move towards self-reliance (*Kwigira*). For the last three years, there has been consistent breakdown of the Rwanda Agriculture Board (RAB) national insemination centre which the district was relying on all the time. This new centre facilitated effective capacity building of veterinarians in artificial insemination services, which will boost livestock production.
- In Nyaruguru, an agricultural training centre was constructed to provide basic skills to farmers, which will help the district to improve productivity and address the shortage of extension services.
- In Gasabo District, there is an emerging involvement of the JADF members in the construction of the Gikomero IDP village model. RDF Reserve Force, in partnership with Gasabo District, has put in place a Model Village to improve the lives of the needy. Out of Rwf 2, 3 billion which the project cost, JADF members contributed 1.5 billion (representing 65%).
- Improved service delivery using ICT facilities has also been instrumental in the majority of districts. For example, in Gisagara district, 58 cells' offices are equipped with wireless internet.
- In Burera district, a community-based garment centre was established to create employment for local community and support "*Made in Rwanda Agenda*". The Burera Garment Factory is a joint project by Burera District and Noguchi Holdings, a Japanese venture capital firm, and is part of the Integrated Craft Production Centre (ICPC) locally known as 'Udukiriro'. Out of the Rwf 1 billion initial investment, the district has 48% of the shares while Noguchi has 52%. Part of the funds was used to buy modern equipment such as electrical and computerised sewing and cutting machines. The factory has so far trained 100 workers and the number will be increased to 500 by December 2017.
- Other success stories include a craft Centre for IWAWA youth graduates, established by Rubavu District in collaboration with BDF through the NEP program. In Ngoma District, there is an association of every 15 households that form a unity called '*Isibo*' and this was formalised in the whole district. Members of each '*Isibo*' meet regularly to share their opportunities, challenges and find solutions. Some of the problems they have addressed include paying for health insurance for households (out of their contribution) that are not able to pay, providing counselling against GBV and setting up self-help groups.

5.6. District performance trend in the last four years

Table 9 and Figure 14 show districts' imihigo performance trend in the last four consecutive fiscal years (2013-2014; -2014-2015; 2015-2016 and 2016-2017). The analysis of Districts performance over the last four years of evaluations can be categorised in four main status areas: emerging districts, stable districts, stagnant districts and declining districts.

Table 9: District Performance over the last four years

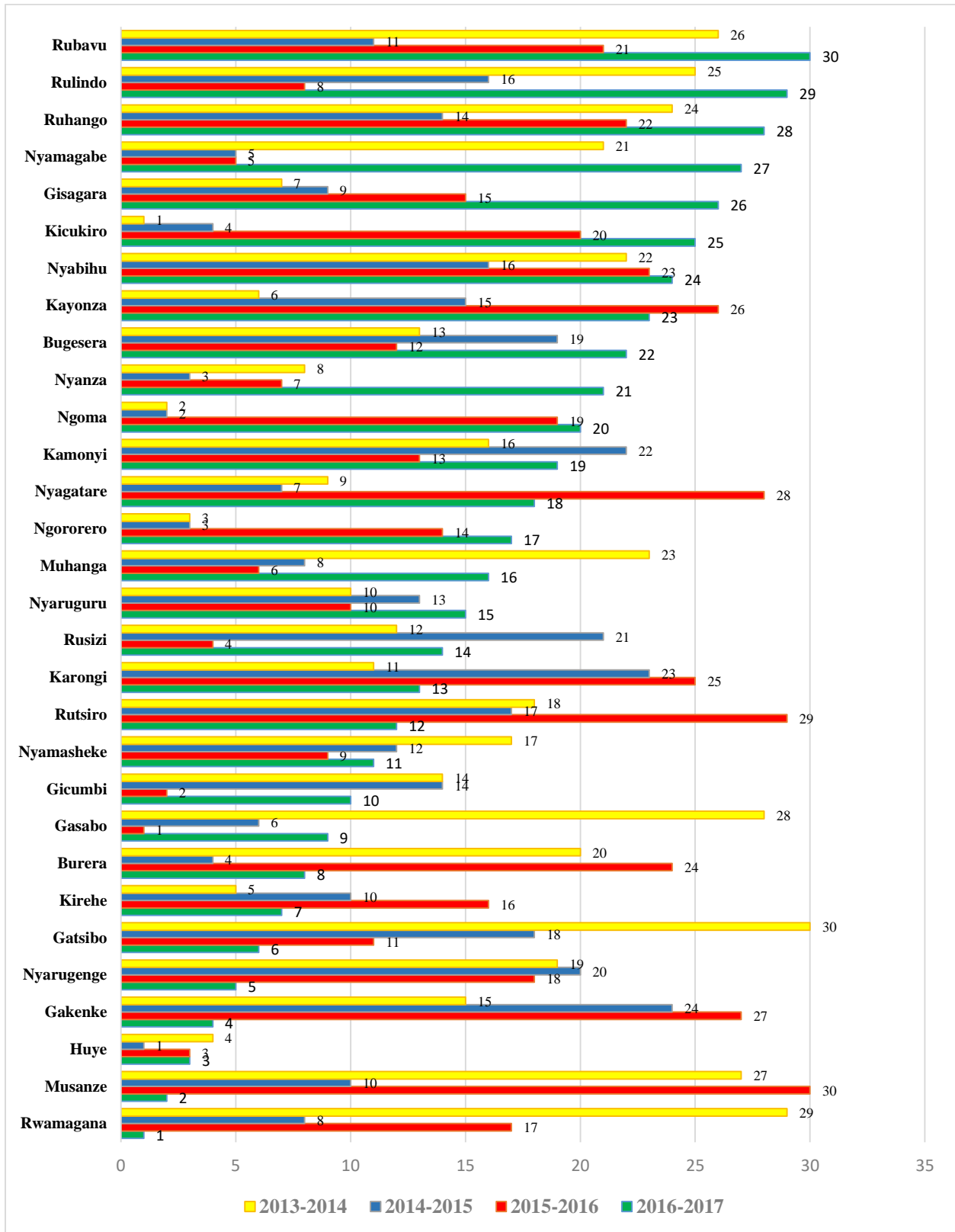
District	2016-2017	2015-2016	2014-2015	2013-2014	Performance category
Rwamagana	1	17	8	29	
Musanze	2	30	10	27	
Huye	3	3	1	4	
Gakenke	4	27	24	15	
Nyarugenge	5	18	20	19	
Gatsibo	6	11	18	30	
Kirehe	7	16	10	5	
Burera	8	24	4	20	
Gasabo	9	1	6	28	
Gicumbi	10	2	14	14	
Nyamasheke	11	9	12	17	
Rutsiro	12	29	17	18	ST
Karongi	13	25	23	11	ST
Rusizi	14	4	21	12	S-
Nyaruguru	15	10	13	10	S-
Muhanga	16	6	8	23	S-
Ngororero	17	14	3	3	
Nyagatare	18	28	7	9	S+
Kamonyi	19	13	22	16	S-
Ngoma	20	19	2	2	
Nyanza	21	7	3	8	
Bugesera	22	12	19	13	S-
Kayonza	23	26	15	6	S-
Nyabihu	24	23	16	22	ST
Kicukiro	25	20	4	1	

