



The Republic of Rwanda



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NATIONAL INSTITUTE OF
STATISTICS OF RWANDA

Imihigo Evaluation Report

2017/2018

National Institute of Statistics of Rwanda



The Republic of Rwanda



Imihigo

Evaluation

Report

2017/2018

September 2018

The Imihigo Evaluation Report, 2017/2018 is produced by the National Institute of Statistics of Rwanda (NISR).

Additional information about the Imihigo Evaluation Report, 2017/2018 may be obtained from NISR:

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ISBN: 978-99977-43-40-4

Recommended citation:

National Institute of Statistics of Rwanda (NISR), Imihigo Evaluation Report 2017/2018, September 2018

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Acronyms

| | |
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| CoK | :City of Kigali |
| ECD | :Early Childhood Development |
| EDPRS | :Economic Development and Poverty Reduction Strategy |
| FGD | :Focus Group Discussions |
| ICT | :Information Communication Technology |
| IPAR | :Institute of Policy Analysis and Research |
| JADF | :Joint Action Development Forum |
| MIDIMAR | :The Ministry of Disaster Management and Refugees |
| MIFOTRA | :The Ministry of Public Service and Labour |
| MIGEPFOP | :The Ministry of Gender and Family Promotion |
| MINAFET | :The Ministry of Foreign Affairs, Cooperation and East African Community |
| MINAGRI | :The Ministry of Agriculture and Animal Resources |
| MINECOFIN | :Ministry of Finance and Economic Planning |
| MINIJUST | :The Ministry of Justice |
| MINILAF | :The Ministry of Land and Forestry |
| MINISPOC | :The Ministry of Sport and Culture |
| MINIYOUTH | :The Ministry of Youth |
| MITEC | :The Ministry of information technology and communication |
| MoE | :The Ministry of Environment |
| MUSA | :Mutual Health Insurance |
| NISR | :National Institute of Statistics of Rwanda |
| NST | :National Strategy for Transformation |
| PPP | :Public-Private Partnerships |
| RDB | :Rwanda Development Board |
| RGB | :Rwanda Governance Board |
| RMPGB | :Rwanda Mines, Petroleum and Gas Board |
| SDG | :Sustainable Development Goals |
| SMART | :Specific, Measurable, Achievable, Relevant and Timely |
| SME | :Small and Medium Enterprise |
| TVET | :Technical and Vocational Education Training |
| VUP | :Vision 2020 Umurenge Program |

Foreword

Imihigo is one of the home-grown solutions embarked on by the Government of Rwanda to address some of the most pressing challenges that the country faces. The significance of home-grown solutions is in their ability to mobilize Rwandans to take part in their own development and aspirations. When Rwandans are able to identify with the sets of interventions that are intended to help them solve some of the problems they face, then they are able to not only fully take part as active participants but also to assume ownership of these solutions.

This is the logic and spirit that has been driving Imihigo Performance Contracts since 2006. These contracts, signed between ministers, district mayors, senior executives of selected Boards (parastatals) with the Head of State, aim at transforming the lives of Rwandans. Consequently, Imihigo are a tool for accelerating the ambitions that have been set by the leadership of the country that are geared towards meeting the expectations that the people of Rwandan have for their leaders enshrined in national strategic plans.

This preoccupation with the transformation of the lives of Rwandans is the link between the practice of Imihigo and the national development ambitions that are reflected in Vision 2050, the National Strategy for Transformation (NST1) and the commitment to the global development agenda that's reflected in the Sustainable Development Goals (SDGs).

In other words, the practice of Imihigo is not in isolation, but rather a practice that responds to a particular context of our country. It is also, an instrument in the pursuit of solutions in line with the challenges that arise from that context. This perspective is what informs the preoccupation of the leadership of the country with the transformation of the lives of Rwandans and explains the expectations that are placed on the leadership at different levels to deliver and to subject themselves to accountability.

The design of Imihigo has evolved over the years to reflect the above aims. Efforts have therefore, have been in place to identify methodologies that are able to capture the evidence needed for ensuring continuous improvement. The objective is to ensure that optimal impacts are reflected on one key outcome indicator: the attainment of development goals.

The spirit of Imihigo has brought on board different stakeholders from public, private and civil society sector, whose contribution and commitment has not gone unnoticed. As this report shows, greater collaboration with stakeholders leads to equally significant improvement in results. It is, therefore, important to keep up this momentum.



Yusuf Murangwa
Director General, NISR



Acknowledgment

The National Institute of Statistics, under the auspices of the Prime Minister's Office, is honoured to present the 2017/18 Imihigo evaluation report.

This evaluation was a collaborative effort involving stakeholders at different levels whose participation is greatly appreciated. While we cannot exhaustively list all of them in this space, we are nonetheless thankful for the contribution of each and every participant in this very important task that has a direct link to the transformation of the lives of Rwandans.

Our sincere appreciation goes to the Office of the President for the vision and guidance. We would also like to recognize the Office of the Prime Minister for the facilitation that was put forth to ensure that the evaluation was a success.

We are grateful to the Ministries, Agencies and District authorities who availed themselves to the evaluation team and provided the essential materials without which the completion of this task would not be possible.

Similarly, the evaluation team would like to thank stakeholders at district level namely the Joint Action Development Forum, District Councils, and the members of the communities whose view in Focus Group Discussions proved essential and helped shed light to light a range of issues that are essential in ensuring that Imihigo remain impactful in the lives of Rwandans.

We are grateful for the contribution of the Institute of Policy Analysis and Research.

Executive Summary

Since 2006 Imihigo has been an instrument for accelerating the development outcomes that have been envisaged in both the long and medium-term development ambitions. Indeed, Imihigo have been a reliable tool for recalibrating performance at the central and district levels and have provided a framework for the assessment of the extent to which development initiatives are impacting the lives of the ordinary Rwandans at the community level.

Every year since 2006, the Imihigo performance contracts have been evaluated. However, the evaluation modalities and methods have evolved over time to reflect the changing development context. The aim has been to ensure continuous improvements that links Imihigo with their impact on the livelihoods of the people.

The 2017-2018 Imihigo evaluation, and going forward, will be conducted by the National Institute of Statistics of Rwanda (NISR) in order to add value in terms of independence, objectivity, and to steep the evaluation in a more rigorous evidence based approach.

Objective and Methodology

The main objective for this evaluation is to assess the extent to which the central and local governments have achieved the Imihigo pledged targets and to draw lessons for improving future planning and implementation of Imihigo.

The 2017/18 Imihigo evaluation used a methodological approach that was developed to accommodate newly introduced conceptual additions in the evaluation. This was initiated under the leadership from the Right Honorable Prime Minister of Rwanda and agreed upon by all the concerned stakeholders. The following three major changes have been added in all Imihigo evaluations going forward: (i) Imihigo will focus on key national programs and projects that are transformative and SMART (Specific, Measurable, Achievable, Relevant and timely); moreover, other routine projects and programs will be considered and evaluated under actions plans. Further, activities in both Imihigo and actions plans will be evaluated and their respective shares reflected in the overall score. With regard to implementation, the focus will be on (ii) timeliness of completion and (iii) quality of implemented projects.

The newly introduced methodological approach classifies Imihigo in the following two major categories:

- *Output Imihigo*: these are Imihigo that cannot be put to use unless they have been fully completed. These include, for example: classrooms, health facilities, markets, etc. This category of Imihigo was awarded a score of 100% if fully completed and 0% otherwise.
- *Outcome Imihigo*: these constitute Imihigo that can be put to use progressively as they get fully completed. These include, for instance: terraces, access to electricity, access to health insurance, etc. These Imihigo were awarded scores based on the progressive level of results achieved at the time of the evaluation.

Results

Joint Imihigo

In regard to *Joint Imihigo*, this year's Imihigo evaluation revealed Energy sector as the strongest performer with a score of 89.9%. The urbanization and settlement sector was the weakest performer with a score of 43.2%. The good performance in the energy sector is explained by the fact that most Imihigo targets that were based on on-grid and off-grid connections were achieved. On the other hand the low performance in urbanization reflects the complexity of Imihigo in the sector, such as building road networks, implementing the secondary city master plans, ensuring affordable housing, among others.

Imihigo in the Central Government

The central government level earned an average score of approximately 65 percent. The governance and justice Cluster was the strongest performer with a score of 73.5% while the social and economic clusters scored 63.6 percent and 60.4 percent, respectively.

Imihigo in the Local Government

The evaluation of Imihigo at the local government level shows high variations in the districts performance with the highest performer, Rwamagana, scoring 84.5% and the lowest performer, Nyanza, scoring 53%.

Overall, high performing districts exhibit good project planning capability and leadership that is able to nurture a sense of common purpose around Imihigo across the institution and implementing partners. On the other hand, a key feature of low performing districts is poor design of projects, coupled with poor completion rates and poor quality of the outputs that were completed. Districts in the middle display a mixture of positive and negative characteristics similar to those found among top and bottom performers, respectively.

The City of Kigali scored 55.5% on average. This low score is mainly explained by the fact that some projects that had been included in Imihigo were not completed, namely projects related to urbanization and roads. Kigali City is also a partner in several joint Imihigo, which were not achieved. These include, for instance, the construction of Kigali Innovation Village in the Special Economic Zone, affordable housing, and road construction projects, among others.

The findings also revealed a number of areas that still need to be improved for Imihigo to continue being an effective tool for national transformation. These include:

a. Planning and Coordination

Generally, there is better understanding both at the local and central government levels of Imihigo and the role they play in improving the livelihoods of Rwandans. Indeed, the establishment of proper reporting systems, peer review mechanisms to hold each other

accountable at the local government level, and the introduction of innovating approaches for monitoring activities of Imihigo in some districts, are a reflection of improvement in planning and coordination.

Specifically, the following challenges have been observed in the areas of planning and coordination of Imihigo:

- ✚ The implementation of *Joint Imihigo* still faces ownership problems amongst concerned parties. A specific challenge has to do with a lack of collective ownership and the tendency for one party to only focus on completing their “part” when in fact the nature of these items is such that they can only be achieved when there is collective ownership despite the parts under each’s nominal responsibility. This is largely a manifestation of inadequate consultation and a breakdown in communication.
- ✚ In some districts, aligning planning between districts and JADF has been problematic. This is mainly due to the lag time in their operating calendars, which function on the financial and calendar year, respectively. This lag has consequences for planning and resource allocation, for instance.
- ✚ There continues to be challenges in technical abilities for reporting and M&E. For instance, the ability to set SMART targets that can be logically tracked in relation to the baseline is still a concern.
- ✚ Some challenges remain in the Imihigo design. Whereas great progress has been registered in this regard, a tendency remains in some districts to focus on easy-to-achieve targets that have minimal transformative effect (e.g. Beautification, elections preparations, Amarondo, setting-up clubs, etc.).

b. Ownership

The quality of leadership at the district levels is key in mobilizing a sense of common purpose needed across the board to optimally deliver Imihigo. Good leadership is reflected in the quality of engagement of different stakeholders to take ownership of Imihigo, the ability of District Councils to bring accountability and oversight to the Imihigo process, the activation of citizen participation in implementation, as well as the ability to spur the commitment of JADF to Imihigo. Most of these indicators show promise in the majority of districts. However, there remains concerns with regard to ownership, as follows:

- ✚ In some districts, there is a hands-off attitude of *councils* in monitoring the implementation of Imihigo. This translates into inadequate accountability and oversight in the Imihigo process. This problem is more pronounced where the council members live far from the districts they serve, often in Kigali, and therefore unable meet regularly.
- ✚ It follows that without adequate ownership of Imihigo from the local leadership, the role of citizen participation and JADF is also likely to be minimal and therefore suboptimal in delivering Imihigo.

c. Implementation

Implementation of Imihigo is strongest where there is proper planning and coordination as well as greater ownership by actors as noted above. In some districts, the implementation capacity far exceeded the commitments that had been made by JADF, while in other districts, the implementation of some projects was not possible despite the availability of financial resources that had been provided by JADF, which had to be returned.

The involvement of the reserve force has helped districts to improve quality of implementation and to complete projects on time (i.e. construction of IDP model villages, houses for survivors, feeder roads, etc.).

In addition to the issues raised above, two major challenges affecting the implementation of Imihigo have to do with poor project designs and delays in the disbursement of financial resources from the central government.

- ✚ As far as project design is concerned, the key concern is in the area of infrastructure where poor feasibility studies affect the quality and sustainability of projects. In some instances, a poorly designed project was entirely abandoned and replaced. This led to the misuse of resources.
- ✚ Delays in disbursing funds from the central government constitute a big challenge for the timely implementation of certain Imihigo. Examples here are delays in providing capitation grants for schools, health insurance contributions from RSSB to respective districts, health posts constructed but neither equipped nor staffed.

