



REPUBLIC OF RWANDA

DISTRICTS IMIHIGO EVALUATION REPORT

2012-2013

August, 2013

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I. ABBREVIATIONS

12YBE	12 Years Basic Education
9YBE	9 Years Basic Education
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	<i>Enquête Intégrale sur les Conditions de Vie des Ménages</i>
EWSA	Energy Water Sanitation Authority
GMO	Gender Monitoring Office
H.E	His Excellency
IDP	Integrated Development Program
JADF	Joint Action Development Forum
LED	Local Economic Development
LG	Local Government
MDG	Millennium Development Goals
MIFOTRA	Ministry of Public Service and Labour
MINALOC	Ministry of Local Government
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MOH	Ministry of Health
MYICT	Ministry of Youth and Information and Communication Technology
PFM	Public Finance Management
PSF	Private Sector Federation
PWD	Persons with disabilities
RALGA	Rwandese Association of Local Government Authorities
RCSP	Rwanda Civil Society Platform
RDB	Rwanda Development Board
RGB	Rwanda Governance Board
RLDSF	Rwanda Local Development Support Fund
SACCO	Savings and Credit Cooperatives
TIG	<i>Travaux d'Interet Généraux</i>
TV	Television
TVET	Technical and Vocational Education and Training
VUP	Vision 2020 Umurenge Program

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III. EXECUTIVE SUMMARY

This report presents the evaluation findings and recommendations of the 2012-2013 Districts Imihigo evaluation performance. Imihigo, a performance management initiative, is one of the unique Rwandan innovations adopted in 2006 to improve the delivery of public services with attention on area-specific, short and medium term priorities focused on Vision 2020.

The evaluation process involved high level multi-disciplinary teams drawn from various sectors of Government, civil society and private sector. The assessment, undertaken by a multi-stakeholder evaluation team of senior officials and experts, was conducted during the period July 16th to August 8th, 2013 in all districts and the City of Kigali.

A total of 1,865 activities had been committed by the Districts and the City of Kigali. Of these, 50% were under the economic development pillar, 21% under the social development pillar, and 29% under the governance pillar.

Evaluation results

The districts performance by development pillar and overall scores, was as follows:

- Overall, the best performing districts are Karongi, Kicukiro and Kamonyi with scores above 96% each. The average overall performance score was 94%.
- In the economic pillar, the best performing was Karongi district with 98%, while the least performing district was Gicumbi with 90%. The average score was 95%;
- In the social development pillar, Kicukiro district was the best performer with 98% while the lowest was Muhanga district with 87%. The average performance score was 93%.
- In the governance and justice sector, Nyaruguru district was the best performing district with 97% score while Nyarugenge district was the lowest with 87%. The average performance score was 93%.

General Observation

The general performance of Imihigo 2012-2013 was remarkably high (average 94%). The performance becomes even more significant when compared to the previous fiscal years: 2011-2012 (89%); 2010-2011 (81%) and 66% for 2009-2010 average performance.

The 1st three best districts for 2012/2013 imihigo performance score above 95%, these were: Karongi, Kicukiro and Kamonyi.

The key factors behind districts improved performance are:

- Improved joint planning between central and local government, implementation, coordination, monitoring and evaluation in the whole process of imihigo;
- Enhanced citizen and Stakeholder participation and ownership of Imihigo;
- Improved central government support to local governments both technically and financially;
- Improved institutional and human capacities in local governments.

Key recommendations

- i. Maintain the course: planning, coordination, M&E and support;
- ii. All institutions concerned (central and local) to consider the challenges observed in the forthcoming planning and budgeting financial year;
- iii. Central government support to districts remains vital, especially on some challenges where districts capacities are too low compared to the need;
- iv. Institutionalize Imihigo especially at village and household levels;
- v. Complete projects not completed under previous Imihigo evaluations;

III. INTRODUCTION

Since 2006, the Government of Rwanda has implemented *Imihigo* as a tool to accelerate implementation of its national development agenda focusing on those that fast-track the realization of priority outcomes in poverty reduction, economic transformation and good governance. Over the last 7 years, Districts Mayors (in their capacity as Political Heads of Local Governments) have been signing *Imihigo* with H.E The President of the Republic (as the Head of State). This performance-based approach has progressively improved decentralized governance and service delivery, particularly in areas of local government planning, targeted resource allocation, implementation and monitoring of their performance targets, as well as downward and upward accountability. Consequently, progress in many of the socio-economic transformation and good governance indicators set in long-term (Vision 2020) and medium term plans (EDPRS 1, EDPRS 2) have been realized. An outstanding one is the lifting of about 1 million Rwandans out of poverty during the EDPRS 1 period (as the EICV 3 results show). The *Imihigo* - which are now carefully thought through, tightly formulated, and rigorously monitored and evaluated - have played a significant if not central role in realizing these targets.

The annual performance of the districts vis-a-vis their committed targets is evaluated by the nationally constituted multi-stakeholder evaluation team. The evaluation process of the 2012-2013 District *Imihigo* was conducted from July 16th to August 8th, 2013. The exercise assessed implementation progress of districts' commitments; the challenges encountered and inherent weaknesses, as well as best practices that drove or facilitated speedy implementation of districts' *Imihigo*. To ensure efficiency, effectiveness and involvement of different actors in the *Imihigo* evaluation exercise, a national evaluation team was constituted, comprising of senior officials and experts from different institutions of public, private and civil society domains. Members for each of the evaluation team ranged between 11 to 12 officials and experts.

IV. COMPOSITION OF EVALUATION AND SUPERVISING TEAMS

Members of the evaluation team were drawn from Government institutions, private sector and civil society and these included: Office of The President, Office of the Prime Minister, MINALOC, MINECOFIN, MINAGRI, MOH, MININFRA, MINIRENA, MYICT, MINICOM, Rwanda Governance Board (RGB), Rwanda Local Development Support Fund (RLDSF), Gender Monitoring Office (GMO), RALGA, Rwanda Civil Society Platform (RCSP), Private Sector Federation (PSF), City of Kigali and Provinces.

The evaluation team was divided into four sub-teams, each with at least one representative from each of the above mentioned institutions and each sub-team was headed by a senior official at the rank of a Director General. At the commencement of the evaluation exercise, the four sub-teams jointly evaluated the *Imihigo* for Rulindo district. This initial joint evaluation was

to ensure all evaluation team members have a common understanding of the issues and approaches, and mastered the evaluation exercise including methodology and scoring.