Gisagara	26	15	9	7	
Nyamagabe	27	5	5	21	
Ruhango	28	22	14	24	
Rulindo	29	8	16	25	
Rubavu	30	21	11	26	

Legend

	Emerging Districts (Sharp trend upwards of 5 and above positions from the previous positions)
	Stable Districts (Districts that have remained with the positive range of performance with minimum movement)
	Stagnant Districts (S+ : stagnant toward emerging; ST : Typical Stagnant; S- : Stagnant towards declining)
	Sloping districts (Sharp trend downwards of 5 position and above from the previous positions)

Figure 14. Trends in performance of Districts in the last four years



- (1) Emerging Districts are comprised of Districts with a sharp trend upwards of/ or from 5 and above positions from the previous positions. Six districts fall under this category. Typical among these districts are Gatsibo and Nyarugenge districts.
- (2) Stable Districts are comprised of Districts that have remained within a positive range of performance. Only five districts are under this category. A typical example is Huye District.
- (3) Stagnant Districts are those that are stagnant towards emerging, typical stagnant and stagnant towards declining. Ten districts appear in this category. Typical among the stagnant but emerging is Nyagatare district while Rutsiro is typical stagnant district and Muhanga is stagnant but declining district.
- (4) Sloping Districts are comprised of districts with a sharp trend downwards of 5 position and above from the previous positions. This group of districts has been found in consistent trend of declining over the last four years. These include ten districts and make the largest number in the categories.

5.7. Main Challenges

In spite of tremendous achievements and improved performance of districts, there are a number of challenges that constrained progress and effective achievement of imihigo targets:

❖ General constraints

- It was observed that some districts were unable to hit their targets mainly due to delays in service delivery on the part of the parastatal agencies that are responsible for water and electricity provision (WASAC and REG respectively).
- Gaps of unfilled positions were reported in some district structures. This affects service delivery at the local level. On one hand, district staff is overloaded to the extent that they may not have the requisite time to implement Imihigo targets. On the other hand, as evidenced by other previous evaluations conducted by IPAR-Rwanda, central and local government staff are not skilled enough to conduct Monitoring and Evaluation (M&E), a key requirement if *Imihigo* are to have optimal impact.
- There is also a challenge related to reporting and availability of supporting documents for the implementation of an activity. During the evaluation, it was found that only 69% of imihigo

targets evaluated had accurate and complete supporting documents. This may lead to a series of interpretations of the Imihigo achievements some of which may point on lack of transparency and accountability. The reporting challenge becomes bigger when it comes to reporting about budget execution. While some districts adopt a ‘copy and paste’ approach to report about planned budget on their status report of the districts (e.g. Kamonyi and Huye), others prefer not to report at all about the level of budget execution (e.g. Rutsiro).