Recommendations

- Prioritize Imihigo that transform the lives of Rwandans and capture the rest of activities in annual action plans;
- Improve planning and coordination mechanisms for joint Imihigo with clear division of roles and responsibilities and hold respective parties accountable;
- Strengthen the technical capacity of districts and ministries, especially in undertaking good feasibility studies and in contract management. There is need for clear and precise guidelines;
- In the event of transition of leadership at the district level, the new leadership should assume full responsibility and take ownership for the Imihigo that came into existence during the tenure of the outgoing leadership;
- Strengthen integrity in work practices and in reporting achievements or challenges that affect performance;
- The planning across sectors should shift from processes (e.g. meetings, sensitization and so on) to outcomes (achievements from those processes). Efforts should be made to link Imihigo with the sectors and districts specific strategic objectives as reflected in existing strategies and policies.
- Ensure deeper citizen participation in the Imihigo planning and implementation process and provide feedback to community members on any adjustments to agreed plans;
- Ensure that resources from the central government are timely disbursed

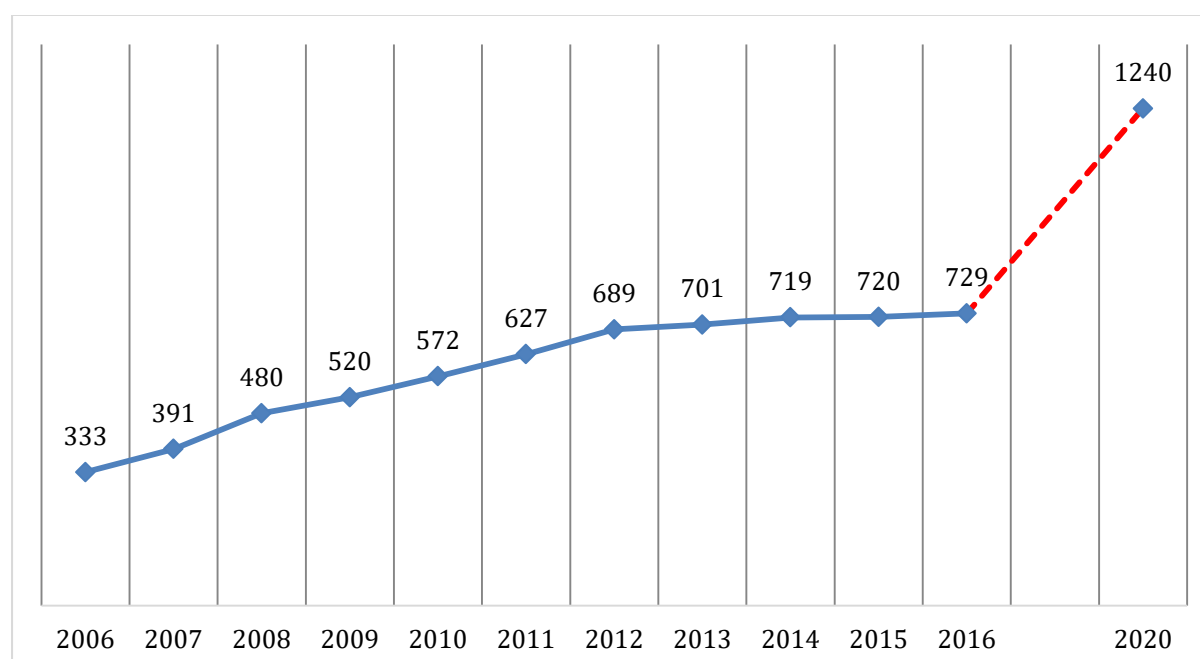
Chapter 1: Introduction

1.1. Rwanda's socioeconomic context

Since 2000 Rwanda's development vision was to transform the country into a knowledge based middle income economy by 2020.¹ Vision 2020 was pursued along six pillars: good governance and an efficient state, skilled human capital, a vibrant private sector, world class physical infrastructure, modern agriculture and livestock farming, and an economy that is competitive regionally and globally where a united society of Rwandans is able to enjoy quality health and education as well as to pursue prosperity.

This long-term vision has been implemented along a series of medium term strategies that are best known by their acronyms namely, PRSP1; EDPRS1&2.² These strategies have been able to transform the country from a poor, socially divided, post-conflict society into an inclusive, stable, vibrant and economically competitive society that is ready for take-off. Specifically, the country has achieved steady economic growth averaging 7% with per capita GDP increasing from \$333 in 2006 to \$729 in 2016.³ Moreover, poverty reduction strategies were able to lift a significant portion of the population from poverty.⁴

Figure 1: GDP Per Capita 2006-2016 (US\$)



Source: NISR, National Accounts

¹ http://www.minecofin.gov.rw/fileadmin/templates/documents/NDPR/Vision_2020_.pdf

² *Poverty Reduction Strategic Paper (PRSP, 2002), the Economic Development and Poverty Reduction Strategy (EDPRS-1-2)*

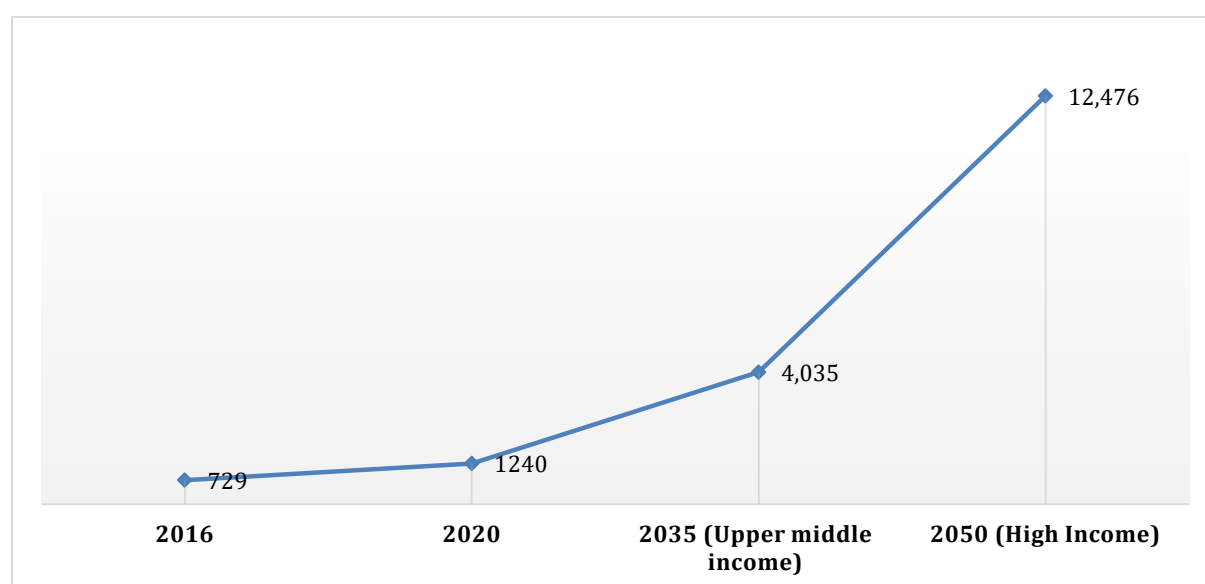
³ GDP National Account 2009³; NISR 2012b; NIRS 2013

⁴ Source : *ibid.*

EDPRS-2 was implemented along four thematic areas along the broad aims of accelerating annual economic growth at the average of 11.5 percent and to drive poverty reduction below 30% and 20% by 2018 and 2020, respectively.⁵ Accordingly, greater emphasis (human and financial resources) were invested to the pursuit of economic transformation, rural development, productivity and youth employment, and accountable governance.

Vision 2050 is expected to guide the development ambitions over the next 30 year horizon. It builds on the trajectory set by Vision 2020 and is, similarly, elaborated along a series of medium term strategies with the National Strategy for Transformation (NST-1) being its first generation and currently under implementation; Vision 2050 sets out to achieve upper middle income status by 2035 and high income status by 2050.

Figure 2: Income Classification (GDP per Capita in USD)



Source: Presentation made by the Minister of Finance and Economic Planning in the 2017 National Leadership Retreat

Achieving the Vision 2050 targets requires growth in the average of 10% as a result of the creation of a competitive and productive value system, sustained investment in ICT, modern infrastructure, and sustaining the momentum in building a conducive environment for private business to thrive (ease of doing business). Rwanda expects to continue investment in human capital as a basis for competitiveness, high value productivity, and sustainable job creation and innovation.⁶

Moreover, the pursuit of economic development is expected to be made in tandem with the deepening of good governance, accountability, and a pro-poor and gender responsive approach to inclusiveness and equity. Indeed, Rwanda's conception of national development is expected to continue building the consciousness around the

⁵ Government of Rwanda: Poverty Analysis for the EDPRS, Final Report, May 2007; also see, See, "Rwanda poverty levels drop to 39 per cent," <http://www.newtimes.co.rw/section/article/2015-09-14/192536/> (accessed September 14, 2015).

⁶ Minecofin, "Umushikirano," 2016.

value system and national ethos of unity and solidarity as the basis of identity. Similarly, the ability for Rwandans to take ownership of their development process is part of this ethos that places a premium on Kwigira (self-reliance) and Agaciro (dignity) as part and parcel of efforts to wean the country of the culture of dependency at all levels. Consequently, the intensification of home-grown solutions as a sustainable response to the most pressing challenges faced by Rwanda's communities and a means to drive ingenuity and innovation is expected in all sectors of the economy.⁷

Indeed, the conception of home-grown solutions is that they facilitate the activation of indigenous knowledge systems that are in abundance in Rwanda's communities. Ultimately, the articulation and practice of these ambitions is the expression of visionary leadership without which their transformational value in terms of improving people's lives is not possible.

The decentralization policy and Imihigo contracts

The decentralization policy and Imihigo performance contracts are complimentary tools. The policy provides an essential framework for implementing national development initiatives and Imihigo is a key tool in that imperative. Moreover, the policy is intended to increase the efficiency of service delivery and accountability in the implementation of these initiatives and Imihigo are conceived as an instrument for accelerating socioeconomic development.

Since 2000 when the decentralization policy was initiated, greater emphasis has been placed in deepening these aims. Indeed, in 2006 Imihigo performance contracts were introduced for this very complimentary purpose broadly and to bring transformation into the lives of Rwandans in particular. Consequently, both the decentralization policy and Imihigo performance contracts are expected to retain the same role as the engine and accelerator, respectively, for socioeconomic transformation in the implementation of Vision 2050 and the medium term strategies, including the National Strategy for Transformation (NST) as well as its successive initiatives.

Accordingly, Imihigo are implemented across three pillars of economic development, social development, and transformational governance. These pillars are extracted from the medium term national development strategies, sector strategies, and District Development Strategies (DDSs) from which Imihigo are items and activities are selected and tailored to specific district priorities and potentialities. Imihigo design must also cater for the underlying values that are key to ensuring effective service delivery such as accountability and participation. These values are essential in ensuring sustainability of development initiatives, inculcating a sense of ownership and a culture of self-reliance that drives innovative solutions at the community level. Moreover, a shared value system underpins common identity, a sense of common purpose, and a shared future.

⁷ Rwanda Governance Board, "Home-Grown Solutions," <http://www.rgb.rw/home-grown-solutions/about-home-grown-solutions/> (accessed August 15, 2018).

Therefore, Imihigo must address issues of socioeconomic transformation in the most holistic manner including at the level of livelihoods and value systems.

The economic pillar of Imihigo is the backbone of socioeconomic transformation. It places particular emphasis on activities that boost productivity whether in infrastructure (water, energy, etc.) or in agriculture, which is a key area efforts geared towards fighting poverty in particular and tackling rural underdevelopment in general. Moreover, activities in the economic pillar include business promotion that targets employment creation and the ability to stimulate an entrepreneurship spirit as a sustainable response to the challenge of unemployment with particular focus to youth and women economic empowerment.

The social development pillar of Imihigo guides investment in human development that is essential in creating a productive workforce needed in a knowledge based economy. Significant investment has been placed in the areas of health and education, with focus being in both improving the physical infrastructure to ensure greater access and in terms of improving the quality of services provided. Moreover, the strategy for social development includes investment in welfare schemes including financial transfers to the most economically vulnerable and providing short-term employment opportunities to those who are able and willing to work. In this scheme, the objective is to ensure that gradually beneficiaries are able to escape poverty and stand on their own as productive members of society.

If the economic pillar is the engine (hard infrastructure) of socioeconomic transformation, then the good governance pillar is its heart (soft infrastructure). Indeed, good governance has been at the heart of Rwanda's transformation. This pillar concerns itself with accountability in service delivery. Crucially, it ensures that such accountability is driven by citizen participation, which ensures ownership and sustainability. Increasingly, the drive to deepen citizen participation and ownership has been pursued through home-grown solutions given that community members easily identify with them and are quickly mobilized to take part in their implementation. Also important is that it is through participation that development priorities for Imihigo are identified. However, the capacity for oversight in nature is being developed to drive accountability from below.

1.2. Rationale and objective for Imihigo Evaluation

Planning is essential in development. The imperative of planning involves a regular assessment to ensure how effective interventions are. As a development implementation tool for accelerating national development, the evaluation of Imihigo is important. It narrows the scope of activities to implement from the national development initiatives and ensures a particular focus on those selected for implementation in a given year. As such, Imihigo provide an annual opportunity to

ensure that national development is on track from the view of the performance of the districts.

The main objective of the Imihigo evaluation exercise is to assess the degree to which the performance contract has been executed and to identify areas of improvement. Specifically, the evaluation is an assessment of the entire range of the process of Imihigo and develops criteria to establish the extent of implementation. This includes observing the targets that were set and the processes leading to the expected outcomes with particular focus on planning, communication and coordination, and the involvement of different stakeholders and community across the entire process. In this regard, the 2017-2018 Imihigo evaluation proposed to:

- Evaluate the achievements of the 2017-2018 *Imihigo* targets in central and local governments;
- Assess the extent to which “*joint-Imihigo*” have been achieved and how the approach has improved coordination of interventions between central and local government;
- Identify drivers and challenges of the 2017-2018 Imihigo implementation at central and local levels;
- Assess the quality of implemented *Imihigo* and the extent to which they contribute to the sustainability of investment;
- Highlight areas of improvement and provide recommendations on how to make Imihigo an effective tool for the national development.

1.3. Structure of the report

In addition to the introduction that provides the background and rationale for Imihigo evaluation, this report is structured in the following four chapters: chapter 2 that describes Imihigo planning process, chapter 3, that summarizes the methodological approach used in the 2017-2018 Imihigo evaluation, chapter 4 that presents the key findings of the evaluation at central and district levels, and chapter 5 that summarized conclusions and recommendations.

Chapter 2: Imihigo planning processes

Inbuilt in the design of Imihigo is the simultaneous dialogue of national development initiatives and the grassroots demands.⁸ During planning the districts retain the flexibility of addressing peculiar community level challenges that arise from consultation with the citizens while at once operating within the parameters set through the national development planning and the integrity of its processes (also deeply consultative). This has been the challenge in the design of Imihigo. However, gradually more knowledge has been gained on the significance of the retaining the integrity of the entire process, especially its importance in ensuring both accelerated development and sustainability. Consequently, as a result of iteration, there has been greater institutionalization of Imihigo and its philosophical and practical aims have gradually become better understood and integrated into the entire process from design, communication and coordination, consultation with stakeholders at different levels, as well as putting in place an appropriate monitoring and evaluation to enable a scientific basis for assessment.

At the level of planning Imihigo must consider the priorities at national and grassroots levels with knowledge that implementation takes place at the local government level and that its basic characteristic is to transform lives. This implies the ability to contextualize the implementation of Imihigo at the local level from the bird's eye view of national development.

At the level of communication and coordination, the engagement of different stakeholders in the public and private sector is essential. This includes creating different forums for mobilizing and synchronizing district executive committee, district councils, and members of the Joint Action Development Forum (JADF) in an effort to create a sense of ownership around Imihigo. Crucially, the extent to which each of these understand their role as important in the delivery of Imihigo cannot be overstated. Similarly, the capacity of employees of the district and its subsidiaries to develop a sense of team work is important in efforts geared towards ensuring optimal outcomes in Imihigo.

Effectively, communication and coordination are inextricably linked to the consultation. Indeed, the degree to which these different levels are consulted enables effective communication and coordination – a participatory process. However, consultation should not remain at these levels alone. The extent to which the community members are mobilized to play an active role in identifying priorities in Imihigo is also crucial. Indeed, once consulted and priorities are identified, it is essential for the local leadership to use existing forums such as Umuganda to communicate to the people the activities that have been selected for inclusion in Imihigo, the rationale, and the timeline for implementation. It is also significant that once agreed activities have not

⁸ Wilfred L. David, "The conversation of Economic Development: Historical Voices Interpretations, and Reality," Routledge Publishers, 1997.

been implemented the local authorities communicate the challenges therein as a means of preventing participation fatigue that often arises when community members perceive their views and preferences to have been ignored.