A supervising team composed of Officials from Office of The President, Prime Minister's Office and Permanent Secretary of the Ministry of Local Government was constituted to monitor and ensure efficiency of the *Imihigo* evaluation exercise. The supervising team participated in the evaluation exercise of the district (both office and field evaluation) and harmonization of scores session, thereafter, the supervising team provided feedback to the evaluation team, which helped the evaluation team maintain consistency and efficiency of the assignment.

V. METHODOLOGY

In order to carry out a thorough and credible evaluation, the following methods and processes were used:

1.1 Instruments of evaluation

In each district, both desk review and field visits were done, assessing documents that justify achievement of the activity as well as the actual status. The exercise took two days in each district, focusing on district *Imihigo* signed document and selected crosscutting priorities.

1.2.1 Imihigo document

The performance benchmarks upon which the evaluation was based are contained in the *Imihigo* document signed between the District Mayor and H.E The President for the financial year 2012-2013. Development priorities evaluated included the 3 strategic pillars: economic development, social welfare and good governance pillar that include activities for the justice sector.

1.2.2 Cross cutting issues

Due to their importance and contribution to the socio-economic development and good governance, some activities and programs were selected and considered cross cutting issues. Here the focus of the evaluation was whether and to what extent Districts in their *Imihigo* document had committed to implementing them. The following crosscutting issues included those in the 3 pillars: economic development, social development and good governance.

- ECONOMIC DEVELOPMENT:**

- i. Greening and beautification at local administrative offices (focusing on District and sectors office premises), schools, Health and Business centers;

- SOCIAL DEVELOPMENT:**

- ii. Completion of 12YBE (classrooms, toilets and Teachers' Hostels)
- iii. Socio-economic integration of the following categories of Rwandans:

- a. Historically marginalized group;
 - b. Persons with disabilities (PWDs);
 - c. Women;
 - d. Youth
- **GOVERNANCE (INCLUDING JUSTICE):**
- i. Resolving citizens' complaints submitted to LGs by President's Office, Office of the Prime Minister, Office of Ombudsman and MINALOC;
 - ii. Resolving issues regarding the properties of genocide survivors especially orphans and widows;
 - iii. Completion of Cells' offices construction;
 - iv. Implementation of resolutions of District Councils (Njyanama);
 - v. Organization and Functioning of community assemblies;
 - vi. Functioning of Joint Action Development Forum (JADF) at District and Sector levels;
 - vii. Ensuring effective Public Financial Management practices at local levels;
 - viii. Deepening *Imihigo* at household, Village and Cell levels;
 - ix. Increasing local revenue generation/collection

1.2.3 Imihigo evaluation template

Based on the format of Imihigo performance contracts already signed, the evaluation team developed an evaluation template which included all the performance objectives of the respective districts and used it across all Districts. The template provided spaces for recording the progress against each target.

1.2 Evaluation process

1.2.1 Document assessment and field visits

The evaluators verified whether the targets for corresponding activities or programs were realized as reported. District officials were given time to explain and elaborate on some of the issues whenever it was found necessary. This was especially so in situations where targets set were partially implemented or not at all.

1.2.2 Evaluation Feedback

After the evaluation exercise, each evaluation team provided feedback to the respective district management team, highlighting areas of appreciation, weaknesses observed, gaps identified as well as challenges encountered by the district management in the implementation process. The common shared areas of appreciation, shared weaknesses and challenges constitute general performance issues presented in the district general performance chapter.

1.2.3 Scoring and harmonization of scores

During the evaluation exercise, each evaluator rated (and scored) the assessed activities independent of others. At the end of the second day in each district, the evaluators harmonized their scores to ensure there were no major deviations or discrepancies that could have resulted from such incidences as being absent minded during evaluation or tendencies of partiality and favoritism.

VI. DISTRICTS 2012/2013 IMIHIGO AND PERFORMANCE

After harmonizing the scores of different evaluation teams, analysis and consolidation was undertaken to determine overall performance for each district. The results are presented in tables, graphs and short narratives in the following sections.

2.1 DISTRICTS 2012/2013 IMIHIGO

The number of activities committed by each district for each development pillar, on the basis of which the evaluation was done, and the corresponding achievement are presented in table 1 below.

Table 1: Number of Activities per Pillar for each district

Province	District	Economic Development	Social Development	Governance and Justice	Total Activities
KIGALI CITY	GASABO	21	9	19	49
	KICUKIRO	21	9	17	47
	NYARUGENGE	22	10	16	48
SOUTHERN PROVINCE	GISAGARA	34	13	19	66
	HUYE	31	15	16	62
	KAMONYI	36	12	18	66
	MUHANGA	32	12	18	62
	NYAMAGABE	32	14	18	64
	NYANZA	24	15	14	53
	NYARUGURU	27	14	17	58
	RUHANGO	29	14	17	60
WESTERN PROVINCE	KARONGI	32	15	19	66
	NGORORERO	32	15	19	66
	NYABIHU	29	14	22	65
	NYAMASHEKE	42	22	23	87
	RUBAVU	18	14	18	50
	RUSIZI	35	11	21	67
	RUTSIRO	27	12	17	56

NORTHERN PROVINCE	BURERA	30	13	15	58
	GAKENKE	34	16	17	67
	GICUMBI	41	13	19	73
	MUSANZE	36	14	19	69
	RULINDO	37	11	17	65
EASTERN PROVINCE	BUGESERA	33	10	17	60
	GATSIBO	37	8	22	67
	KAYONZA	29	13	18	60
	KIREHE	30	11	16	57
	NGOMA	32	9	16	57
	NYAGATARE	34	12	16	62
	RWAMAGANA	30	11	18	59
KIGALI CITY		7	8	4	19
Total activities		934	389	542	1865

It is worth noting that Districts Imihigo are composed of three pillars (Economic Development, Social Development and Governance and Justice). As indicated in table 1 above, a combined total of **1,865** activities were committed in the districts *Imihigo* for the fiscal year 2012-2013. Half of these (934) were under the Economic Development Pillar, reflecting the national priorities for the year 2012/13, 29% (or 542) in the Governance and Justice Sector, and the remaining 21% of activities categorized under social development.