❖ **Planning, Implementation and Monitoring**

- There is a planning gap especially regarding setting and maintaining logic and consistency between objectives, baseline, output/targets & indicators. In addition, the logical framework of *Imihigo* does not provide space to indicate the source of funds for each of the activities and clear tasks allocation among implementing partners.
- Targets on land use consolidation are not clear and misleading in terms of baseline, performance and measurement. For the targets under this category, there is confusion in reporting additional efforts made vis- a-vis the land use consolidation.
- Under the good governance and justice pillar, there are also a number of outstanding issues in terms of measurement. The first has to do with the output on increasing the value and participation in *Umuganda*. The evaluation revealed an absence of a clear standard on how to measure the real value of *Umuganda* contribution to avoid overestimation. For example, some districts measure its value based on the number of people participating on the day multiplied by the daily labour (mostly farming) rate applicable in that district, whereas other districts attempt to estimate the financial cost by looking at the amount of work done on *Umuganda* day.
- In the health sector, the target on community based health-insurance is measured in terms of the percentage of population having access to community health insurance (e.g. Gasabo, Gicumbi, Nyamasheke, Nyarugenge, Musanze) without necessarily indicating the total number of households concerned in order to assess the progress made. In addition the lack of linking the previous community based health-insurance accounts and the current management system has led to poor service delivery which affects members who had contributed.
- So far, there is a lack of individual implementation plans that are aligned to *imihigo* targets which affect consistent tracking of the implementation progress of *imihigo*. Therefore, it is necessary and important to unpack imihigo targets and assign specific tasks to staff according to their area of expertise.

❖ Joint-Imihigo

- The evaluation has continuously revealed that for *joint-imihigo* at the central and local levels, partners do not clearly understand their roles, responsibilities, level and stage of involvement and what is expected from them. For example, in the agricultural sector, MINIRENA was supposed to play a role in irrigation, specifically issuing permits for dam construction upon MINAGRI's application. However, MINAGRI did not apply for these permits and, instead, decided to construct the dams without any environmental impact assessment. This resulted in limited stakeholders' engagement and ownership on one hand and the other hand MINIRENA reported disasters (such as floods, overflows upstream as well as drying of marshlands downstream (e.g. Rugobagoba valley dam and Kadiridimba valley dam that affected some areas of Kayonza District, etc.).
- During the evaluation, it was also noticed that there exist competing agendas between central and local government on specific interventions. In all districts, respondents reported that urgent assignments from line ministries and other central government agencies interfered with local planning. Despite efforts for joint planning meetings between the central and local authorities, unplanned requests emerging from channels outside the joint planning which often come from the central government end up consuming local resources (finances and time) particularly when the demands are not accompanied with additional budget.

6. Conclusions and policy recommendations

6.1. Conclusions

The findings of the 2016/17 *Imihigo* evaluation showed that the overall average performance of Ministries is higher compared to that of FY 2015-2016. The governance and justice pillar (70.3%) scored higher compared to social (69.8%) and economic (65.9%) pillars. Results from the evaluation indicate that only two Ministries scored more than 70% (MINADEF with 73.5% and MINISPOC with 73.3%) while twelve Ministries fall between 70 and 60% scores. These comprise MYICT (68.8%), MoH (68%), MINECOFIN (67.2%), MIFOTRA (66.8%), MINALOC (66.5%), MINIJUST (66%), MINIRENA (65.8%), MIDIMAR (64.8%), MINAFET (63.9%), MINAGRI (63.8%), MIGEPROFE (63.5%), and MINEACOM (63.2%). Ministries with the lowest scores are MININFRA, MINEDUC and RDB with the scores of 53.1% %, 57.8% and 59.5% respectively.

The 2016/17 *Imihigo* evaluation of City of Kigali indicates that there has been an increase in the overall performance score when compared to the FY 2015/16 evaluation. For this FY 2016/17, the social pillar scored higher (79%) compared to the economic pillar (76%) and governance and justice pillar which scored 71%.

The overall performance of Districts is grouped in three categories: (1) Districts that scored 80% and above, (2) Districts that scored between 75% and 80%, and (3) Districts which scored between 75% and 70%. Out of thirty districts evaluated, four districts fall under the first category: Rwamagana (82.02%), Musanze (81.28%), Huye (80.55%) and Gakenke (80.12%). Twenty five districts fall under the second category. Only the District of Rubavu falls in the last category.

The overall average performance of this fiscal year is slightly higher (78.02%) as compared to that of the previous fiscal year (75%). Furthermore, there are more districts in the first (scoring 80% and above) and second (75% and 79%) categories, as compared to last year's evaluation. It is clear that the margin between district performances is low, which reflects equal efforts and competitive spirit in the implementation of *Imihigo* across districts.