The design must also ensure the provision of SMART indicators to ensure that the positive competition around Imihigo leads to continuous improvement and creates a form of institutional memory needed to safeguard development initiatives and processes. This means the ability to set appropriate indicators to track the entire range of monitoring and evolution from the baseline, inputs, outputs, and outcomes. Effectively, the nurturing of a scientific culture absent of shortcuts is essential in the entire process.

Chapter 3: Methodology

Over the past five years, Imihigo evaluation methodology has significantly changed and improved. The introduced changes are essentially meant to accurately and tangibly measure the achievement against the set targets in order to ensure that development projects are timely completed and with good quality. Indeed, Imihigo evaluation methodology started as a district self-evaluation activity. However, in 2009, this was replaced by an inter-sectoral committee (including government institutions, the private sector and civil society organizations) that was assigned to evaluate Imihigo.

Since 2013/14 an independent think tank, the Institute of Policy Analysis and Research (IPAR) was commissioned by the Office of the Prime Minister. At this stage, the revised methodology introduced different weights assigned to items in economic development, social development and accountable governance and took into account the citizen participation and satisfaction in the overall scores.

In order to effectively deepen the links between Imihigo and the transformation of livelihoods of Rwandans, the Office of the Prime Minister requested for the National Institute of Statistics of Rwanda (NISR)'s expertise in the evaluation of 2017-2018 Imihigo and going forward. This has resulted in a more refinement of methodology to account for newly introduced aspects. In planning, Imihigo focus on transformative programs and projects with SMART (Specific, Measurable, Achievable, Relevant and timely) indicators. However, all other projects will also be evaluated within action plans in years to come. Implementation focuses on both quality and timeliness. The evaluation finally ensures that evidence is the basis for determining timely development impact.

The new methodological adjustments introduced in the 2017-2018 Imihigo evaluation include:

- **Joint Imihigo re-weighting:** These are sector-specific outputs that are set and implemented jointly with other ministries and or districts. These are weighed at 30% and 10% for ministries and districts respectively. The weights used in the year before were 30% for ministries and 25% for districts.
- **Individual Imihigo:** This category consists of Imihigo that are set and implemented by a particular institution (not in a jointly manner).

The new evaluation method also categorized Imihigo into the following two types:

- **Output Imihigo:** these are physical products or projects that can be in use and deliver outcome or impact only when completed. In other words, they are outputs that can be physically verified, counted and cannot be put to use unless they have been completed, for example: a class room, a hospital, a market and so on. These would be evaluated at 100% if completed and 0% if not completed on time (Output based projects).

- **Outcome Imihigo:** these are Imihigo that can be put to use progressively as they get implemented, for example: terracing, access to electricity, access to health insurance and so on. These would be evaluated based on the progressive level of results achievement. The evaluation modalities that are attributed to the above two types of Imihigo are summarized in the table1 below.

Table 1: Evaluation Modalities

| Types of Imihigo | Evaluation component | Evaluation modalities | |
|--------------------|-------------------------|--|--|
| | | For Districts | For Ministries |
| Output indicators | Completeness of Umuhigo | 1: Completed 0: Not completed | 1: Completed 0: Not completed |
| | Quality of Umuhigo | 1: Excellent 0.75: Above the average 0.50: Average 0.25: Below the average 0: Poor | 1: Excellent 0.75: Above the average 0.50: Average 0.25: Below the average 0: Poor |
| | Timeliness of Umuhigo | 1: Completed 0: Not completed | 1: Completed 0: Not completed |
| Outcome indicators | Outcome indicators | Full score for achieved target or above; Otherwise proportionate to progress | Full score for achieved target or above; Otherwise proportionate to progress |

- **Spot-checks by engineers:** Field visits on a selected number of infrastructure related Imihigo were conducted by a team of engineers. The aim was to assess the level of completeness (compared to what is reported by implementers) and the quality of investment. Projects spot-checked by engineers include: roads (all types), classroom construction, construction of health facilities, construction of model villages, Water supply system, etc.

In addition to the above, the 2017-2018 Imihigo evaluation also used the following approach:

- **Desk review:** A desk research for this year's evaluation focused mainly on the links between Imihigo projects and targets with the National Development Frameworks (Vision 2020, NST1, the leadership retreat recommendations, and previous *Imihigo* Evaluation Reports).
- **Interviews and focus group discussions:** in each district, three interviews (with district executive committees, council members and members of JADF) and two Focus Group Discussions (FGD) with citizens (with men, women and youth combined) who benefited from specific projects with aim to not only gain their collective feedback on the implementation of *Imihigo* but also capture their perceived impacts of the implemented Imihigo. In total 150 interviews and FGDs were conducted in all the 30 districts.

At central level, interviews with director generals or the permanent secretaries in all the visited Ministries and Boards were conducted.

In line with the evaluation criteria described above, the figures below depict the scoring approaches for both the ministries and districts:

Figure 3: Ministries scoring approach

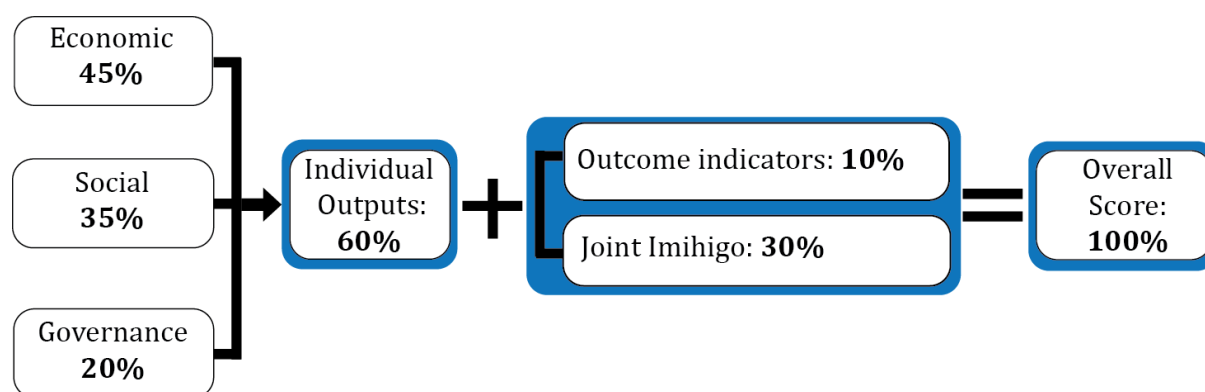
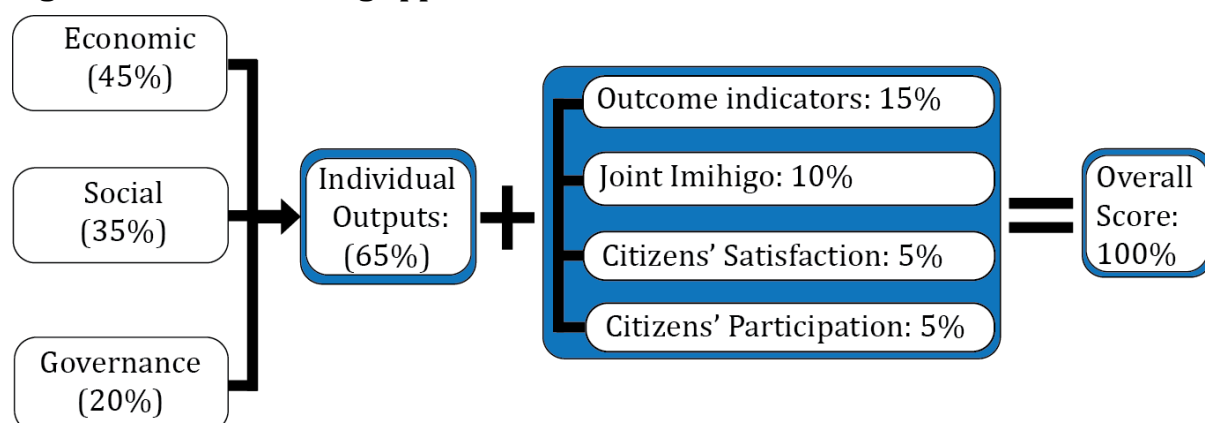


Figure 4: District scoring approach



3.1. Imihigo targets at central and local Government levels

This year's Imihigo evaluation consisted of 617 targets in the central Government and 2017 targets in the local government. Details are presents in the **annex 1**.

Chapter 4: Evaluation Findings

This chapter summarizes the findings from the 2017-2018 Imihigo evaluation. It is structured in the following four sections. The first section presents the results from the Joint Imihigo. The second section focusses on the evaluation of performance at the Central Government level (18 ministries and 3 Boards). The third section presents the results and analysis of performance of the City of Kigali and the 30 districts, respectively. Further, a trend analysis of the performance based on the past three years has also been included in the overall analysis at both the central and local government levels.

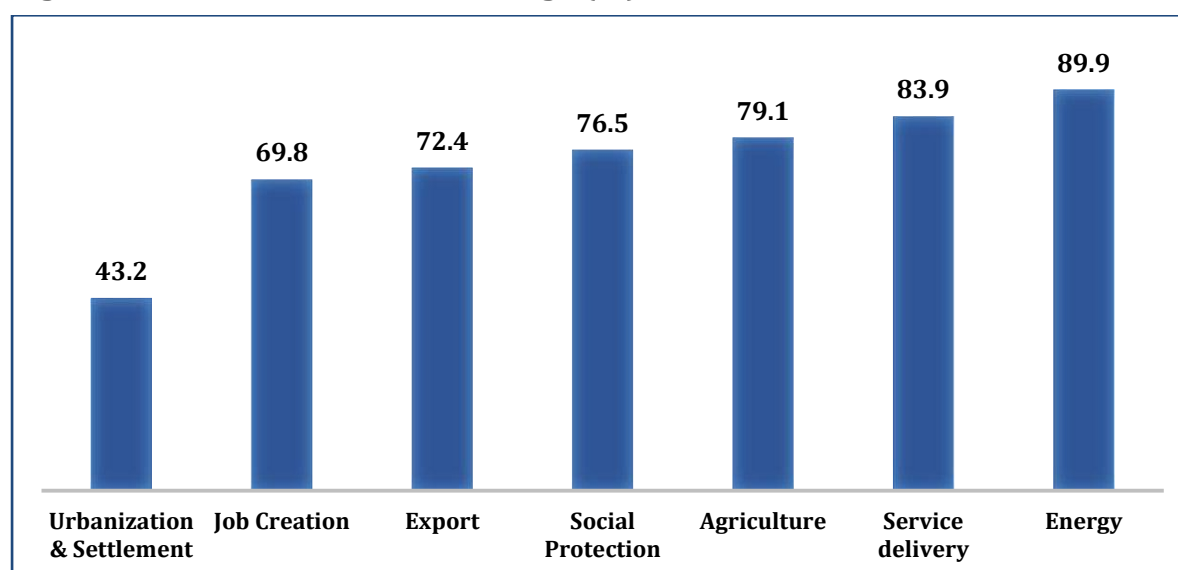
4.1. Performance in Joint Imihigo

Joint Imihigo are mainly implemented in partnership between Ministries and Districts to deliver certain projects, although in some instances this partnership may involve the private sector. These projects that are shared for implementation are mainly in the following seven areas: agriculture, urbanization and settlement, social protection, service delivery, energy, job creation and export.

The average performance of the joint Imihigo for the fiscal year 2017-2018 is a score of 73.5%. The energy was the highest performer with a score of 89.9%. The urbanization and settlement sector was the least performer with a score of 43.2%. The good performance in the energy sector is explained by the fact that most of its Imihigo were based on on-grid and off-grid connections, and awareness campaigns. These were achieved. However, targets related to increased electricity generation were not achieved.

On the other hand, the low performance in urbanization reflects the complexity of Imihigo in the sector such as building road networks, implementing the secondary city master plans, the provision of affordable housing, among others.

Figure 5: Performance in Joint Imihigo (%)



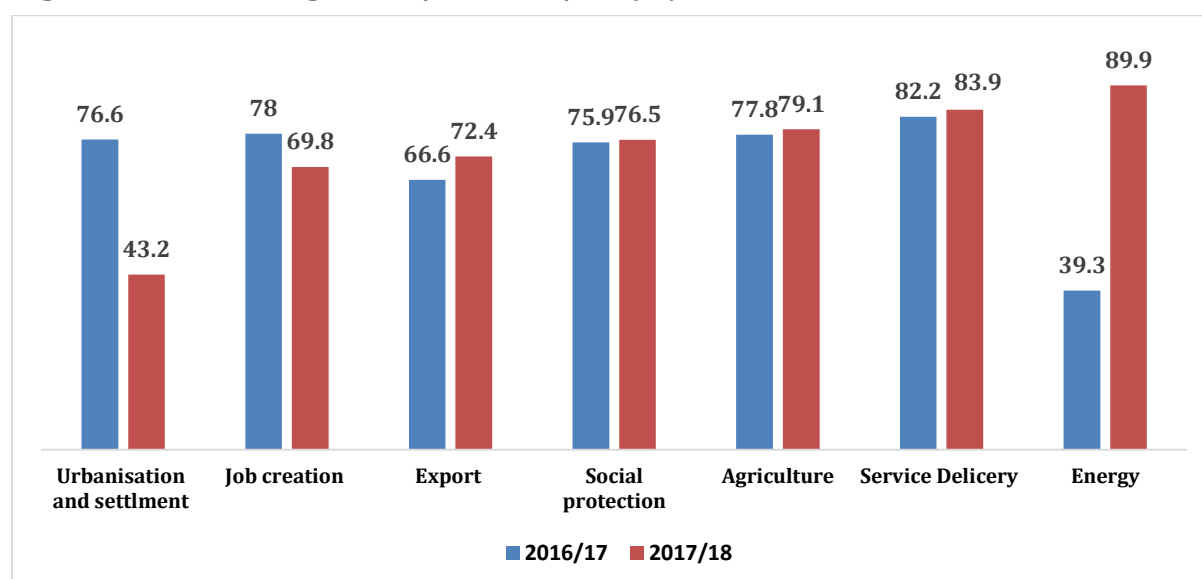
Source: 2017-2018 Imihigo Evaluation findings

The high performance in the service delivery sector is due to the fact that its Imihigo are mainly processes (meetings, sensitization campaigns, etc.) rather than outcomes (what should be achieved as a result of these processes). The process Imihigo are easier to achieve than outcome Imihigo.