2.2 GENERAL PERFORMANCE OF DISTRICTS IMIHIGO 2012-2013

Table 2 below provides a summary of districts imihigo general performance for 2012-2013. In general, the evaluation results showed that Local Governments have remarkably performed well in accomplishing the set targets for 2012-13 *Imihigo*. All the districts demonstrated some level of innovation as they used both unconventional and conventional mechanisms to achieve their targets, and looked beyond the constraints and challenges they faced.

Table 2: General performance of Districts in the Imihigo for 2012/2013

	Scores by Pillar			
	Economic Development	Social Development	Governance and Justice	Total Activities / Average performance
No of activities	927	381	538	1846
Performance level	94%	93%	93%	94%

From table 2 above, it is observed that performance on activities for all 3 pillars was above 90%. In fact, nearly all (94%) of committed activities were undertaken indicating that only 6% of committed activities were not accomplished. Even with the 6% of activities not accomplished, the

evaluation team noted that this was due to the challenges beyond districts' control. The performance of the economic development pillar was slightly higher (at 94%) than the performance of other pillars i.e. social development and governance which both scored 93%.

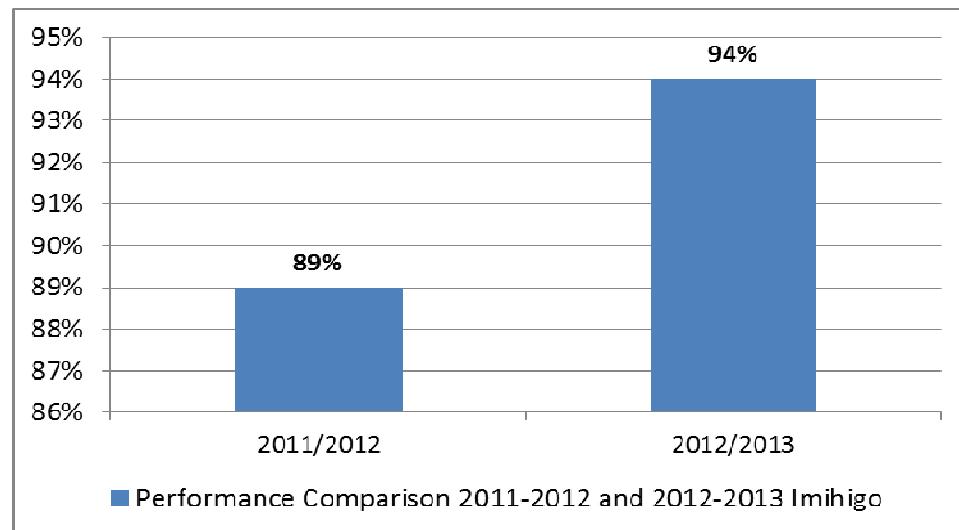
A better picture of the 2012-2013 general performance can be gleaned from comparing this year with the previous years' performance. Compared to the previous year (2011-2012) Imihigo performance, the 2012-2013 fiscal year performance also showed tremendous improvement as indicated in the table 3 and graph in figure 1 below.

Table 3: Comparison of General Performance for Districts Imihigo 2011-2012 and 2012-2013

	Economic Development		Social Development		Governance and Justice		Total Activities / Average performance	
	2011/12	2012/13	2011/12	2012/13	2011/12	2012/13	2011/12	2012/13
No of activities	766	927	361	381	319	538	3292	4149
Performance rate	89%	94%	90%	93%	89%	93%	89%	94%

The figures in table 3 above indicate that performance improvement was not only registered in overall performance but was consistent across all Pillars.

Figure 1: Comparison of District Imihigo Performance for 2011-2012 and 2012-2013



The progressive improvement, the evaluation team noted, was due to a number of factors, including improved leadership skills among district management teams; improved coordination between central and local government entities (sector ministries and non state partners are more actively engaged in district Imihigo than previous years); enhanced technical support and supervision to districts from especially MINALOC; and increased effectiveness in resource transfers to districts (delay in inter-governmental fiscal transfers previously noted have remarkably reduced).

Key activities achieved per pillar in the fiscal year 2012/2013:

- **Economic development pillar:** the following priorities were identified:
 - Land use consolidation
 - Infrastructure development such as:
 - Roads (earth roads, Tarmac roads and paved roads)
 - Access and connection to electricity
 - Access to clean water
 - Modern markets
 - Slaughter houses
 - SACCOS construction
 - Public lighting
 - Commercial buildings construction mostly by Cooperatives (Gasabo, Karongi, Rubavu...)
 - Districts' revenue collection
 - Scaling up one cow per poor family (Girinka Program), etc
- **Social development pillar:** The main priorities identified were:
 - Education sector especially construction of classrooms, teachers hostels and toilets
 - Health and social protection programs like construction of Health centers, Houses for vulnerable groups.
- **Good governance and justice pillar.** The following activities were districts priorities:
 - Construction of Cells offices,
 - Police Post (Kirehe district),
 - Resolving citizens' complaints and conflicts;
 - ICT penetration in LGs (installing facilities for Video conference and E-filing);
 - Modern communication - TV penetration in Public places; and
 - Training **Intore** in all districts.

The evaluation observed strengths; identified areas for improvement and challenges to be addressed as presented hereunder.