One of the outstanding achievements from this year's *Imihigo* evaluation is increase in tax collection at district level. For the first time, districts were able to generate own resources at 97% with an average of RwFs 1,571,621,883 against RwFs 1, 620,609, 144 planned initially. Furthermore, around 25 districts have been able to hit their targets at hundred percent and beyond. This is a clear indication that different interventions aimed at improving tax collection and

management has begun to bear fruits. Districts have also demonstrated some level of innovation and used unconventional mechanisms to carry out their activities.

To fully understand the trend of performance in FY 2016/17, a number of inter-related factors have been identified. Factors explaining high performance include but not limited to: (i) high level of achievement of imihigo targets especially those in economic pillar, (ii) scoring high in joint imihigo, (iii) accuracy of supporting documents on implemented activities, (iv) high score on citizen satisfaction report card, (v) good working relationship between district leadership and stakeholders and (vi) team work among staff.

Factors explaining low performance include insufficient and inaccurate documentation on implemented activities on the field, scoring lowest in economic pillar, lack of a committed and focused leadership, low engagement of stakeholders by district leadership, mismatch between reported performance and actual performance, lack of team work's spirit especially within district leadership, poor planning, lack of ownership of joint-imihigo.

6.2. Recommendations

It was found that despite remarkable progress that was achieved as a result of *Imihigo*, there are some areas that need to be further improved. Before we suggest areas for improvement for 2016/17 *Imihigo* evaluation, it is important to note that there are recommendations from previous evaluations that are still relevant as presented in the following matrix (**Table 10**).

Table 10. The recommendations Matrix of previous imihigo evaluations

Recommendations	2013/ 14	2014/ 15	2015/ 16	Observations
There should be improved consultations to increase effectiveness of existing channels for enhanced penetration of Imihigo	√	√		Improvement was made
The role of citizens should be improved beyond providing their priority targets during the planning phase of Imihigo; they should also receive feedback on why certain priorities were either maintained or removed from the approved Imihigo performance contracts. Local authorities have to be close to the citizens and need to provide feedback so that communities can fully take ownership of overall economic and social activities that affect them. Specifically, more and stronger campaign mechanisms on the role of <i>Imihigo</i> for citizens' improved		√	√	Improvement was made

Recommendations	2013/ 14	2014/ 15	2015/ 16	Observations
ownership of the whole process (the identification of challenges and opportunities and the evaluation) are needed				
Strengthen monitoring and evaluation frameworks for Imihigo (tools, baselines, indicators, time bound reviews, reporting, etc.) at the central and local government levels	√	√		Still valid
One same Umuhigo should not be claimed by more than one entity unless division of responsibility is clearly defined	√			Improvement was made
Ensure timely facilitation, guidance, and funds transfer from the central government to the districts.	√			Improvement was made
Data on service delivery should be gender-disaggregated	√			
Imihigo should be limited in number (not to exceed 10) and explore possibilities of limiting the number of Imihigo targets focusing on those with larger spill-over effects, that are more challenging, innovative, and transformative in order to avoid setting soft Imihigo targets.	√	√	√	Still valid
Improve coordination and provide a clear definition of roles in joint Imihigo (those implemented by more than one partner or entity) to ensure accountability and responsibility. All concerned institutions need to sit and plan together, and elaborate and approve the framework together so as to facilitate implementation, monitoring and evaluation (e.g. a specific template should be designed to capture activities and roles of each partner effectively in order to enhance the principles of ‘ <i>Joint Signing of Imihigo</i> ’ as indicated in the concept note of <i>Joint-Imihigo</i>)		√	√	Still valid
Ensure strong follow up and execution of other planned activities within the annual action plan and those that were not implemented as per Imihigo performance contracts.		√		

Recommendations	2013/ 14	2014/ 15	2015/ 16	Observations
Ensure that Ministry targets are linked to targets at the District level in order to establish a bridge between DDPs, Sector strategic plans and EDPRS2.		√		Still valid
Ensure that Ministry targets are implemented within the timeframe set in the performance contract to avoid delays in the implementation of joint Imihigo at the local government level.		√		
The planning process should take into account the achievements and the gaps of the previous fiscal year for possible adjustments. The template of Imihigo planning should include the columns for assumptions (one reflecting the sector and the national target as per national development frameworks, and another one reflecting the specific context that determines the magnitude of the target).			√	Still valid
Need to have cross-scale cooperation, including both bottom-up and top-down participation and accountability, emphasizing coordination and partnership across multiple scales.			√	Some progress made but improvements are still needed
Need to look beyond numbers (quantity) as expressed by targets, and focus more on quality (e.g., the extent to which these numbers are expressing issues of quality – not only the quality of information transfer between local governments and citizens, but resultant improvements in the quality of citizens’ lives in sustainable way).			√	Still valid
Need to develop a supportive enabling environment that is consistent with the achievement of <i>imihigo</i> targets; build the capacity of districts to ensure that systems and procedures are in place; and build the capacity of staff in order for them to carry out their own roles more effectively.			√	Still valid but

Referring to the above previous recommendation and insights from the current evaluation, the following observations and recommendations are made and discussed below:

It was clear from the findings that economic pillar has been consistently under performing at both Ministry and District level. This was due to the fact that most of interventions under economic pillar are multi-year in nature and budget intensive and normally associated with long procurement processes (e.g., irrigation and seeds for MINAGRI, installation equipment for rural electrification, improvement of traditional and non-traditional exports for MINEACOM) and complex contract management (e.g. large-scale economic projects that involve more than two partners at the central level, but whose implementation is done at district level) which in some cases affect their performance as planned. In addition, economic pillar has great involvement of private sector, either contracted or not. In most cases, private sector fails to deliver due to various reasons (e.g., lack of funds, lack of technical expertise, time requirement and ill procurement process, etc....). Therefore, **improvement of procurement and contract management is needed for large-scale economic projects.**

There were clear indications that the setting of Imihigo targets and expected outputs was not based on a common framework and language for easy tracking of *imihigo* implementation. One of the main resultant consequences is that tracking progress is difficult. There are no standard measurements from District to District, and sometimes from Districts to the line Ministries. For example, while some Districts use the number of households having access to water, others use the number of people having access to clean water (e.g. Gatsibo, Gisagara, Ruhango, Nyagatare, Nyanza, etc.) or the length (in km) of water supply lines (e.g. Bugesera, Rulindo, and Ngoma). In electricity, while some districts use the number of households having access to electricity, others use the length (in km) of energy supply lines (e.g. Bugesera).

For future imihigo planning, there is a need to develop a common framework and coding system for *imihigo* targets per priority areas. This will enable better planning, resource management, documentation and evaluation to support other national interventions and to monitor strategic national areas at both central and district levels.

In addition, there should be sufficient information sharing to avoid duplication and setting of unnecessary targets. For example, the target to provide electricity and water to the Nyacyonga flower project and water supply to the Gishari Flower Park was found later unnecessary because these facilities already existed. This is a clear sign of poor and/or uncoordinated planning.

It was further observed that in most Districts there were no consistency and clear linkages between the budget for planned activities and implemented activities. This was common in areas where districts' played a mobilization role. This affects the quality of implemented activities as well as the level of accountability. Additionally, most technicians at the Districts could not relate budget execution and implemented activities. This is a clear sign of lack of engagement of

stakeholders in planning and M&E as well as lack of ownership by the implementers, which could lead to low performance. **There is therefore a need to have a clear reporting of budget execution in relation to *imihigo* implementation with accurate and complete supporting documents.**

The findings also showed that there is a problem in the setting of imihigo targets specifically for the land use consolidation. Therefore, there is a need to specify the targets in terms of additional land cultivated under the land use consolidation in order to be able to measure additional efforts made towards the effectiveness of land use consolidation policy. This applies as well for health insurance where the target is measured in terms of the percentage of the population to be ensured without necessarily indicating the total number of people/households involved. **In the future, there is need to clearly indicate the exact number of households to be ensured.**

It was also realized that during the evaluation of Joint-Imihigo at the central level it is not still clear to every partner what their roles and responsibilities are and what is expected of them regarding particular targets and their level and stage of involvement. We recommend that preparatory and inclusive sessions are held among partner institutions to agree on roles, responsibilities, entry point levels and technical abilities required to jointly implement the planned targets.

It was realized that there is limited involvement in *Joint-Imihigo* by central institutions/agencies in the implementation of districts' Imihigo. This calls for increased decentralization and commitment by central agencies in the implementation of Imihigo at the district level. This is especially the case for those institutions/agencies that deliver specialized services (REG, RTDA, RAB, WASAC, NAEB, etc....). In instances where the Districts have targets that have to be jointly implemented with another central agency, there is a very strong need for harmonising planning, and implementation.

Going forward, measures to hold these institutions accountable should be put in place (e.g. rural electrification, if REG fails to deliver which is sometimes the case, they should be accountable). Alternatively, in order for these institutions to be more committed and held accountable, they should sign imihigo independently with H.E the President of Rwanda and should be evaluated independently in order to maximise their commitment and contribution in their respective areas of service delivery.

Some of the principles of *Imihigo* include promising to achieve outstanding activities (ambitions and innovations) and outstanding performance (excellence). However, it was observed that Districts are still setting their imihigo targets that are not meeting the above principles. Therefore, it is strongly recommended that, the definition and features that make up good imihigo be strictly referred to and abided by all institutions. It is crucial to ensure a clear distinction between activities in action plans and those in Imihigo targets. The latter should focus on key priority areas of the Country.