The performance in Job Creation is attributed to achievements in trainings and apprenticeship activities for youth and women. In Exports, the performance was attributed to achievements of traditional export crops. However, non-traditional export crops did not achieve set targets. The performance of Social Protection was due to achievements in VUP, public works and direct transfers. Performance Agriculture was mainly influenced by achievements in developing terraces and controlling soil erosion.

In comparison with last year's Imihigo evaluation results, there are improvements this year in five out of the seven components of Joint Imihigo. Scores have reduced in only two areas: Urbanization and settlements, and in Job creation.

Figure 6: Joint Imihigo 2016/17-2017/18 (%)



Source: Imihigo Evaluation findings (2016/17 and 2017/18)

4.2. Imihigo Evaluation at the Central Government

Ministries have been grouped according to clusters as follows: Seven (7) ministries and two (2) boards in the economic cluster; seven (7) ministries in the social cluster; four (4) ministries and one (1) board in the government and justice cluster.

Table 2: Ministries and their clusters

| | ECONOMIC CLUSTER | | SOCIAL CLUSTER | | GOVERNANCE AND JUSTICE CLUSTER |
|---|--|---|--|---|---|
| 1 | Ministry of infrastructure (MININFRA) | 1 | The Ministry of Education (MINEDUC) | 1 | Ministry of Local Government (MINALOC) |
| 2 | Ministry of trade and Industry (MINICOM) | 2 | The Ministry of Health (MINISANTE) | 2 | The Ministry of Defense (MINADEP) |
| 3 | The Ministry of Agriculture and Animal Resources (MINAGRI) | 3 | The Ministry of Sport and Culture (MINISPOC) | 3 | The Ministry of Justice (MINIJUST) |
| 4 | The Ministry of Finance and Economic Planning (MINECOFIN) | 4 | The Ministry of Public Service and Labour (MIFOTRA) | 4 | The Ministry of Foreign Affairs, Cooperation and East African Community (MINAFET) |
| 5 | The Ministry of information technology and communication (MITEC) | 5 | The Ministry of Disaster Management and Refugees (MIDIMAR) | 5 | Rwanda Governance Board (RGB) |
| 6 | The Ministry of Environment (MoE) | 6 | The Ministry of Gender and Family Promotion (MIGEPROF) | | |
| 7 | The Ministry of Land and Forestry (MINILAF) | 7 | The Ministry of Youth (MINIYOUTH) | | |
| 8 | Rwanda Development Board (RDB) | | | | |
| 9 | Rwanda Mines, Petroleum and Gas Board (RMPGB) | | | | |

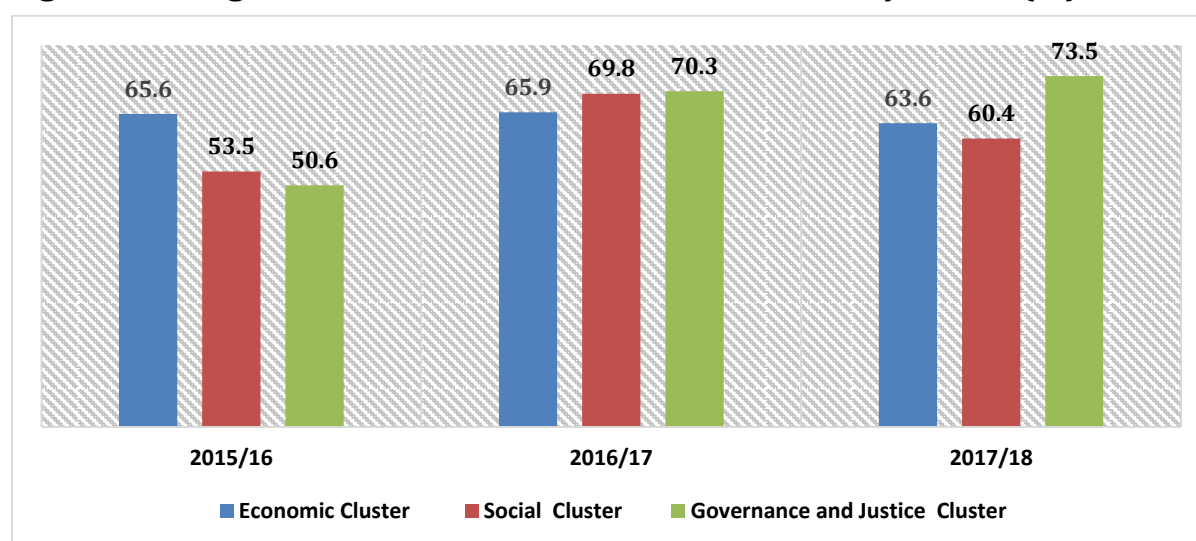
As the graph below shows, the findings from this year's evaluation at the central government level estimate its overall performance at 64.9 per cent. The best performing cluster is Governance with a score of 73.5 percent. Economic and social clusters scored 63.6 percent and 60.4 percent, respectively.

As noted earlier, performance in the governance sector has tended to focus on processes rather than on outcomes. This explains the relatively high performance compared to the economic and social sectors.

In the economic sector many projects that had been included in Imihigo were not completed, such as projects related to urbanization, attracting investors, the construction of Kigali Innovation City in the Special Economic Zone, the affordable housing project, and projects in road construction, among others.

In the social sector there were challenges of implementation of social infrastructure projects, such as health facilities and schools. The sector was also affected by delays in funds disbursement, especially in social protection, school feeding, and capitation grants in education, etc.

Figure 7: Imihigo Performance in the Central Government by Cluster (%)



Source: Imihigo Evaluation findings (2015/16, 2016/17 and 2017/18)

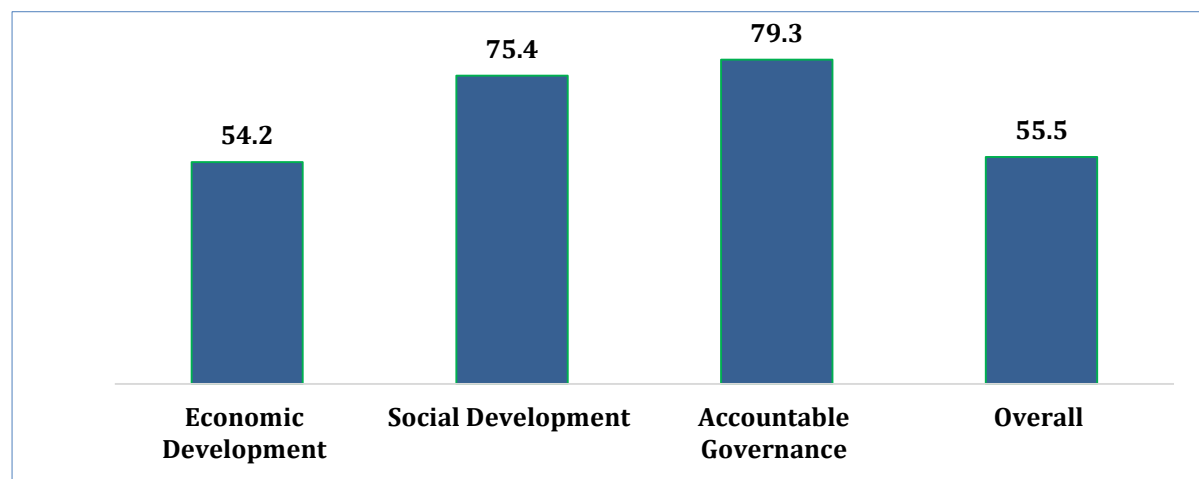
The trend analysis of performance at central level over the last three years shows that Ministries in the governance and justice cluster have improved their performance by about 23 percentage points from 50% in 2015 to 73% in 2017. Those in economic and social clusters have largely remained stagnant with average performances hovering around 70 percent between 2015 and 2017.

4.3. Imihigo Evaluation in the City of Kigali (CoK)

The City of Kigali was also evaluated along the pillars of economic development, social development, and accountable governance. The overall score for the City of Kigali is 55.5%. The findings show accountable governance as the pillar where the City of Kigali

performed best with a score of almost 80%. This is consistent with scores in other administrative levels. In the social pillar the CoK scored 75% and performed rather low in the economic development pillar scoring 54.2%.

Figure 8: Performance in the City of Kigali (%)



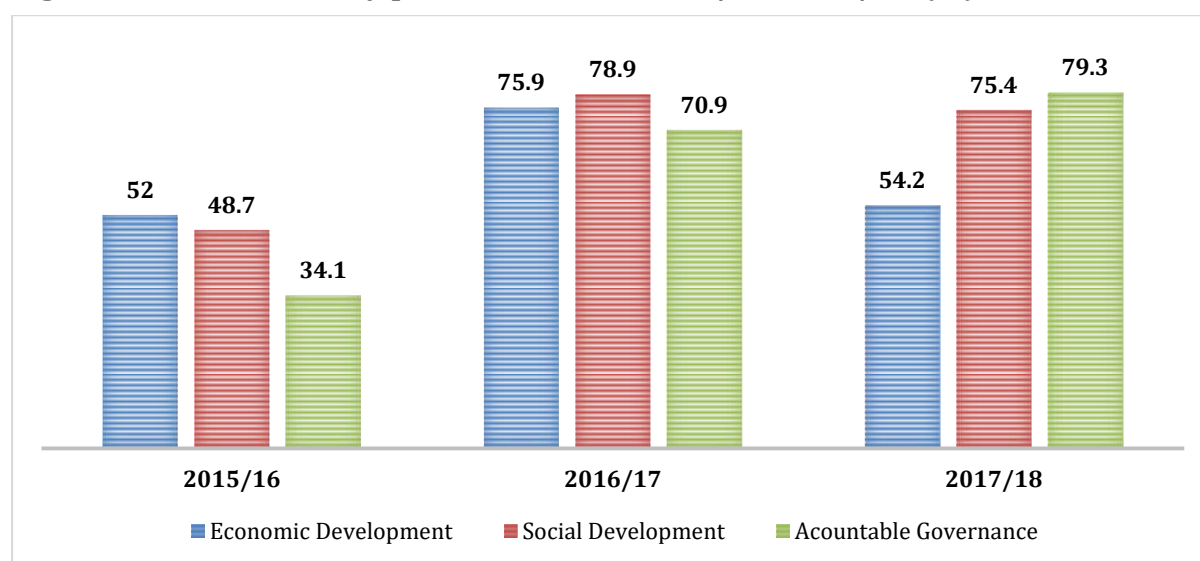
Source: 2017-2018 Imihigo Evaluation findings

In the 2017-18 fiscal year, the performance in the City of Kigali was affected by delays in completion of infrastructure projects, mainly in the area of road construction. Also, the City of Kigali is involved in many joint Imihigo which were not achieved. These include construction of Kigali Innovation Village in the Special Economic Zone, the affordable housing initiative, and road construction projects, among others. This affected the overall performance of the City.

4.3.1. Trend analysis of performance in the City of Kigali

The trend analysis over the last three fiscal years suggests that the performance of the CoK in the economic development pillar has generally been poor, with scores fluctuating around 50%. However, the performance of CoK in the accountable governance pillar has been consistently increasing, rising from 34.1% in 2015/16 to approximately 80% in 2017/18. Similarly, the performance of the CoK in the social development pillar has been fairly good, scoring above 70% over the last two years.

Figure 9: Performance by pillar in the CoK, 2015/16-2017/18 (%)

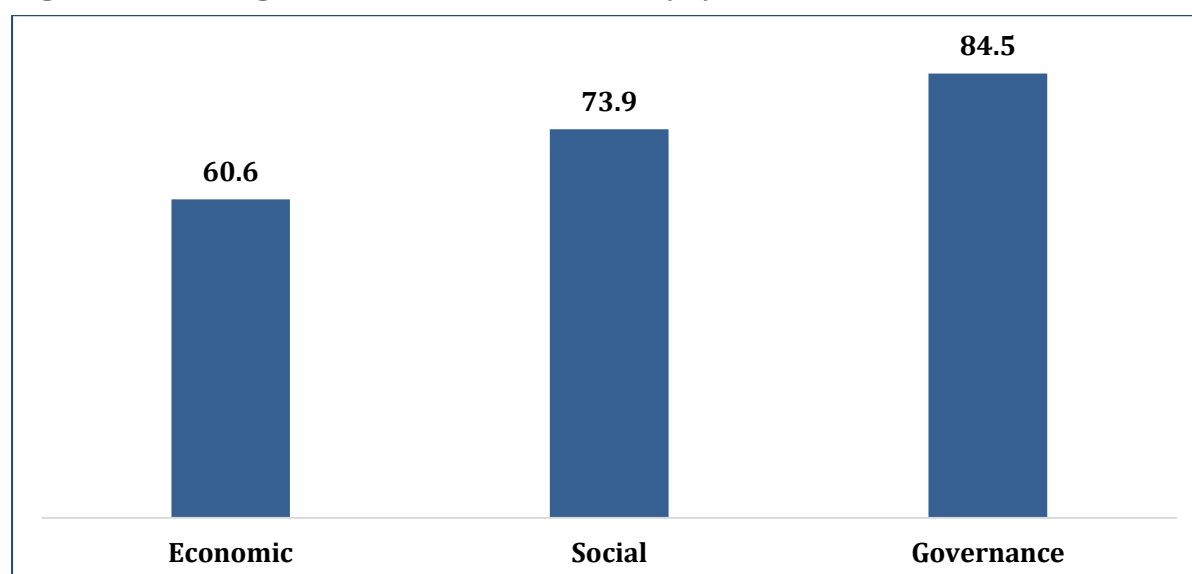


Source: Imihigo Evaluation findings (2015/16, 2016/17 and 2017/18)

4.4. Imihigo Evaluation at the District level

Based on un-weighted scores across pillars, the overall performance of districts in the 2017-18 Imihigo stands at 73%, with accountable governance being the best performing pillar. This is consistent with results at the Ministry level and in Joint Imihigo where the governance pillar has outperformed the economic and social pillars.