2.2.1 Strengths and Innovations

The evaluation team noted that the districts management teams had applied various strengths and innovative approaches to accomplish Imihigo targets they had set, key of which include:

- i. ***Mobilizing and ensuring wide stakeholder participation, which helped foster ownership*** in the implementation of Imihigo, was enhanced at District and Sectors levels where District authorities mobilize and involve all stakeholders working within the District. Some Districts adopted an approach whereby specific Imihigo targets are assigned to a stakeholder or organ;

- ii. ***Multi-year, high impact projects:*** Some Districts are implementing multi-year projects that are expected to have big impact in transforming the local economies, as advocated in the Local Economic Development (LED) strategy. These initiatives include Integrated Craft Production Centers; Modern Markets; improving institutional capacity through construction of SACCOs, Administrative offices; Marshland reclamation; agro-processing plants; and urban transformation of regional cities, among others;
- iii. ***Public Private Partnership*** has been promoted especially in developing infrastructure of strategic importance like changing the facelift of towns, construction of schools, health facilities, public car parks, and IDP models, among others;
- iv. In the Social Sector, Districts have increased mobilization towards realizing the MDGs targets in areas such as improved maternal and child health through increased attendance of ante-natal clinics by mothers and increasing deliveries at health facilities; family planning services; construction of 12YBE classrooms and teachers' hostels; Establishment of Early Childhood Development (ECD) centers initiatives; increasing adult and functional literacy; scaling up Girinka distribution; rehabilitation of genocide memorial sites; to mention but a few;
- v. Under the Governance and Justice pillar, Districts constructed and furnished Cell offices to provide a conducive working environment for Cell leadership staff, which is vital for effective coordination of Imidugudu leaders and delivery of basic services like land titles, information transmission and civic records management. The E-document system is now operational in most cells; One Stop Centers were established; community TVs were installed at sector level; and facilities for video conferencing put in place. In some sectors, video conferencing facilities are already operational.

For many districts, remarkable innovations seemed to have been inspired by inadequate realization of anticipated resources (causing budget shortfalls) or due to the overwhelming challenges faced, including unanticipated emergencies like flash floods and prolonged droughts in some districts. The innovative approaches noted in the implementation of Imihigo appeared to have been applied in other developmental projects as well.

Key innovations observed include:

- i. Citizen participation initiatives - for example mobilizing District residents to construct water pipelines where EWSA financial support could not be availed (as in the case of Kamonyi), construction of police posts (a case in Kirehe), construction of Cell administrative offices and SACCOs in all districts;
- ii. Community storage facilities established to help farmers store their agricultural produce. This was appreciated in Kirehe, Nyagatare and Bugesera districts. This good initiative can be replicated elsewhere, especially as it enhances food security which is a priority for all districts;

- iii. Community initiated electricity production projects, for example in Kirehe where a citizen constructed his own hydroelectricity source and supplies to his cell (akagari) where EWSA had no immediate electrification plan;
- iv. Mobilizing the beneficiaries of Direct Support under VUP programme in the first year and they invest in different projects of purchasing rentable houses in the spirit of having a safety net and setting graduation process from poverty in the beginning.

2.2.2 Areas for improvement

Having recognized the increase in enthusiasm, sense of purpose and commitment by Districts authorities to attain development aspirations, transform the Rwandan society and uplift the lives of people through the *Imihigo* performance management system, it is important to note that certain areas need improvement.

The most observed areas where Local Governments need to put more emphasis during Imihigo formulation and implementation were:

- i. ***Ensuring completion and full operationalization*** of different projects that were implemented during previous Imihigo but were not completed. Previous Imihigo evaluations recommended that completion of such projects be given high priority. They include mostly infrastructure such as roads, TVETs, Health centers, selling points, cold rooms, modern markets, among others;
- ii. ***Put in place a plan for operation and maintenance***: There should be a plan for regular maintenance of the infrastructure and other assets set up through Imihigo inspired projects e.g. feeder roads in most of the Districts have become impassable due to lack of maintenance after construction. This was observed in Gasabo, Huye and other Districts;
- iii. ***Improve communication***: Commitment of and communication among institutions should be improved in the entire Imihigo process right from conceptualization, through implementation to evaluation. The team observed communication gaps between districts and some stakeholders such as implementation of Integrated Handcraft Centers, implementation of rural electrification projects, and operationalization of Video conferences where the anticipated support did not materialize within Imihigo implementation environment;
- iv. ***Consider phasing of complex multi-year projects***: Setting multi-year projects and implementing them on a phased basis in LGs Imihigo would help to improve on the quality as well as mitigate the high cost of the projects in terms of financing and skill requirements;
- v. ***Step-up local revenue mobilization***: The primary focus of prioritizing economic infrastructure and other economic interventions in Imihigo is to expand local economies, thereby boosting local revenue. Among the Imihigo priorities, districts

- authorities should consider scaling up mobilization and collection of local revenues, and generally making progress on the road to fiscal self-reliance;
- vi. Prioritize access to clean water: the evaluation observed a high variation in certain key social indicators like access to clean water, with districts in the Eastern and Southern Provinces facing serious challenges. This should be accorded high priority. Also where rural electricity connectivity is very low, district Imihigo should consider it a high priority. The districts of Nyamagabe and Gicumbi face significant barriers in this respect.
- vii. ***Develop a databank of priorities as a basis for Informed Imihigo setting:*** Districts should have a databank of all activities that need to be done [e.g. total number of vulnerable people that need to be supported, distance (in Kms) of roads to be constructed of all categories whether tarmac or earth, major or feeder roads etc, and ensure that this database is regularly updated to facilitate planning and ensure that Imihigo have a good basis. This would harmonize planning and measuring tool for evaluating and managing success;
- viii. Institutionalizing *Imihigo* at cell, village and household levels is important for full ownership of *Imihigo* and having a population that is focused on the target;
- ix. Districts should put much emphasis on Public Private Partnership promotion since this will attract private capital, scale up ownership of the populace and achieve more results with relatively less public expenditure;
- x. Districts should scale up innovations and use of unconventional methods to achieve the development demanded by the population. It has been observed that citizens are demanding bigger projects that could lead to creation of considerable numbers of off-farm jobs; Scaling up the use of alternative energy sources like biogas, improved cooking stoves (Rondereza), solar etc;
- xi. ***Step up the greening initiatives:*** Although commendable efforts were noted to have been put into greening and beautification around Public offices, Schools, health and Urban centres, the evaluation recommends that the districts maintain the focus and allocate more resources to this priority;
- xii. ***Re-direct priorities to seemingly difficult areas:*** the evaluation team observed that some districts were not adequately considering areas perceived as remote during *Imihigo* setting, perhaps for fear of the risks of inability to realize these targets. This attitude risks widening the development gap between certain areas and others especially those considered remote or hard to reach. Perhaps there should be some incentive mechanism in the evaluation criteria to encourage District *Imihigo* teams to pay more attention to such difficult areas.