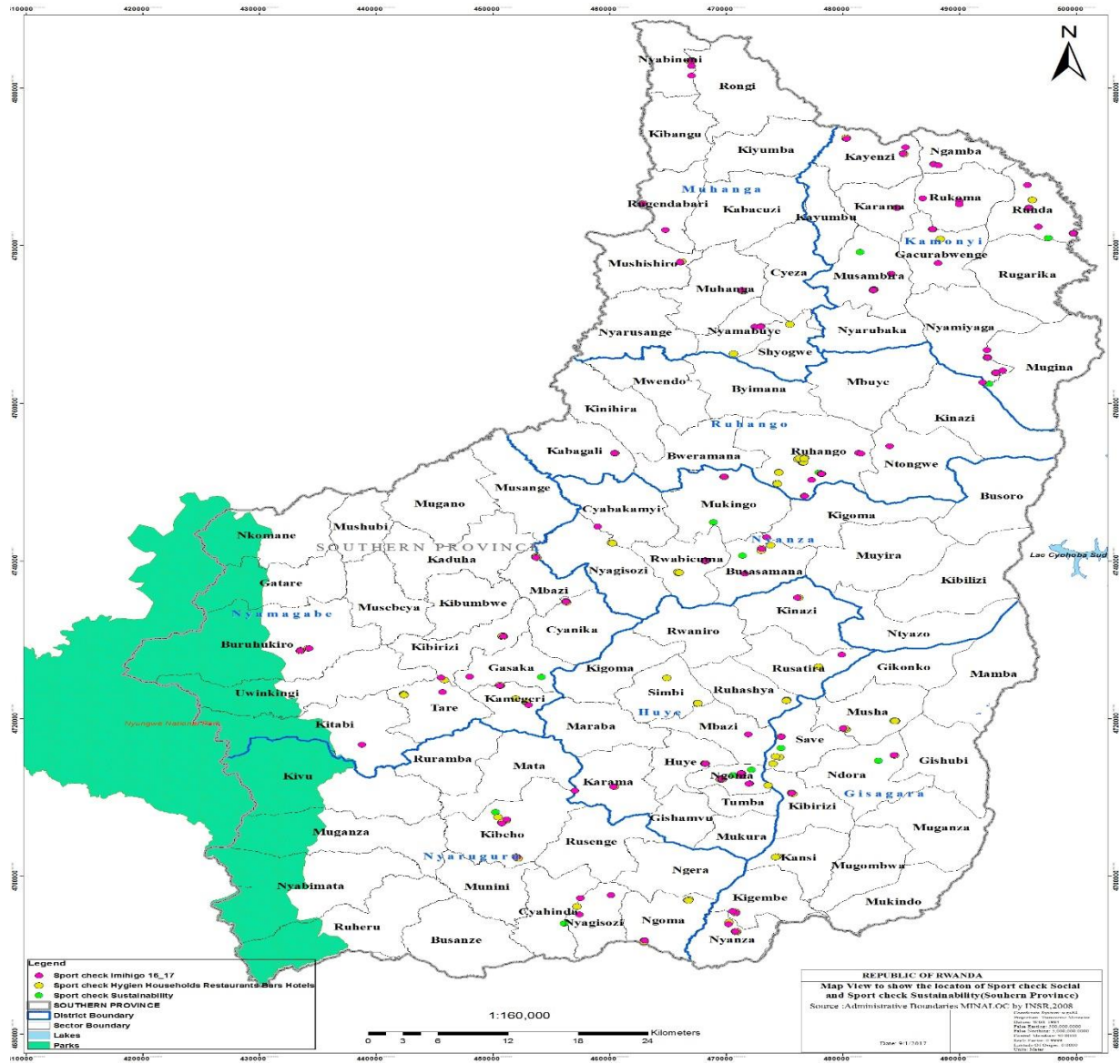
Lastly but not least, it was observed that there is general tendency for districts to set *imihigo* targets that are somewhat similar which tend not to necessary consider the specificities of districts in terms of major development issues. Therefore there is a strong need to set targets that take into account particular socio-economic profile of districts/pillars.