Figure 10: Average Performance of districts (%)

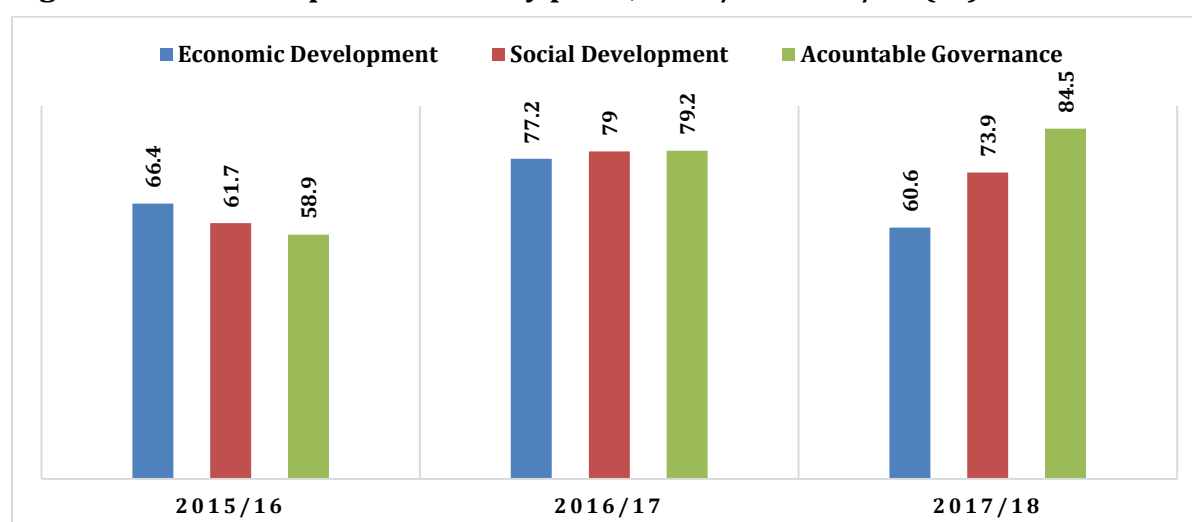


Source: 2017-2018 Imihigo Evaluation findings

4.4.1. Trend analysis of performance at the District level

The trend analysis over the last three fiscal years shows that district performance in the governance pillar has increased by 25.6 percentage points between 2015/16 and 2017/18 fiscal years. Similarly, the average performance of districts in the social pillar has generally increased despite the slight decrease observed in the 2017/18 fiscal year. As shown on the figure below, the performance of districts in the economic pillar has been low compared to other pillars. Indeed, the average performance of the districts in the economic pillar has been below 67%.

Figure 11: Districts' performance by pillar, 2015/16-2017/18 (%)



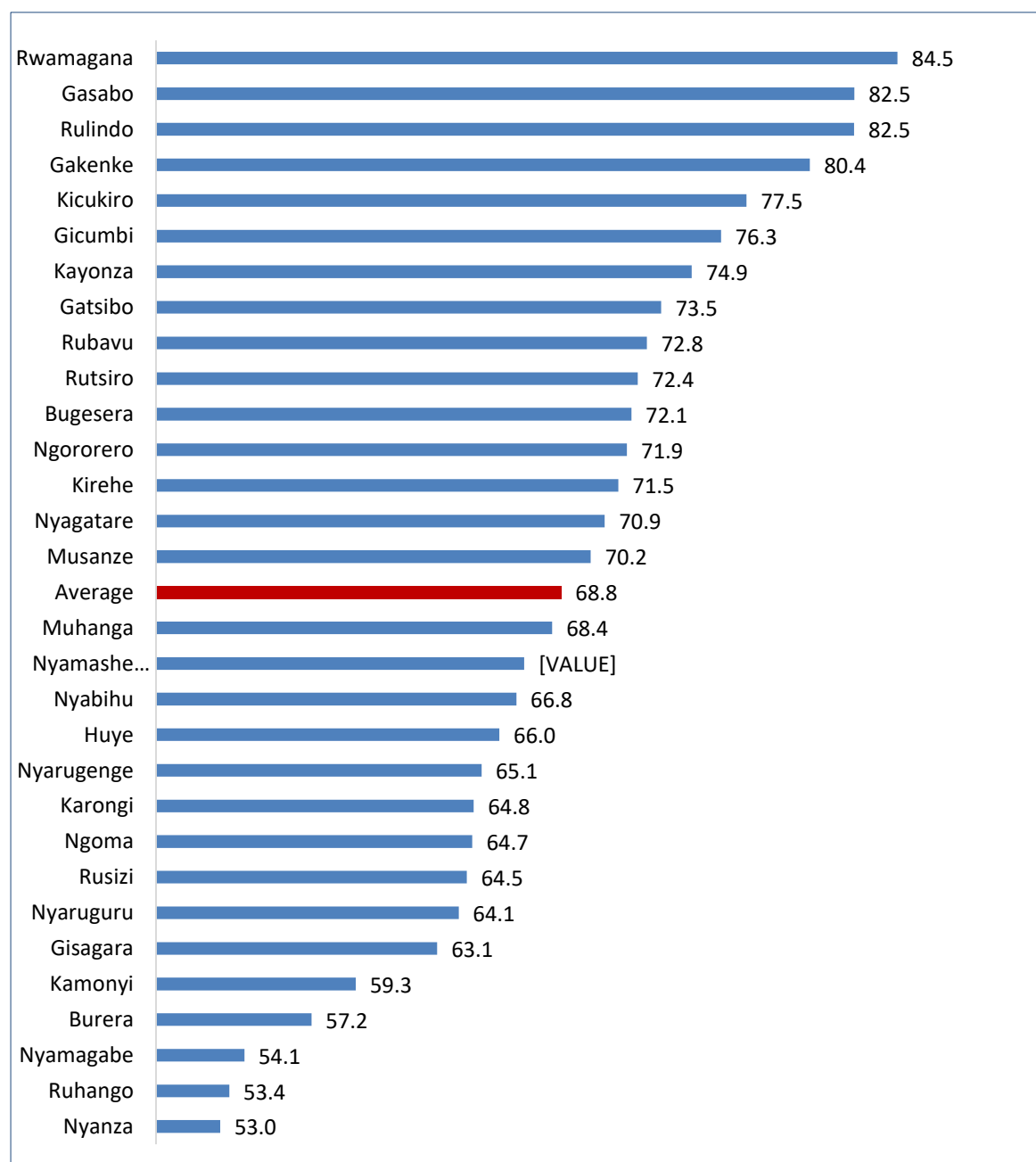
Source: Imihigo Evaluation findings (2015/16, 2016/17 and 2017/18)

4.4.2. Overall District score performance FY 2017-2018

Figure 10 below summarizes the overall performance of districts in the 2017-18 Imihigo. The districts that scored more than 80 percent were ranked in the top five: Rwamagana, Gasabo, Rulindo, Gakenke and Kicukiro.

The five least performing districts scored less than 60 percent. These include: Kamonyi, Burera, Nyamagabe, Ruhango, and Nyanza.

Figure 12: Overall performance of the Districts, 2017-2018, (%)



Source: 2017-2018 Imihigo Evaluation findings

4.5. District Performance Analysis

The performance of the 30 districts is categorized along three groups each with a set of distinguishing features. The top ten performing districts are in the top group, while the bottom group consists of the ten lowest performing districts. The districts whose performance falls in between these two categories occupy the middle group. Significantly, these groups represent a set of distinguishing features that the districts in a given category share. Ultimately, the shared features provide insight into the drivers and impediments in Imihigo implementation.

4.5.1. The Top Group (top 10 performers)

The districts in the top group exhibit leadership that is able to mobilise a sense of common purpose around Imihigo. They are able to articulate the importance of Imihigo as a tool for district development and link it to the lives of the community members in the district. During the implementation of Imihigo these districts were able to focus on projects with clear transformational value, were able to conceive these projects in a comprehensive manner, to implement them to completion and, where possible, introduced innovative approaches towards value chain creation.

Rwamagana, Gasabo, and Rulindo have been exemplary in this respect. Across the three districts the majority of the infrastructure projects were completed. In Rwamagana and Gasabo most of the roads were built up to completion, with the latter able to benefit greatly from the ability to mobilize Public-Private Partnerships (PPP) to deliver some of the infrastructure, especially in the area of housing. In Rulindo, a state of the art irrigation dam was completed; also, facilities to support (5 cold rooms) the promotion of horticulture, including entering partnerships with flower exporters.

Another key feature of districts in the top group is that they are able to organize teamwork needed to create the ownership needed to ensure effective implementation of Imihigo. There is evidence of joint planning and meaningful consultation across the board.

Again, Rwamagana, Gasabo, and Rulindo have been exemplary in creating ownership and transparency. In Rwamagana, the depth of the information provided on Imihigo includes the GPS location of each item, the amount of money invested, and the level of progress – all available at office premises at the district, sectors, and the cells. This shows a degree of transparency that is not seen in any other district. While these may appear to be minute details, they point to the collective spirit that drives the delivery of Imihigo.

This shared responsibility and strong collaboration among different levels of leadership (executive committee, JADF, and district councils) to oversee Imihigo is also visible in Gasabo. The staff are also given responsibility to oversee some of the Imihigo items and their knowledge about how they are implemented and monitored is similarly

impressive and demonstrates the existence of a sense of ownership across the board in the district. Rulindo also shares these features, including a strongly constituted JADF.

4.5.2. The Bottom Group

A key feature of districts in the bottom group is poor design of projects that are in their Imihigo. This affects both completion and quality. In other words, projects are either not completed at all, not completed on time, or completed with substandard quality. Evidence from some districts shows that due to poor initial design, some projects are implemented and along the way there is a realization that there is a major flaw, which requires making significant adjustments. Consequently, the delays involved expose the project to failure of completion.

In Burera district a poor feasibility study for a building construction at the Butaro hospital illustrates this challenge. Once construction began it was realized that the foundation could not support the structure that was intended. The foundation was demolished and the builders started afresh in order to put in place a stronger concrete slab that could withstand humidity.

Most districts are able to deliver an Early Childhood Development Centre (ECD) on a budget of 40 million francs that's allocated to them. However, in Burera a poorly conceived study could not deliver the ECD even after securing an addition 10 million francs. Similarly, an integrated craft market was build but is yet to become operational and an IDP model village was never completed.

In Nyabihu district a poor feasibility study for a vegetable collection center led to the construction of a substandard facility that could only cater for approximately 20% of the produce (mainly carrots). The washing bay was very small and even the small amount of vegetables that were cleaned could not be stored, which lead to unnecessary losses.

4.5.3. The middle group

The districts in the middle group display a mixture of behaviour patterns similar to those found amongst top group and bottom group districts. First, some are able to demonstrate some commitment to planning and completing transformative targets. However, they are unable to do this consistently.

4.6. Key achievements

The table below summarizes the key achievements resulting from the implementation of Imihigo at the district level on selected indicators.

Table 3: Key Achievements

| Key Indicators / Period | Total Planned | Achievements | % Achievement |
|--|----------------|----------------|---------------|
| Job creation (# of short term off-farm jobs created) | 259,891 | 218,930 | 84.2 |
| Access and connectivity to electricity (# HHs) | 179,148 | 99,742 | 55.7 |
| Access to clean water (# HHs) | 855,769 | 737,852 | 86.2 |
| Total Km of Road constructed and Rehabilitated (Tarmac) | 1,256 | 1,326 | 105.6 |
| Total Km of Road constructed and Rehabilitated (Maramu) | 563 | 515 | 91.5 |
| Land consolidated (ha), Season A | 101,118 | 62,504 | 61.8 |
| Land consolidated (ha), Season B | 101,118 | 60,362 | 59.7 |
| Land consolidation (ha) Season A&B | 1,321,350 | 1,341,335 | 101.5 |
| Average yield for priority crops- Maize | 38,594 | 35,766 | 92.7 |
| Averaged yield for priority crops- Beans | 64,665 | 67,246 | 104.0 |
| Number of radical terraces constructed (# Hectares) | 5,013 | 59,366 | 1,184.3 |
| Number of hectares of terraces Valorized (# Hectares) | 270 | 272 | 100.7 |
| Number of trees planted for reforestation / afforestation (#) | 351,890 | 368,846 | 104.8 |
| Number of IDP village beneficiaries (# of beneficiaries) | 6,342 | 6,066 | 95.6 |
| Number of cows distributed under Girinka Program (#/HHs) | 39,436 | 32,593 | 82.6 |
| Number of Biogas Digesters (Both HHs & Institutions) | 1,097 | 941 | 85.8 |
| Creation of Small and Medium Enterprise (# SMEs) | 18,193 | 20,159 | 110.8 |
| Number of classes and TVET Construction (#) | 915 | 938 | 102.5 |
| Number of health posts and centers (#) | 728 | 685 | 94.1 |
| Health Insurance (MUSA) (% of people insured) | 580,813,092 | 580,424,543 | 99.9 |
| Number of VUP beneficiaries – (all VUP components) | 127,558 | 151,472 | 118.7 |
| Number of Women and Youth Cooperatives Supported (# of cooperatives) | 2,935 | 61 | 2.1 |
| Estimated Value of <i>Umuganda</i> per District (Frws) | 13,194,925,700 | 13,081,667,565 | 99.1 |
| Sectors and Districts constructed and Rehabilitated (#) | 295 | 286 | 96.9 |

4.7. Overview of trend in Imihigo performance by region

This section briefly presents the trend in Imihigo performance recorded over the last three fiscal years by regions (Provinces and CoK).

4.7.1. Performance trend of districts in Eastern Province

In general districts in the Eastern province performed relatively well with three districts ranked in the top ten. All districts are ranked in the top 15 in the 2017-18 Imihigo Evaluation. Moreover, improved performance is evidenced by the fact that the Eastern province had no single district ranked in the top ten in the Imihigo of the 2015/16 fiscal year.

Further, trend analysis of performance in the Eastern province shows that the districts can be grouped in the following categories: (i) the best performing districts, composed of Rwamagana and Gatsibo that have been among the top ten performers for the last two fiscal years (ii) the average performers made of Bugesera, Kirehe, Nyagatare and recently Kayonza and (iii) declining districts made of Ngoma district, which has consistently declined in the ranking for the last three consecutive years.

Table 4: Performance trend in the Eastern Province

| Districts | 2015/16 | 2016/17 | 2017/18 |
|-----------|---------|---------|---------|
| | Rank | Rank | Rank |
| Bugesera | 12 | 22 | 11 |
| Gatsibo | 11 | 6 | 8 |
| Kayonza | 26 | 23 | 7 |
| Kirehe | 16 | 7 | 13 |
| Ngoma | 19 | 20 | 22 |
| Nyagatare | 28 | 18 | 14 |
| Rwamagana | 17 | 1 | 1 |

4.7.2. Performance trend of districts in Western Province

The Western province has two districts ranked in the top ten and five in the top 15 districts in the 2017/18 Imihigo evaluation. However, four districts in the Western province scored below the average score of 68.8 percent as the table above implies.

Rutsiro district has shown consistent improvement in ranking from a low of 29th position to a high of the 10th position over the last three years. Similarly, Rubavu district has also moved from the 30th position to the 9th position over the last two years. Also, Ngororero and Nyamasheke districts performed above average despite declines in ranking. Significant decline in performance over the years is noticed in Rusizi district, which declined 19 positions over the last three years. Karongi and Nyabihu seem to have stagnated and consistently among the ten least performing districts.