2.2.3 Challenges

The *Imihigo* evaluation team for 2012-2013 observed a number of challenges that tend to delay or constrain Local Governments' efforts during *Imihigo* implementation. Key of these include:

- i. **Vulnerability to unpredictable weather conditions:** long spells of drought that often lead to crop failure and reduced livestock productivity were observed during Imihigo evaluation. In some areas, especially those that cultivate in marshlands and other low land areas, intense floods cause extensive destruction, resulting in failure to realize the planned targets even when everything else has been done right;
- ii. **Urbanization and Urban Development:**
 - a. Despite growing rate of Urbanization, there is no specific institution for urban development at the Central Government level that is charged with supporting Districts in providing technical guidance in urban planning and development;
 - b. Low pace of urban development especially Gicumbi, Ngoma, and Huye districts, in terms of housing and urban infrastructure. There is need for accelerated elaboration of the detailed master plans and their implementation;
 - c. Rutsiro district does not have urban centers. Thus, there is need for special attention;
- iii. **Basic infrastructure development:**
 - a. Lack and poor strategic roads connecting rural and urban areas within the District. For example Rubavu-Cyanzarwe-Busasamana road, Gakenke, Nyaruguru, Muhanga and Ngororero;
 - b. Rehabilitation of Rubagabaga Bridge connecting Nyabihu and Ngororero Districts has stalled, thus, need for special attention;
 - c. Rural electrification in some districts is still low especially Gakenke, Nyamagabe, Gisagara and Gicumbi;
 - d. Low rate of accessibility to clean water especially in Nyagatare, Gatsibo, Ruhango, Nyanza and volcanic areas of Musanze and Burera Districts;
- iv. **Agriculture and livestock development:**
 - a. Low rate of Agriculture mechanization and irrigation in terms of access and cost;
 - b. Shortage of water for livestock farming in Nyagatare, Gatsibo and Kayonza Districts.

2.3 DISTRICTS 2012/3 SCORE AND RANKING

2.3.1 Economic Development Pillar

Table 4 below shows performance score in the Economic Development Pillar by each district. It should be recalled that half of all Imihigo activities were under the economic development pillar.

Table 4: District Imihigo Performance in the Economic Development Pillar

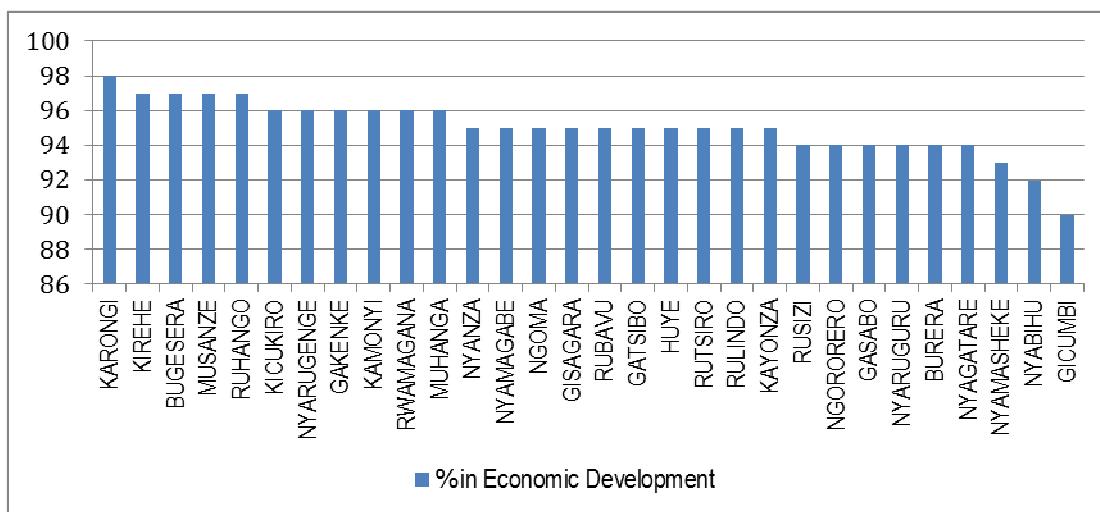
No	District	% in Economic Development
1	KARONGI	98
2	KIREHE	97
3	BUGESERA	97
4	MUSANZE	97
5	RUHANGO	97
6	KICUKIRO	96
7	NYARUGENGE	96
8	GAKENKE	96
9	KAMONYI	96
10	RWAMAGANA	96
11	MUHANGA	96
12	NYANZA	95
13	NYAMAGABE	95
14	NGOMA	95
15	GISAGARA	95

16	RUBAVU	95
17	GATSIBO	95
18	HUYE	95
19	RUTSIRO	95
20	RULINDO	95
21	KAYONZA	95
22	RUSIZI	94
23	NGORORERO	94
24	GASABO	94
25	NYARUGURU	94
26	BURERA	94
27	NYAGATARE	94
28	NYAMASHEKE	93
29	NYABIHU	92
30	GICUMBI	90
AVERAGE		95

From table 4 above, it can be observed that Karongi district was ranked the best performer in implementing committed economic activities with **98%**, followed by Kirehe, Bugesera, Musanze and Ruhango with **97%** each. The lowest ranked in the economic development pillar was Gicumbi with **90%**. In general, however, all districts performed exceptionally well in implementing economic development activities, as average performance in this economic pillar is **95%** and none of the districts was below **90%**.

The graph in figure 2 below shows the cluster and ranking of districts in the economic development pillar.

Figure 2: Districts Performance in the Economic Development Pillar



The fact that the margin between district performances is very low may reflect equal effort in implementing Imihigo.