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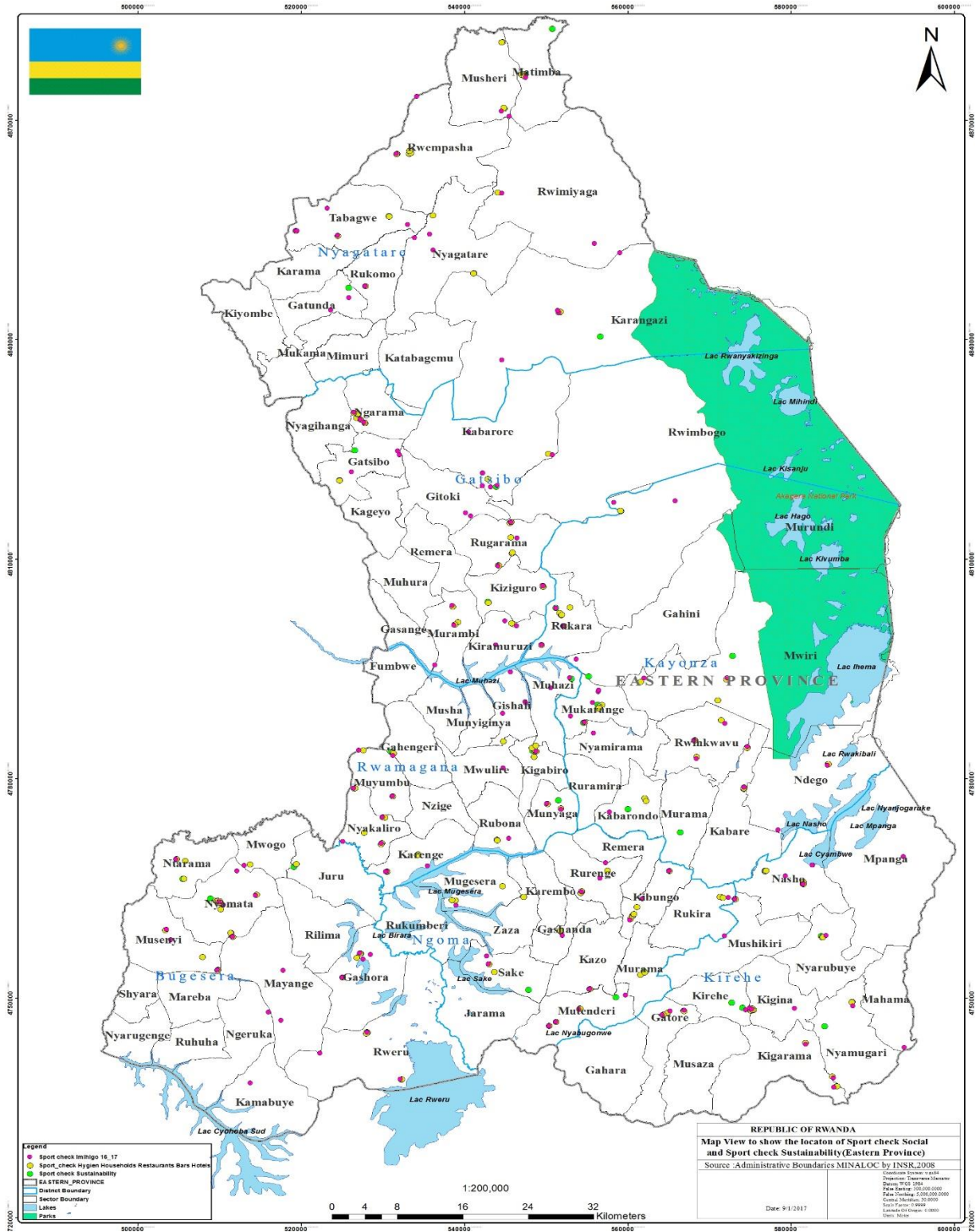
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Appendices

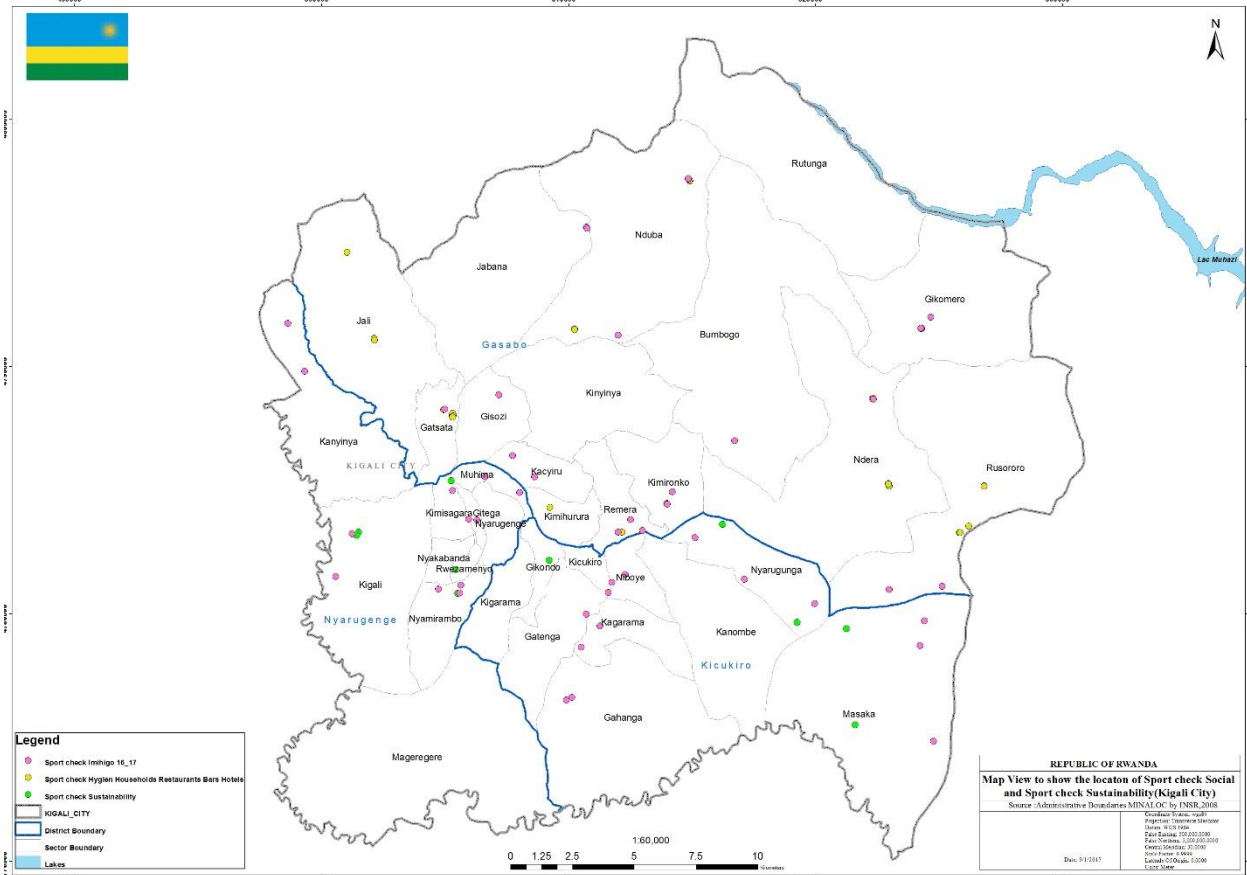
Appendix 1 Spot-Check for Social and sustainability in South Province