Table 5: Performance Trend in the Western Province

| Districts | 2015/16 | 2016/17 | 2017/18 |
|------------|---------|---------|---------|
| | Rank | Rank | Rank |
| Karongi | 25 | 13 | 21 |
| Ngororero | 14 | 17 | 12 |
| Nyabihu | 23 | 24 | 18 |
| Nyamasheke | 9 | 11 | 17 |
| Rubavu | 21 | 30 | 9 |
| Rusizi | 4 | 14 | 23 |
| Rutsiro | 29 | 12 | 10 |

4.7.3. Performance trend of districts in the Southern Province

The southern province has performed poorly with all its districts scoring below average. Indeed, four out of the five districts at the bottom of the rankings belong to the southern province. Crucially, all the districts in the southern province have consistently been regressing in ranks over the last three years (except Muhanga that maintained its 16th position over the last two consecutive years).

Table 6: Performance trend in the Southern Province

| Districts | 2015/16 | 2016/17 | 2017/18 |
|-----------|---------|---------|---------|
| | Rank | Rank | Rank |
| Gisagara | 15 | 26 | 25 |
| Huye | 3 | 3 | 19 |
| Kamonyi | 13 | 19 | 26 |
| Muhanga | 6 | 16 | 16 |
| Nyamagabe | 5 | 27 | 28 |
| Nyanza | 7 | 21 | 30 |
| Nyaruguru | 10 | 15 | 24 |
| Ruhango | 22 | 28 | 29 |

4.7.4. Performance trend of districts in the Northern Province

The northern province has performed relatively well in the 2017-18 Imihigo with three out of five districts ranked in the top ten. Gakenke, Rulindo, and Gicumbi districts show some consistency in their performance having ranked in the top ten for in two out of the last three years. However, high fluctuations in ranking are observed in Musanze district that was last in 2015 and second in 2016. Burera district has also performed inconsistently over the past three years.

Table 7: Performance trend in the Northern Province

| Districts | 2015/16 | 2016/17 | 2017/18 |
|-----------|---------|---------|---------|
| | Rank | Rank | Rank |
| Burera | 24 | 8 | 27 |
| Gakenke | 27 | 4 | 4 |
| Gicumbi | 2 | 10 | 6 |
| Musanze | 30 | 2 | 15 |
| Rulindo | 8 | 29 | 2 |

4.7.5. Performance trend of districts in City of Kigali

The trend analysis of the performance of districts in the City of Kigali shows that Gasabo district has consistently performed exemplary in the top ten districts, coming first and second in 2015 and 2017; it was ninth in 2016. Kicukiro and Nyarugenge have fluctuated between strong and poor performance over the last three fiscal years.

Table 8: Performance trend in the City of Kigali

| Districts | 2015/16 | 2016/17 | 2017/18 |
|------------|---------|---------|---------|
| | Rank | Rank | Rank |
| Gasabo | 1 | 9 | 2 |
| Kicukiro | 20 | 25 | 5 |
| Nyarugenge | 18 | 5 | 20 |

Chapter 5: Conclusion and recommendations

The analytical framework of performance utilized in this assessment attempted to reveal shared features along groupings in order to provide insight into the drivers and impediments in implementing Imihigo.

Overall, there is improvement in planning and coordination. This is reflected in the establishment of proper reporting systems, peer review mechanisms to hold each other accountable at the local government level, including the introduction of innovating approaches for monitoring activities of Imihigo in some districts.

The quality of leadership at the district level is key in mobilizing a sense of common purpose needed across the board to optimally deliver Imihigo. Good leadership is reflected in the quality of engagement of different stakeholders to take ownership of Imihigo, the ability of District Councils to bring accountability and oversight to the Imihigo process, the activation of citizen participation in implementation, as well as the ability to spur the commitment of JADF to Imihigo.

Implementation of Imihigo is strongest where there is proper planning and coordination as well as greater ownership by the cross-section of actors. The implementation of *joint Imihigo* still faces ownership problems amongst concerned parties. A specific challenge has to do with a lack of collective ownership and the tendency for one party to only focus on completing their “part” when in fact the nature of these items is such that they can only be achieved when there is collective ownership despite the parts under individual nominal responsibility. This is largely a manifestation of inadequate consultation and breakdown in communication.

A key concern in the area of infrastructure is poor feasibility studies that affect the quality and sustainability of projects. In some instances, a poorly designed project was entirely abandoned and replaced. An example here is a situation where a building foundation that was found unable to carry the weight of the planned premise despite the fact that feasibility study had been undertaken. Others include roads without drainages, schools without retaining walls, etc.

There continues to be challenges in technical abilities in planning and reporting particularly in regards to setting SMART targets that can be logically tracked in relation to the baseline.

Nevertheless, Imihigo are increasingly taken seriously due to the accountability measures that are tied to them.

Recommendations

- Prioritize Imihigo that transform the lives of Rwandans and capture the rest of activities in annual action plans;

- Improve planning and coordination mechanisms for joint Imihigo with clear division of roles and responsibilities and hold respective parties accountable;
- Strengthen the technical capacity of districts and ministries, especially in undertaking good feasibility studies and in contract management, with clear and precise guidelines;
- In the event of transition of leadership at the district level, the new leadership should assume fully responsibility and take ownership for the Imihigo that came into existence during the tenure of the outgoing leadership;
- Strengthen integrity in work practices and in reporting achievements or challenges that affect performance;
- The planning across sectors should shift from processes (e.g. meetings, sensitization and so on) to outcomes (achievements from those processes). Efforts should be made to link Imihigo activities with the sector specific strategic objectives;
- Ensure the deepening of citizen participation in Imihigo planning and implementation processes and provide feedback to citizens where adjustments have been made and the reasons thereof.
- Ensure that resources from the central government are timely disbursed.

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Annex 1. Ministries and District Imihigo Targets

A. Ministry targets

| No | MINISTRY | OUTCOME | OUTPUT | Targets |
|----|--------------|------------|------------|------------|
| 1 | MIDIMAR | 5 | 21 | 26 |
| 2 | MIFOTRA | 9 | 17 | 26 |
| 3 | MIGEPROF | 4 | 8 | 12 |
| 4 | MINADEF | 4 | 8 | 12 |
| 5 | MINAFFET | 5 | 15 | 20 |
| 6 | MINAGRI | 4 | 20 | 24 |
| 7 | MINALOC | 8 | 18 | 26 |
| 8 | MINECOFIN | 3 | 39 | 42 |
| 9 | MINEDUC | 7 | 30 | 37 |
| 10 | MINICOM | 3 | 31 | 34 |
| 11 | MINIJUST | 7 | 28 | 35 |
| 12 | MINILAF | 2 | 4 | 6 |
| 13 | MININFRA | 24 | 80 | 104 |
| 14 | MINISANTE | 5 | 22 | 27 |
| 15 | MINISPOC | 4 | 23 | 27 |
| 16 | MoE | 5 | 8 | 13 |
| 17 | MINIYOUTH | 3 | 6 | 9 |
| 18 | MITECH | 4 | 12 | 16 |
| 19 | RMPGB | 2 | 3 | 5 |
| 20 | RDB | 5 | 23 | 28 |
| 21 | RGB | 6 | 15 | 21 |
| | Total | 119 | 431 | 550 |

Source: Imihigo evaluation 2017-18

Ministries level outcomes, outputs and targets

| Fiscal Year | Outcomes | Outputs | Targets |
|------------------|------------|------------|------------|
| 2017-2018 | 119 | 431 | 550 |
| 2016-2017 | - | - | 586 |
| 2015-2016 | 114 | 404 | 518 |
| 2014-2015 | 114 | 392 | 506 |

Source: Imihigo evaluation reports, 2014/15, 2015/16, 2016/17, 2017-18

B. Districts targets

| District | Economic | | Social | | Governance | | Total | |
|----------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | 2016-17 | 2017-18 | 2016-17 | 2017-18 | 2016-17 | 2017-18 | 2016-17 | 2017-18 |
| Kigali | | | | | | | | |
| Gasabo | 34 | 56 | 19 | 20 | 14 | 10 | 67 | 86 |
| Kicukiro | 29 | 25 | 23 | 22 | 10 | 17 | 62 | 64 |
| Nyarugenge | 33 | 31 | 19 | 19 | 10 | 14 | 62 | 64 |
| Total 1 | 96 | 112 | 61 | 61 | 34 | 41 | 191 | 214 |
| Southern | | | | | | | | |
| Gisagara | 44 | 37 | 26 | 26 | 17 | 16 | 87 | 79 |
| Huye | 38 | 28 | 23 | 31 | 9 | 17 | 70 | 76 |
| Kamonyi | 32 | 36 | 21 | 24 | 11 | 16 | 64 | 76 |
| Muhanga | 46 | 33 | 19 | 24 | 13 | 17 | 78 | 74 |
| Nyamagabe | 36 | 36 | 23 | 21 | 14 | 15 | 73 | 72 |
| Nyanza | 41 | 42 | 17 | 22 | 12 | 16 | 70 | 80 |
| Nyaruguru | 39 | 36 | 27 | 21 | 15 | 15 | 81 | 72 |
| Ruhango | 31 | 32 | 23 | 28 | 11 | 17 | 65 | 77 |
| Total 2 | 307 | 280 | 179 | 197 | 102 | 129 | 588 | 606 |
| Western | | | | | | | | |
| Karongi | 27 | 34 | 16 | 23 | 8 | 10 | 51 | 67 |
| Ngororero | 30 | 38 | 19 | 22 | 8 | 11 | 57 | 71 |
| Nyabihu | 30 | 32 | 23 | 22 | 11 | 12 | 64 | 66 |
| Nyamasheke | 38 | 33 | 20 | 26 | 9 | 5 | 67 | 64 |
| Rubavu | 34 | 36 | 21 | 20 | 7 | 14 | 62 | 70 |
| Rusizi | 34 | 34 | 19 | 23 | 5 | 9 | 58 | 66 |
| Rutsiro | 29 | 36 | 22 | 22 | 8 | 14 | 59 | 72 |
| Total 3 | 193 | 207 | 118 | 136 | 48 | 61 | 359 | 404 |
| Northern | | | | | | | | |
| Burera | 25 | 26 | 15 | 13 | 6 | 10 | 46 | 49 |
| Gakenke | 34 | 30 | 26 | 23 | 5 | 7 | 65 | 60 |
| Gicumbi | 40 | 37 | 28 | 23 | 8 | 17 | 76 | 77 |
| Musanze | 34 | 30 | 16 | 19 | 14 | 13 | 64 | 62 |
| Rulindo | 37 | 39 | 22 | 25 | 5 | 10 | 64 | 74 |
| Total | 170 | 162 | 107 | 103 | 38 | 57 | 315 | 322 |
| Eastern | | | | | | | | |
| Bugesera | 37 | 32 | 24 | 27 | 10 | 13 | 71 | 72 |
| Gatsibo | 30 | 37 | 18 | 17 | 10 | 12 | 58 | 66 |
| Kayanza | 25 | 32 | 27 | 24 | 10 | 13 | 62 | 69 |
| Kirehe | 49 | 39 | 27 | 29 | 7 | 11 | 83 | 79 |
| Ngoma | 32 | 37 | 21 | 28 | 9 | 13 | 62 | 78 |
| Nyagatare | 47 | 40 | 28 | 18 | 7 | 7 | 82 | 65 |
| Rwamagana | 52 | 43 | 20 | 26 | 9 | 3 | 81 | 72 |
| Total 5 | 272 | 260 | 165 | 169 | 62 | 72 | 499 | 501 |
| Overall Total | 1038 | 1021 | 630 | 666 | 284 | 360 | 1952 | 2047 |
| % Weight per pillar | 53.2 | 49.9 | 32.3 | 32.5 | 14.5 | 17.6 | 100 | 100 |

Annex 2. DISTRICT PROFILES IN THE IMPLEMENTATION OF IMIHIGO 2017-2018

An overview of the trends in Imihigo performance recorded over the last three fiscal years by districts across the country. The profiles present strengths, key drivers and weaknesses that are likely to affect the performance.

NYANZA district Imihigo profile

The performance of Nyanza District on Imihigo has been declining for over the three years. In Imihigo 2015- 2016, the district ranked 7th while in the Financial year 2016- 2017 was ranked 21st. This financial year 2017-2018 it ranked 30th with 53% in the overall performance. The overall level of achievements for the 2017-2018 imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation.

Strengths and key drivers

The key elements outlining the strengthened key drivers of the district include but not limited to:

- The District has put in place quality assurance team for monitoring the implementation of Imihigo. The committee is responsible for carrying out evaluation and self-assessment and reports to the district council members.
- The overall level of achievements on output targets was 77.9%. While the level of quality of works had a score of 62.5%.

Weaknesses and key issues

During the evaluation of 2017-2018 Imihigo, issues and weaknesses noted include among others:

- Some targets on construction and infrastructure were not achieved 100% due to scarcity of Cement and inability of Ruliba to supply bricks country wide
- Partners on some joint Imihigo failed to fulfill their commitments on time eg. Shortage of seeds; soya bean at below 20%
- District authorities were not able to carry out awareness campaigns on the importance of terraces. As a consequence, citizens refused to collaborate in giving out their land for the construction of the said terraces.
- Some targets under joint Imihigo were not successfully implemented due to the failure of partners to fulfill their commitments. For example, REB had committed itself to supervise education projects i.e construction of classrooms. It conducted the procurement process but afterwards withdrew and passed the responsibility to the district when it was too late. This affected the level of achievements made on projects in education sector. Similarly, RAB failed to deliver seeds on time e.g Soya beans that were delivered at a rate of 20%

GISAGARA district Imihigo profile

The performance of Gisagara district on Imihigo has not improved over the last three years. In the evaluation of Imihigo 2015-2016, the district ranked 15th while in the Financial year 2016-2017, ranked 26th. For the 2017-2018 Imihigo evaluation, the district was ranked 25th with a score of 63.1% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation.

Strengths and key drivers

The following was identified as a key driver / strengths:

- The overall completion rate of all projects in 2017-2018 Imihigo stands at 82.5% which is an indication of a good progress for the district.
- Collaboration was noted as a strong point for the district eg. The district signed contracts with partners (JADF, REG, RAB WASAC and others) to deliver on joint Imihigo implementation.