2.3.2 Social Development Pillar

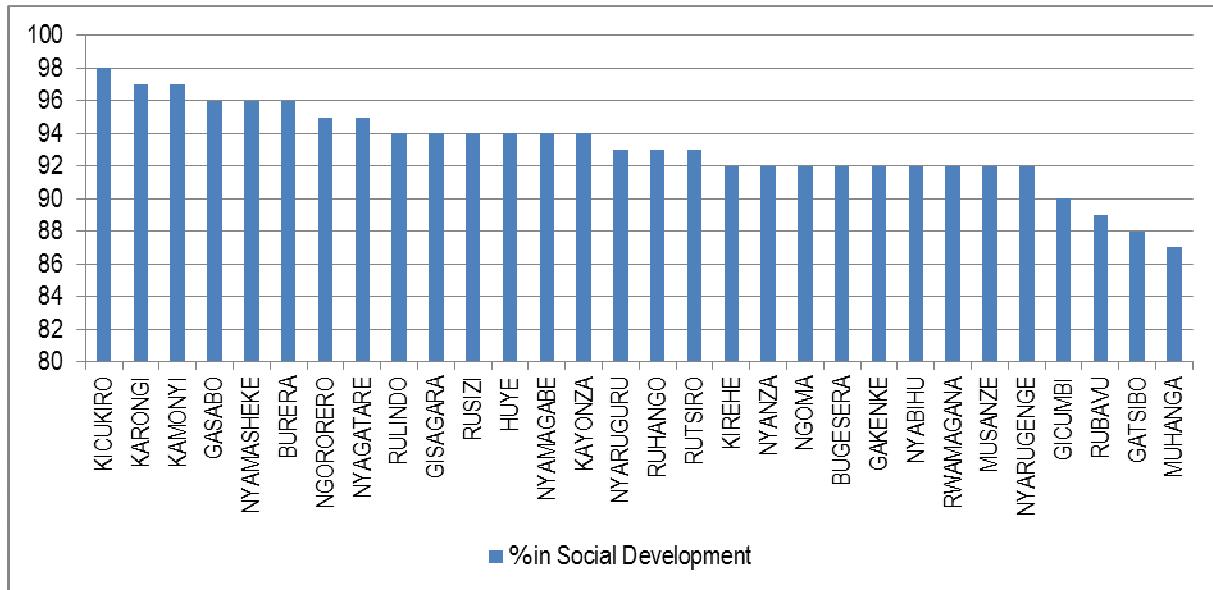
Table 5 and figure 3 below summarizes the scores of districts in the social development pillar.

Table 5: Performance of Districts in the Imihigo Social Development Pillar

No	District	% in Social Development
1	KICUKIRO	98
2	KARONGI	97
3	KAMONYI	97
4	GASABO	96
5	NYAMASHEKE	96
6	BURERA	96
7	NGORORERO	95
8	NYAGATARE	95
9	RULINDO	94
10	GISAGARA	94
11	RUSIZI	94
12	HUYE	94
13	NYAMAGABE	94
14	KAYONZA	94
15	NYARUGURU	93
16	RUHANGO	93

17	RUTSIRO	93
18	KIREHE	92
19	NYANZA	92
20	NGOMA	92
21	BUGESERA	92
22	GAKENKE	92
23	NYABIHU	92
24	RWAMAGANA	92
25	MUSANZE	92
26	NYARUGENGE	92
27	GICUMBI	90
28	RUBAVU	89
29	GATSIBO	88
30	MUHANGA	87
	AVERAGE	93

Figure 3: Imihigo Performance in the Social Development Pillar



As can be observed in table 5, Kicukiro district was the best performer with a score of **98%** followed closely by Karongi and Kamonyi districts (with **97%**). The performance in the social development Pillar was also impressive with an average of **93%**, even though the lowest (Muhanga district with **87%**). This compares favorably with the previous 2011-2012 Imihigo in which the average performance was **89.6%**. The very low gap in scores between districts indicates that all districts put in a lot of effort on the activities under this pillar, which was commendable.

2.3.3 Governance and Justice Pillar

The Performance scores and ranking by district in the Governance and Justice Pillar, as summarized in table 6 below, also display the same characteristics as the performance in the social and economic development pillars.

Table 6: District Performance in the Governance and Justice Pillar

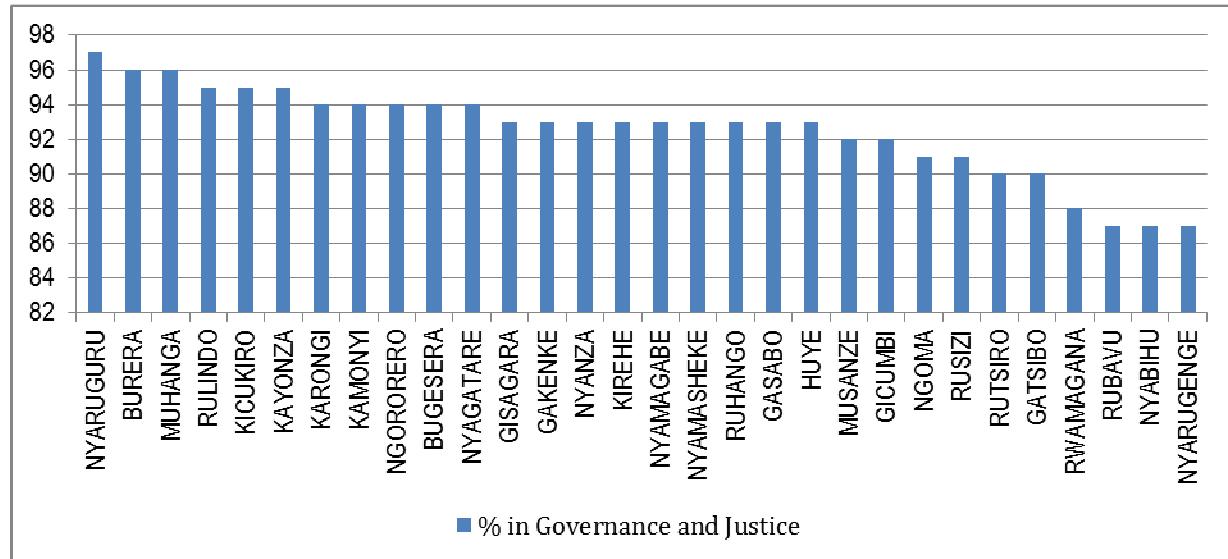
No	District	% in Governance and Justice
1	NYARUGURU	97
2	BURERA	96
3	MUHANGA	96
4	RULINDO	95
5	KICUKIRO	95
6	KAYONZA	95
7	KARONGI	94
8	KAMONYI	94
9	NGORORERO	94
10	BUGESERA	94
11	NYAGATARE	94

12	GISAGARA	93
13	GAKENKE	93
14	NYANZA	93
15	KIREHE	93
16	NYAMAGABE	93
17	NYAMASHEKE	93
18	RUHANGO	93
19	GASABO	93
20	HUYE	93
21	MUSANZE	92
22	GICUMBI	92
23	NGOMA	91

24	RUSIZI	91
25	RUTSIRO	90
26	GATSIBO	90
27	RWAMAGANA	88

28	RUBAVU	87
29	NYABIHU	87
30	NYARUGENGE	87
	AVERAGE	93

Figure 4: Imihigo Performance in the Governance and Justice Pillar



As shown in table 6 and the graph in figure 4, Nyaruguru district had the highest score with 97%, while the lowest performing districts were Rubavu, Nyabihu and Nyarugenge districts with a score of 87%. The average score was 93%. This shows a remarkable improvement from the District Imihigo of 2011-2012 where the average score was 88.5% and the lowest score was 73.6%. The evaluation team commends the remarkable improvement that the districts have made in Imihigo performance in the Governance and Justice pillar.