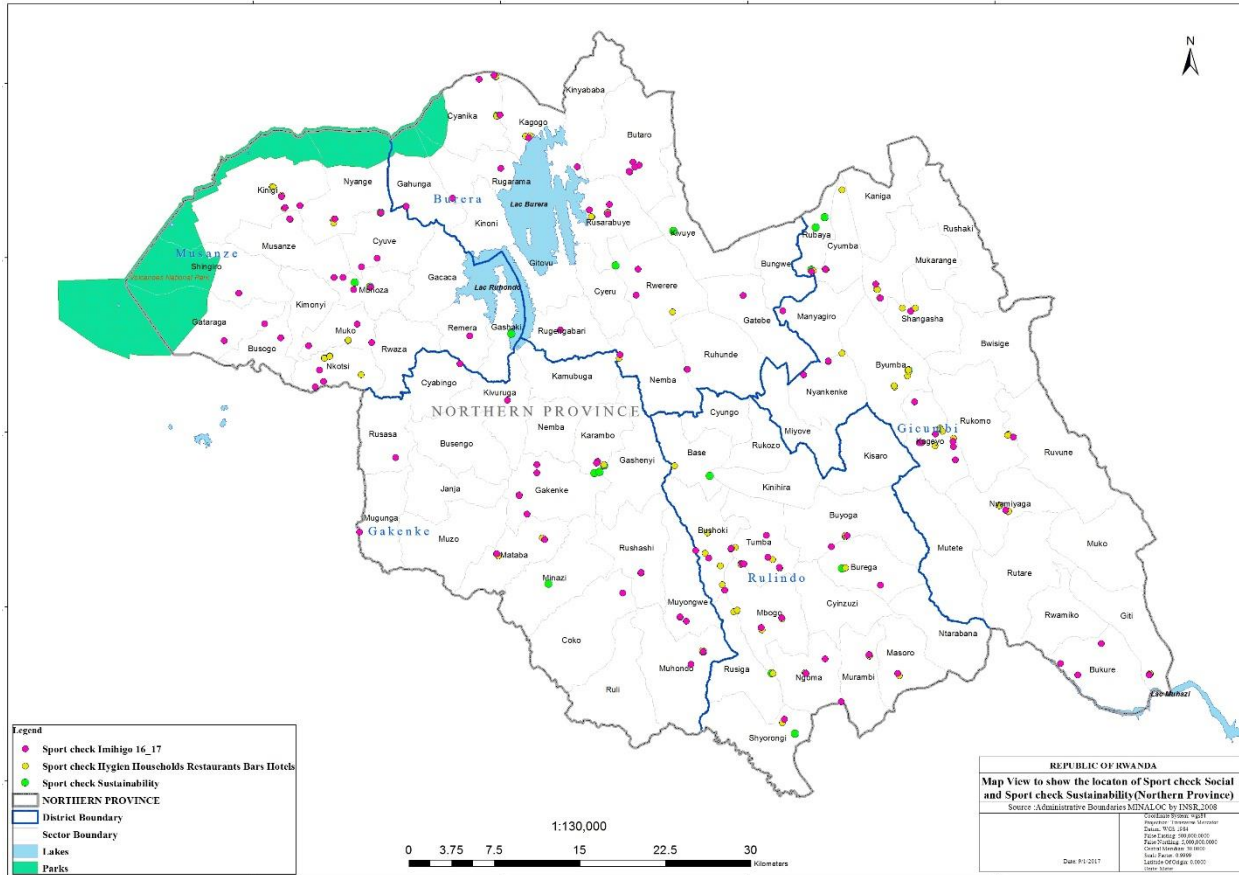
Appendix 2. Spot Check Sustainability in Eastern Province



Appendix 3. Spot Check sustainability in the City of Kigali



Appendix 4. Spot Check sustainability in Northern Province



Appendix 5. Spot Check Sustainability in Western Province