Weaknesses and key issues

During the evaluation of 2017-2018 Imihigo, issues and weaknesses noted include among others:

- While the level of achievement on output targets scored high, their overall quality as evaluated by a team of engineers scored 65.5%. This implies that the sustainability of the work done is not assured.
- Heavy rains affected most of the projects including crop production, infrastructure and others.
- Some joint targets were not implemented due to failure of partners to mobilize funds for the implementation. For example, the Gisagara-Huye tarmac road was not constructed because RTDA did not secure funds from potential funders.
- Similarly, other partner in the joint Imihigo targets did not significantly contribute in the overall implementation of Imihigo eg. REG, WASAC AND REB.
- A very low tax base of the district hindered a smooth implementation of some Imihigo targets

NYARUGURU district profile

The performance of Nyaruguru district on Imihigo has been declining for over the three years.

In the 2015-2016 Imihigo evaluation the district ranked 10th while in the Financial year 2016-2017, ranked 15th. For the 2017-2018 Imihigo evaluation, the district was ranked 24th with a score of 64.1% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation.

Key strengths and drivers

The following was identified as a key driver / strengths

- Ownership: It was observed the executive committee, the district staff members and citizens work hand in hand in the realization of the set targets:
 - (i) District appointed some citizens to spear head community mobilizations (Creation of small groups of neighbors called ISIBO made of 15-20 households and headed by three people and supports the administrative structure) in the handling of conflicts,
 - (ii) Mobilization and contribution in terms of payment of Mutual Health insurance for vulnerable household's members.

Weaknesses and key issues

The following was identified as weaknesses/ challenges

- Although the overall achievement score on output targets is satisfactory with 75.7%, the score for the quality is very low with 58%. This has significantly affected the district's overall performance.
- Limited commitment from Partners: A number of joint imihigo targets were not implemented due to failure of stakeholders to fulfill their commitment as expected. For example,
 - (i) UNILEVA did not cover the agreed number of hectares for tea plantations due to poor planning of their activities namely; preparing enough seedlings,
 - (ii) BDF delayed in disbursement of loans to the youth while REG, WASAC as well as RAB delayed the implementation of their targets resulting into a very low level of achievements of many targets.
- Disasters and landslides delayed most infrastructural projects including IDP model village (Rohero, Yanza, Rwimbogo and Uwumusebeye)
- District landscape coupled with poor quality of soil is a big challenge and this requires limitless volumes of lime to neutralize soil acidity in large quantities and high volumes of fertilizers. For example, distribution channel of the fertilizers is not working properly. This has impacted the level of achieving the targets.

NYAMAGABE district profile

The performance of Nyamagabe district on Imihigo has been declining for over the three years.

In the 2015-2016 Imihigo evaluation the district ranked 5th while in the Financial year 2016-2017, ranked 27th. For the 2017-2018 Imihigo evaluation, the district was ranked 28th with a score of 54.1% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation.

Key Strengths and key drivers

The following was identified as a key driver / strengths

- The overall completion rate of all projects in 2017-2018 Imihigo stands at 80.5%, an indication of a good progress for the district
- There is partnership with district stakeholders in the implementation of Imihigo. The civil societies play a key role of being a watchdog eg. EAR, AEE, Red Cross and Caritas Rwanda have significantly contributed in the realization of Imihigo and transparency
- There is a mechanism in place for coordination and close monitoring where the district and the province work together to oversee the success of the Imihigo implementation and evaluation

Weakness and key issues

The following was identified as weaknesses/ challenges

- While the level of achievement on output targets scored high, their overall quality as evaluated by a team of engineers scored 63.8%. This implies that the sustainability of the work done is not assured. This shows that the monitoring of the activities lack seriousness and commitment.
- Joint Imihigo that were meant to be implemented by district partners were not successfully implemented due to unexpected shortage of funds and distribution delays. This is illustrated by the following examples:
 - (i) Good neighbors, a district stakeholder, had planned to construct three playgrounds for basketball and later failed;
 - (ii) RTDA diverted funds meant for Rambya-Kizimyamuriro road to Nyabihu district which experienced disasters such floods and landslides,
 - (iii) RAB distributed improved seeds, lime and fertilizers very late
 - iv) Gasaka modern market which has been under construction for three years has not been completed because private operators were not able to secure loans from BRD and later sought bank loan from I&M Bank which was not successful.
- The level progress on the drainage of Mwogo marshland was low due to delays. This has also affected the targets on Agricultural yield,
- Due to Poor road network in Nyamagabe district, monitoring and evaluation of the project is a challenge.

RUSIZI district Imihigo profile

The performance of Rusizi district on Imihigo has consistently declined for over the three years.

In the 2015-2016 Imihigo evaluation the district ranked 4th while in the Financial year 2016-2017, ranked 14th. For the 2017-2018 Imihigo evaluation, the district was ranked 23rd with a score of 64.5% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Key strengths and drivers

The following was identified as a key driver / strengths

- Collaboration: the district has put in place mechanism facilitate consultations with stakeholders in search for solutions for smooth Imihigo implementation.
- Team work and coordination was observed through the involvement of all stakeholders in the implementation of Imihigo. For example, Imihigo are included on the agenda discussed by joint security meeting (JOC) Private contractors and other partners.
- The district has a number of targets with spillover effects which are in progress but require more time for implementation. These include among others Tarmac roads and construction of kivu marine bay Hotel

Weaknesses and key Issues

The following was identified as weaknesses/ challenges

- The overall level of performance on output targets is at relatively low with 64.5% while the level of quality is below average with 45.8%. This implies that there is a problem of monitoring projects and low level of integrity in reporting the achievements.
- Poor planning and coordination of targets implemented by some partners has affected the implementation of some targets with spillover effects. These include among others construction of Kivu bay marine Hotel
- Topography of the district coupled with heavy rains affected negatively the performance on the target in agriculture and transportation.
- Some Joint imihigo were affected by the failure of partners to play their specific roles during the implementation eg. Failure of seed distribution by RAB such as maize, soya beans and pesticides, shortage of electric materials and accessories for connection affected the electrification targets (REG).
- Unclear roles, milestones and road map for some targets. This was observed specifically on the planned water supply system between Rusizi and Nkombo Island to be implemented in conjunction with LODA and RTDA. However, the role of the district was not clear and yet expected to achieve the target.

KAMONYI district profile

The performance of Kamonyi district on Imihigo has consistently declined for over the three years.

In the 2015-2016 Imihigo evaluation the district ranked 13th while in the Financial year 2016-2017, ranked 19th. For the 2017-2018 Imihigo evaluation, the district was ranked 26th with a score of 54.3% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Key Strengths and drivers

The following was identified as strengths / key drivers.

Collaboration: The district through awareness campaign and mobilization of the citizens through small groups of neighbours called Amasibo and other stakeholders have helped the districts to implement activities eg contribution to health Insurance funds.

Weaknesses and key Issues

The following was identified as weaknesses/ challenges

- Lack of integrity and over reporting of their achievement, for example the field spot check team failed to find tool kit that the district claimed to have supplied to youth but instead found old tools that were not being used,
- Roads reported to have been maintained but on visit it was realized that no maintenance had been done eg. Ruyenzi-Gihara-Nkoto Feeder road
Some joint imihigo werwe not completed as planned because partners did not honour their engagement. Eg. REG failed to deliver on the construction of electrical line to Mayange cell, WASAC on Ntwari water supply system, RAB and MINAGRI on supply of fertilizers and soybeans seeds and BDF on start-up capital for agribusiness projects.
- Some targets from the central government are set without taking into consideration a particular context and potentials of the district. Eg. Land consolidation, coffee plantation and relocation of household members from the scattered settlements and High risk zones.
- Delayed budget, shortage of cement and Ruliba bricks affected construction and infrastructure projects

RUHANGO district Imihigo profile

The performance of Ruhango district on Imihigo has consistently declined for over the three years and has never moved from the last ten bottom performers. In the 2015-2016 Imihigo evaluation the district ranked 23rd while in the Financial year 2016-2017, ranked 28th. For the 2017-2018 Imihigo evaluation, the district was ranked 29th with a score of 54.3% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths / key drivers.

- The district has improved collaboration with partners eg. JADF which has contributed in the Imihigo implementation of some targets

- The new team in leadership is working hard to instill teamwork spirit among staff and encouraging accountability from contractors

Weakness and key Issues

The following was identified as weaknesses/ issues

- The outgoing team (executive committee) lacked teamwork spirit which significantly affected the overall performance of the district
- Some contractors did not deliver their work as specified in the contract eg. Horizon in construction projects and reserve force in agro-forestry.

MUHANGA district Imihigo profile

The performance of Muhanga district on Imihigo has been relatively stable for over the three years. In the 2015-2016 Imihigo evaluation the district ranked 6th while in the Financial year 2016-2017, ranked 16th. For the 2017-2018 Imihigo evaluation, the district was ranked 16th with a score of 68.4% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths / key drivers.

- The district has set different committees to monitor the execution and progress of Imihigo. This has resulted in the increase of Imihigo ownership among staff, stakeholders and citizens.
- The district has support from RGB coaches based at the province Headquarters and this has contributed in strengthening internal capacity of the district in terms of evaluation.
- The progress in Imihigo is included on the agenda of joint operation committee (JOC). This provides an opportunity for discussing and addressing challenges encountered during the implementation by different stakeholders.

Weaknesses and key Issues

The following was identified as weaknesses/ key issues

- Poor planning & Underestimated costs of infrastructure projects leading to additional works and delays in the implementation of targets.
- Over estimating the progress made on the implementation of some projects. This is the case for the target on Yeza-Kigarama feeder road that was not completed as planned and yet was reported as complete during audit.
- Heavy rainfall affected the completion of projects especially in mountainous areas.
- The district has limited influence on the use of funds from external sources such as JADF members

NYARUGENGE district profile

The performance of Nyarugenge district on Imihigo has been fluctuating for over the three years. In the 2015-2016 Imihigo evaluation the district ranked 18th in the Financial year 2016-2017, ranked 5th. For the 2017-2018 Imihigo evaluation, the district was ranked 20th with a score of 65.1% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths / key drivers

The Executive committee supports technical team to operate efficiently e.g. the task force that brings together the leaders in JADF, council, security staff and opinion leaders together strengthens smooth working of the district. This assures the continuity even if the leadership changes.

- (iii) Joint collaboration: The planning process is inclusive as it takes into consideration specificity of the district such as; rural and urban aspects, small businesses, Investors who are called upon to ensure ownership of planning of Imihigo.

Weaknesses and key issues

The following was identified as weaknesses key issues

- Smooth implementation of Imihigo targets is hindered by the delays in accessing own revenue due to tax deadlines set in March instead of December of every year. Funds are available when it is too late to be used for achieving the set targets by 30th June.
- Heavy rainfall affected construction projects leading to unexpected costs e.g. the construction works of Nyarugenge sector office delayed due to flooding that required pumping water out of the site.

KICUKIRO District Profile

The performance of Nyarugenge district on Imihigo has improved for the current fiscal year. In the 2015-2016 Imihigo evaluation, the district ranked 20th in the Financial year 2016-2017, ranked 25th. For the 2017-2018 Imihigo evaluation, the district was ranked 5th with a score of 77.5% in the overall performance. The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation:

Strengths and key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 85.2%, while the level of quality of works had a score of 77.8 %. An indication of good progress:

- **Teamwork:** It was established during the evaluation that there was strong teamwork spirit among the district team and partners such as Joint Action

Development forum (JADF) and District Council (DC). On the basis of the explanations from the district staff, there is evidence of good collaboration during implementation of imihigo. For example, the filing system which can be accessed at any time by any user.

- **Clear monitoring mechanism** based on self-monitoring matrix of Imihigo to ease follow up on set targets on periodical basis with strict filing system for every staff and department.
- **Ability to mobilize** and negotiate external funds from partners. For example, the district mobilized **2billion Rwandan francs** which contributed to its budget.

Weakness / Challenges

The following was identified as weaknesses/ challenges

- Over scoring the level of achievement during evaluation for some targets, coupled with weak targets.eg. Nyakabanda and Kabeza cells administrative offices were reported complete by 100% however; during site visit they were incomplete.
- High Mobility of people from rural to urban population especially vulnerable people (maids, street kids and casual laborers) leave their homes in search for better living conditions and end up becoming a burden to the District.
- Lack of district focus on priorities and potentiality e.g. water supply in the district is still a problem, even some projects which started 2 years ago are not fully operational.eg. 82km of pipes rehabilitation, resizing and extension project was not completed.

GICUMBI District profile

The performance of Gicumbi district on Imihigo has consistently performed well for over three years. In the 2015-2016 Imihigo evaluation, the district ranked 2nd in the Financial year 2016-2017, ranked 10th. For the 2017-2018 Imihigo evaluation, the district was ranked 6th with a score of 76.3% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation:

Strengths /drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 85.4%, while the level of quality of works had a score of 70.8 %. An indication of good progress

- Good project management based on the introduction of a regular M&E system, respecting timeliness of different projects; teamwork and enforcing partnership and collaboration between all stakeholders in joint Imihigo especially reserve force.
- Well-coordinated technical team informed of imihigo targets and expected results with clear implementation schedules.
- The district initiated awareness campaigns regarding citizen participation in Imihigo. This was verified during field visits and focus group discussions with citizens by evaluators.

Weaknesses/key issues

The following was identified as weaknesses/ challenges

- Over scoring percentage of work done on targets (level of achievement) eg. District Headquarters' office. They were not able to explain how they scored themselves (60.8%) for their achievements.
- Lack of proper management mechanisms, and clear targets and outcomes. Most targets were mixed up e.g in the case of building district office blocks, renovations and construction of new buildings are both mixed with bills of quantities (BoQs).

NYAGATARE District profile

The performance of Nyagatare district on Imihigo has relatively lagged behind for two consecutive years and greatly improved for the current fiscal year 2017-2018.

In the 2015-2016 Imihigo evaluation, the district ranked 20th and in the Financial year 2016-2017 was ranked 25th. For the 2017-2018 Imihigo evaluation, the district was ranked 5th with a score of 70.9% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 82.8% While the level of quality of works had a score of 70%.

- During the discussions with the district executive committee which was barely weeks in office and the other district partners, it was observed that the new leadership was focused with clear priorities to forge the district forward especially with a supportive council and JADF.
- The district mobilized citizens to ensure effective participation and collaboration on the implementation of Imihigo targets. For example, EPIC Hotel and granite factory changing the landscape through revenues generation and employment opportunities.
- This was observed during focus group discussions in their settled communities
- There is a mechanism in place for counterchecking accountability among the implementers of Imihigo. This was observed during discussions with district officials and during focus group discussions with citizens in their settled communities

Weaknesses/Key issues

The following was identified as weaknesses/ challenges

- Poor management of district affairs by the previous executive committee affected the performance of many projects during Imihigo evaluation as observed i.e Gatunda modern Health center construction project.