2.3.4 Overall Districts performance

This overall districts' performance score is obtained after computation of all pillars (economic development, social development and Governance/Justice) where each pillar is proportionally weighted. The economic development pillar has a stake of 60%, the social economic development has 30% and the Governance and Justice has 10%.

The overall performance scores and ranking after combining the performance each of the 3 development pillars, is summarized in table 7.

Table 7: Overall Performance and Categorization

No	District	Overall Performance of districts	
Category A : Above 96%			
1	KARONGI	97	
2	KICUKIRO	97	
3	KAMONYI	96	
Category B: Between 94% and 96%			
4	KIREHE	95	
5	RUHANGO	95	
6	BUGESERA	95	
7	NYAMAGABE	95	
8	MUSANZE	95	
9	GISAGARA	95	
10	GASABO	95	
11	BURERA	95	
12	RULINDO	95	
13	NGORORERO	95	
14	GAKENKE	95	
15	KAYONZA	94	
16	HUYE	94	
17	NYANZA	94	
18	NYARUGURU	94	
19	NYAGATARE	94	
20	NGOMA	94	
21	RUSIZI	94	
22	NYAMASHEKE	94	
23	NYARUGENGE	94	
24	RWAMAGANA	94	
25	RUTSIRO	94	
Category C: Between 90% and 94%			
26	MUHANGA	93	
27	RUBAVU	92	
28	GATSIBO	92	
29	NYABIHU	92	
30	GICUMBI	90	
AVERAGE			94

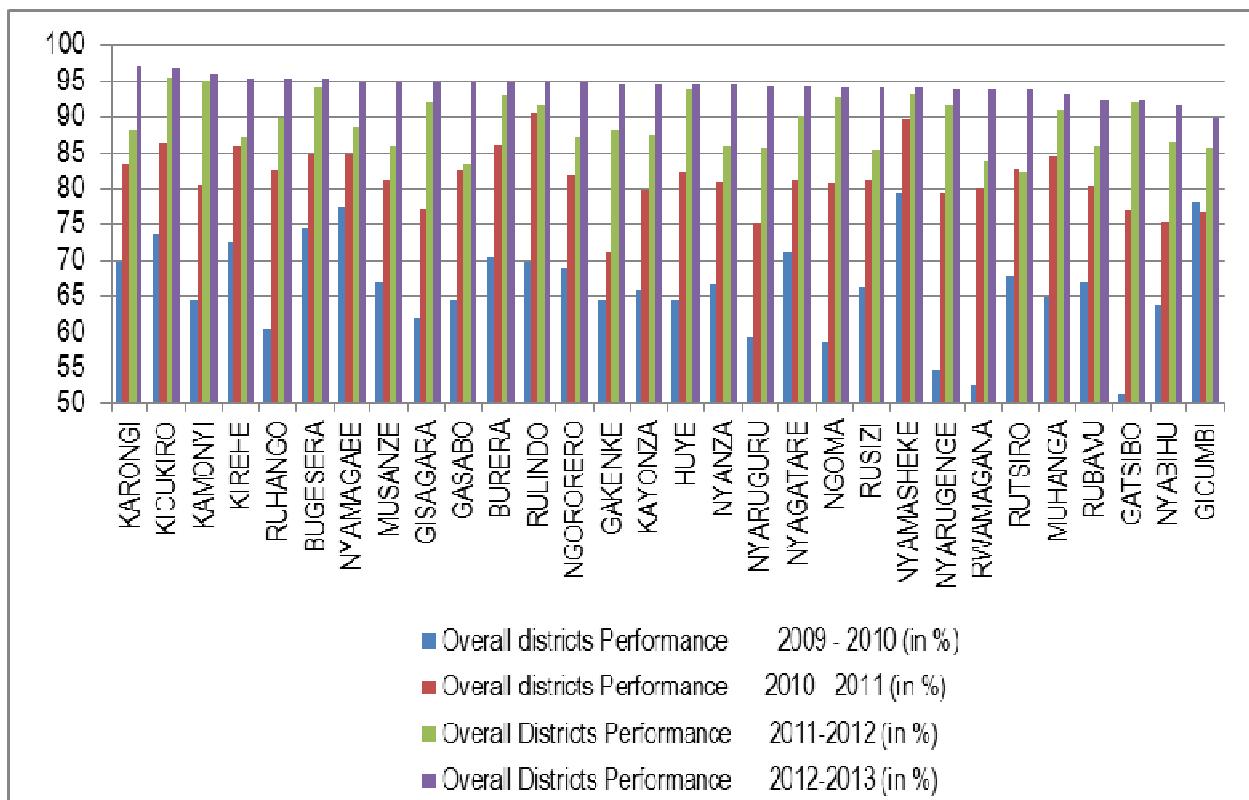
As shown in table 7 above, districts performance for 2012/2013 imihigo was impressive, with an average score of 94%. The super performing districts for the 2012-2013 districts Imihigo are in category A, these are Karongi, Kicukiro and Kamonyi districts. 22 districts got equal scores where 11 districts scored 95% and other 11 districts scored 94%, forming category B. Districts in category C scored between 90% and 94%. The average performance is 94%, which is appreciated and higher than scores for the best performers of the previous years.

2.3.5 District performance trend in the last 4 years

Table 8: A Four- Year Trend Analysis in Districts Imihigo Performance

No	District	Overall districts Performance 2009 - 2010 (in %)	Overall districts Performance 2010 - 2011 (in %)	Overall Districts Performance 2011-2012 (in %)	Overall Districts Performance 2012-2013 (in %)
1	KARONGI	70	83	88	97
2	KICUKIRO	74	86	95	97
3	KAMONYI	64	81	95	96
4	KIREHE	72	86	87	95
5	RUHANGO	61	83	90	95
6	BUGESERA	74	85	94	95
7	NYAMAGABE	77	85	88	95
8	MUSANZE	67	81	86	95
9	GISAGARA	62	77	92	95
10	GASABO	64	82	83	95
11	BURERA	70	86	93	95
12	RULINDO	70	91	92	95
13	NGORORERO	69	82	87	95
14	GAKENKE	64	71	88	95
15	KAYONZA	66	80	87	94
16	HUYE	64	82	94	94
17	NYANZA	67	81	86	94
18	NYARUGURU	59	75	86	94
19	NYAGATARE	71	81	90	94
20	NGOMA	59	81	93	94
21	RUSIZI	66	81	85	94
22	NYAMASHEKE	79	89	93	94
23	NYARUGENGE	55	79	92	94
24	RWAMAGANA	53	80	84	94
25	RUTSIRO	68	83	82	94
26	MUHANGA	65	84	91	93
27	RUBAVU	67	80	86	92
28	GATSIBO	51	77	92	92
29	NYABIHU	64	75	86	92
30	GICUMBI	78	77	86	90
AVERAGE		66	81	89	94

Figure 5: Comparative Analysis of Overall District Imihigo Performance over 4 years 2009/10 – 2012/13

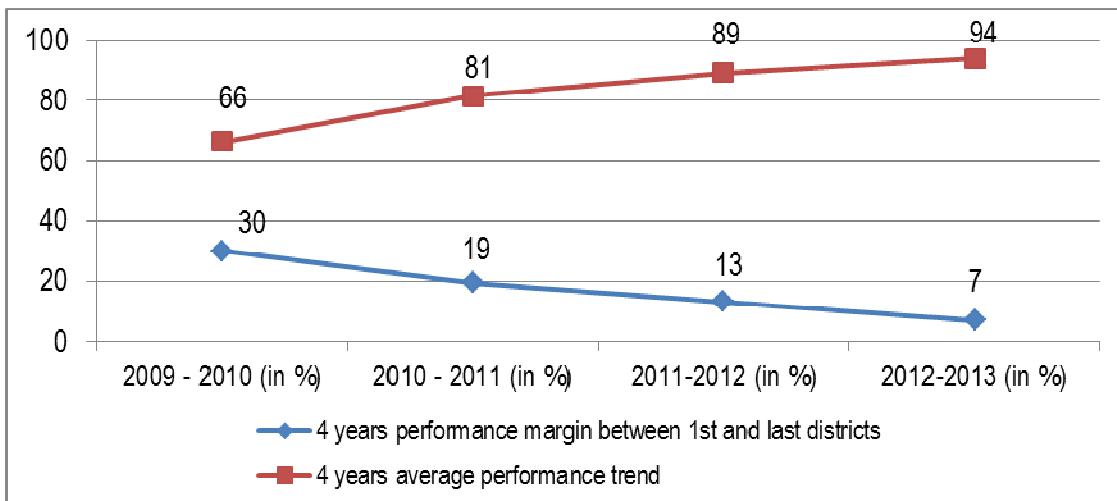


Looking at the graph above, there is a tremendous performance improvement where every district had progressive scores year by year. For example, Gatsibo district which was the lowest performer in 2009-2010 with **51%** score, gradually improved in the next fiscal year with **77%** and in this fiscal year 2012-2013 got **92%**. Taking Nyamasheke district which was the best performer in 2009 – 2010, also increased its performance from **79%** (2009-2010) to **89%** (2010-2011), **93%** (2011-2012) and **94%** score for the fiscal year 2012-2013. In general, all districts have greatly improved their performance rates.

Table 9: Performance margin and trend for 4 years

	Percentage margin (%) by year			
	2009 - 2010	2010 - 2011	2011-2012	2012-2013
4 years performance margin between 1st and last districts	30	19	13	7
4 years average performance trend	66	81	89	94

Figure 6: Performance trend for 4 years 2009/2010 – 2012/2013



When comparing the difference between the scores of the highest performer and the lowest performer, it goes reducing gradually where for instance in 2009-2010 it was **30%** and in the fiscal year 2012-2013 is **7%**. This illustrates how the competition spirit has been spread in all districts. It is also shown by looking at the average performance of all districts per year where in 2009 – 2010, the average was at **66%** and in the fiscal year 2012-2013 has reached **94%**.

3. CONCLUSION AND RECOMMENDATIONS

3.1 Concluding Observations

In general, all districts have performed exceptionally well and there is optimism that future Imihigo will generate better results.

The remarkable performance of districts in Imihigo 2012-2013, and the consistent upward trend when compared to the previous 3 years lead the evaluation team to conclude that:

- i) There is improved focusing, planning, coordination and efficiency in resource allocation – district management are now able to marshal their team around the priority areas – in Imihigo to get things done;
- ii) Districts have improved Imihigo priority setting – they commit activities for which they are able to mobilize resources – including funds and human resources and time, to undertake;
- iii) Leadership and management capacity among district leaders has improved, and they are now more able to motivate their teams to direct their energies towards results, and proactively engage central Government and other development partners around common causes – Imihigo for the districts.

Finally, the support from Central Government to districts remains vital especially where district capacities are still too low compared to the need.

3.2 Recommendations

The following recommendations are made for further improvement of districts Imihigo:

1. Maintain the course: planning, coordination, M&E and support especially central government;
2. All institutions (central and local) should consider the challenges observed in the next financial year (planning and budgeting);
3. The Central Government should scale up or maintain the technical and financial support to districts by way of capacity enhancement, with a focus on those districts where the challenges are too huge compared to the existing capacity. This includes those districts where there are many remote areas or where development interventions like access to water, electricity and roads, face serious barriers;
4. Scale-up the Imihigo culture especially at family and village levels, and among local development groups such as community-based organizations, SACCOs, cooperatives and other local self-help entities;
5. Re-visit the previous Imihigo to complete the projects – particularly the social and economic infrastructure that were not completed – including TVET Centres, markets, roads, etc. Each district needs to identify them and give them priority.

ANNEXES

1. List of Evaluators

Team 1

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