- Delays in budget disbursement and the procurement process which take too long affected some infrastructural projects eg Road funded by World Bank and lack of diligence by contractors led to delays of other projects.
- Presenting undone projects in imihigo as fully completed at 100%. However, during site visits, evaluators observed that what was being reported was incorrect. For example, support for 14 model farmers target was found undone.

GATSIBO District profile

The performance of Gatsibo district on Imihigo has remained in a comfort zone for over three years. In the 2015-2016 Imihigo evaluation, the district ranked 11th and in the Financial year 2016-2017 was ranked 6th. For the 2017-2018 Imihigo evaluation, the district was ranked 8th with a score of 73.5% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and drivers

The following was identified as strengths /key issues

- The overall level of achievements on output targets was 84.8% while the level of quality of works had a score of 71.4%. An indication of a reasonable good progress.
- Existence of a clear tracking mechanism of district's productivity. For example, the district was able to quantify production in market value terms as key ingredient to motivate citizens and decisions by the district.
- Collaboration and partnership: It was observed during the evaluation that the members of the district executive committee expressed clear aspirations and ideals to transform the district.

Weaknesses/ challenges

The following was identified as weaknesses/ challenges

- Negative citizen's mind set hinders the achievement of some targets because a big number of citizens want to be under Government welfare support. Targets that are likely to be affected by this mindset include among others subscription to mutual Health insurance, settlements projects and access to fertilizers (Nkunganire), etc.
- Big chunk of land being used for cattle brands with no or low productivity, as compared to other forms of production in the district.
- Low level of completion of some projects. For example, the modern integrated community processing centre complex has not been completed. It is now over three years since the construction of the complex started and yet the district continues to boast about creation of employment opportunities.

KAYONZA District profile

The performance of Gatsibo district on Imihigo has lagged behind for the last two years but improved for this current fiscal year. In the 2015-2016 Imihigo evaluation, the district ranked 26th and in the Financial year 2016-2017 was ranked 23rd For the 2017-2018

Imihigo evaluation, the district was ranked 7th with a score of 74.9 % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and drivers

The following was identified as strengths /key issues

The overall level of achievements on output targets was 85% while the level of quality of works had a score of 73.5. %. This is an indication of a reasonable progress.

- Good allocation of resources. Different projects are equitably allocated in all sectors of the district. For example, Planning and implementation of Imihigo have been done according to the citizens 'needs. Evaluators evidenced this through the feedback on the field.
- Strong partnership, teamwork and collaboration among key stakeholders of the district have been built and these have increased the level of participation and ownership.
- Mechanism for monitoring Imihigo was strengthened through adding the Imihigo on the agenda of Joint Operation Center (IJOC) to ensure increased Imihigo performance and regular supervision.

Weaknesses/Key issues

The following was identified weaknesses or challenges

- Poor planning with regard to tender preparations and processes led to uncompleted projects such as.....
- District own revenue together with lack of proper channels to improve, and keep the town vibrant and productive are major
- Low level of district potentiality identification and exploitation, as opposed to actual works done, low staff ability and motivation.

NGOMA District profile

The performance of Ngoma district on Imihigo has lagged behind for over three years. In the 2015-2016 Imihigo evaluation, the district ranked 19th and in the Financial year 2016-2017 was ranked 20th. For the 2017-2018 Imihigo evaluation, the district was ranked 22nd with a score of 64.7% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strength /Key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 84.4% while the level of quality of works had a score of 71.2 %. An indication of a reasonable progress:

- Internal supervision, maintenance and protection of what have been achieved especially infrastructure was enhanced by the district and these contributes to the high level of project sustainability as it was observed by evaluators.
- Strong engagement of District stakeholders, good collaboration, ownership of imihigo and Stable and hardworking leadership at the district level have supported the District performance.

Weaknesses and key issues

The following was identified as weaknesses/challenges

- Delays of District project completion especially big District investment project which is still under construction: eg Ngoma District Hotel that has dragged on, with no clear completion time and when it should be operational.
- Lack of proper use of constructed projects as intended, some classrooms built to reduce on congestion were instead used as offices and stores,
- Lack of expertise and motivated staff. Most staff are not aware of imihigo targets and expected outcomes as they implement them, while others actually lack proper knowledge to justify achievements.

KIREHE District profile

The performance of Kirehe district on Imihigo has relatively performed well for the last three years. In the 2015-2016 Imihigo evaluation, the district ranked 16th and in the Financial year 2016-2017 was ranked 7th. For the 2017-2018 Imihigo evaluation, the district was ranked 13th with a score of 71.5% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 84.3% while the level of quality of works had a score of 72.5 %. This is an indication of a reasonable progress.

- Innovative, stable district leadership with a supportive team, use of Imihigo Monitoring Matrix and commissions to effectively monitor district Imihigo implementation are key drivers for District performance.
- Citizen participation and support from JADF in Imihigo implementation. For example, the district annually signs imihigo contracts with JADF members during open days. This clarifies the contribution of each district partner.
- Improved agricultural production and road network in the district. For example, farmers are able to deliver to markets beyond the district boundaries.

Weaknesses and key issues

The following was identified as weaknesses/ challenges

- Unclear targets leading to poor implementation or overestimation of achievements on some projects like settlement, employment and VUP projects,
- Lack of focus on potentials available within the district. E.g. the district central market was lying idle and poorly maintained, not operating daily and many selling points and MCC are dysfunctional,
- Gaps in employee capacity to explain imihigo targets and clear knowledge of intended outcomes.

RWAMAGANA District profile

The performance of Rwamagana district on Imihigo has significantly increased for the last three years. In the 2015-2016 Imihigo evaluation, the district ranked 17th and in the Financial year 2016-2017 was ranked 1st. For the 2017-2018 Imihigo evaluation, the district was ranked 1st with a score of 84.5% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and Key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 86.4% while the level of quality of works had a score of 75 %. This is an indication of a good progress.

- Strong engagement of partners in all Imihigo preparation and implementation process and good time management (starting projects implementation on time) constitute the key drivers of better performance.
- Stable, focused, motivated and committed district leadership, employees and citizens' involvement in Imihigo implementation with supportive advocacy of high focal persons of the District have significantly contributed to district performance.
- Strong monitoring and auto-evaluation between different units with all stakeholders has helped complete all targets on time.

Weaknesses and key issues

The following was identified as weaknesses/ challenges

Proximity to Kigali city creates high expectation of citizens and leaders from central level mismatching with resources available to answer those expectations. For example urbanization threats, coupled with lack of water, electricity and develop of slums;

- i) Mobility of people from Kigali who want to settle in Rwamagana and end up settling in unplanned areas, such as new mushrooming settlements in Muyumbu Sector.
- ii) Slow pace in putting into action the strategic plan that better position and urbanize the district for city spillovers.

BUGESERA District profile

The performance of Bugesera district on Imihigo has relatively improved for over three financial years .For example, in a Financial year 2015/2016, it was ranked 12th while in the

Financial year 2016/2017, it was ranked 22nd and 11th in the year 2017/2018 respectively with 72.1% in the overall performance. The overall level of achievements vis a vis the level of quality of the work done can be explained using strengths or key drivers as well as weaknesses or challenges as follows

Strengths and key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 87.3% while the level of quality of works had a score of 78.3 %.This is an indication of a very good progress.

- Partnership between district leadership and partners with more investors attracted, since the district has gazetted an area to industrial zone.
- By its location close to Kigali and Bugesera international airport, the district has doubled its own revenues, employment opportunities and commodity prices were increased.
- High ambitions and very big projects of water supply, electricity and road infrastructure shows how Bugesera is ready to attract more investors in all sectors of economy based on Bugesera potentialities. E.g. Bugesera international airport project Bugesera industrial zone and Ngoma-Bugesera-Nyanza asphalt road project.

Weaknesses and key issues

The following was identified as weaknesses/ challenges

- Low level of access to clean water and yet it has so many lakes eg. Rweru, Cyohoha etc. Over estimating the progress made on some projects as opposed to actual works done and what was observed by the evaluation team during field visits. This was the case for targets on agricultural productivity and citizen cases and injustices (e.g. achievements on Kanyonyomba water treatment project and asphalt road in Nyamata town were over scored).
- Lack of proper management mechanisms of outgoing district leader and low citizen engagement has affected the level of imihigo performance in Bugesera District.

GAKENKE District profile

The performance of Gakenke district on Imihigo has significantly remained in a safer zone for over three financial years .For example, in a Financial year 2015/2016, it was ranked 27th while in the Financial year 2016/2017, it was ranked 4th and 4th in the year 2017/2018 respectively with 80.4% in the overall performance. The overall level of achievements vis a vis the level of quality of the work done can be explained using strengths or key drivers as well as weaknesses or challenges as follows;

Strengths and key drivers

The following was identified as strengths/ key issues

The overall level of achievements on output targets was 86.9% while the level of quality of works had a score of 75%. An indication of a very good progress:

- District leadership and stakeholders are in good collaboration and there is citizen participation which guarantees ownership of imihigo .All these constitute key drivers that help the district to perform well.
- Terracing, soil protection and use of fertilizers has contributed to the increase of crop production especially coffee production was improved.
- Road network in the district facilitated the easy access to markets and other movements of people and goods across the District.

Weaknesses and key issues

The following was identified as weaknesses/ challenges

- Some parts of the district with steep slopes are more affected by erosion and landslide which reduces the level of sustainability of some projects especially roads.
- Big number of HHs in high-risk zone that need to be relocated, though it would require big budget and long-term implementation process.
- Limited number of District partners such as JADF and PSF members and most staff are not aware of imihigo targets and expected outcomes as they implement them. Other district workers actually lack proper understanding of the the relevancy of imihigo and as a consequence, they fail to justify their Imihigo achievements.

GASABO District Profile

The performance of Gasabo district on Imihigo has significantly remained in the top ten based performers for three years. In the 2015-2016 Imihigo evaluation, the district ranked 1st and in the Financial year 2016-2017 was ranked 9th. For the 2017-2018 Imihigo evaluation, the district was ranked 2nd with a score of 82.5% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths/ key issues

- **Strong collaboration among management team and staff:** the district has initiated practice of regular weekly meetings to assess the progress made on the implementation of different Imihigo targets as reported by staff. This allows the district management to be updated and take appropriate actions for a better delivery on Imihigo targets.
- **Good collaboration between stakeholders** (JDADF, Council and executive committee): The practice of regular meetings has been extended to stakeholders where Executive committee district council and JDADF member meet to discuss issues encountered during the implementation of Imihigo targets. As a result, Joint committees are put in place for a regular monitoring of Imihigo targets implementation and advise where necessary.
- Partnership with private sector has been reinforced through various projects that were included in Imihigo and responding to district development needs. (e.g PPP for affordable houses)

- Level of completion of Imihigo targets especially those classified as outputs is satisfactory. The overall score on output targets is high (86%) while the score on quality is at 73%.
- As part of supporting households settled in Gikomero IDP model village, a cooperative has been created to generate income for households. The cooperative is managing poultry with the guidance and technical support of the district officials. It is anticipated that each household joining the IDP will automatically be a member of the cooperative
- Monitoring is a concern for all Imihigo stakeholders: specialized Imihigo commissions have been established to follow up the implementation of Imihigo targets based on Imihigo pillars.

Weaknesses and key issues

The following was identified as strengths/ key issues

- The scarcity of cement, long rain season had a negative impact on the progress in construction of Model Village and other construction projects requiring use of cement
- In some joint Imihigo: it was observed that there was a low commitment of partners which resulted in low level of achievement and delays in operationalization of some achieved targets (e.g. Lack of enough material and staffs for Gatsata health center, which was completed but equipment's and staffs from ministry of health were delayed).
- Some targets which require participation of the community are very hard to achieve because people in urban areas are not always available in need time which brings less contribution and participation in most activities especially in planning.
- Over estimating achievement on Targets in Agriculture with limited explanations on how reported progress was attained. In addition, some staff were not able to establish linkage between indicators, baselines, targets and activities which in some cases what was reported does not reflect the link between the above mentioned elements.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

RULINDO District Profile

The performance of Rulindo district on Imihigo has registered unstable improvement but relatively very good for two financial years. In the 2015-2016 Imihigo evaluation, the district ranked 8th and in the Financial year 2016-2017 was ranked 29th. For the 2017-2018 Imihigo evaluation, the district was ranked 2nd with a score of 82.5% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths/ key issues

- **Strong and critical team:** In the last three years the performance of the district has been changing and was not good. The district management team has critically assessed the issues affecting the performance to come up with strategies to address them in order to improve the performance in implementing Imihigo targets, especially in planning.
- Completion level is satisfactory for the majority of the targets (both output and outcome targets) with an overall score of 84% for output targets and 73% for their quality.
- **Improved Integrity in reporting progress:** In general, the progress report reflected the reality on the ground and staff provided clear information on progress made.
- **Persistence in pursuing the implementation of challenging targets:** there were targets on which the district failed on in the previous Imihigo. The district did not drop them, instead continued to push and explore ways to succeed. Most of these targets required partnership with private companies (e.g. bamboo seedling green house, modern cold rooms mainly made of imported materials, PPP in horticulture mainly floriculture).

Challenges and Key Issues

The following was identified as weaknesses/ challenges

- Over estimating achievement on some targets in social pillar and in Agriculture with limited evidence supporting the reported progress.
- Some staff members were not able to establish linkage between indicators, baselines, targets and activities which in some cases what was reported does not reflect the link between the above mentioned elements.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.
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RUBAVU District profile

The performance of Rulindo district on Imihigo has registered unstable improvement but relatively very good for two financial years. In the 2015-2016 Imihigo evaluation, the district ranked 21st and in the Financial year 2016-2017 was ranked 30th. For the 2017-2018 Imihigo evaluation, the district was ranked 9th with a score of 72.8 % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths/ key issues

- The district did not perform well in the past years. The management team has drawn lessons from the previous experiences and committed to improve the performance by engaging stakeholders and community from the planning to the implementation of Imihigo targets
- Completion of targets was satisfactory especially for the IDP model which the completion included basic needs (water, electricity, health post, nursery and primary school and Girinka).
- Level of achievement for targets was satisfactory and the score on output targets was 76% but with a moderately low score on quality (68%).
- District was able to mobilize the community in remote area to deliver on Imihigo for which contractors were not willing or interested due to costs that would be incurred as extra. The district engaged the community to undertake this activity. All construction materials were carried by citizens on their heads due to lack of road network (E.g. Health post in Nyange cell).
- Establishment of monitoring teams (including executive committee, districts staffs, JADF and Districts Councils) with respect to Imihigo clusters to follow up the implementation of targets.

Challenges and key issues

The following was identified as strengths/ key issues

- Whereas long rain season resulted in disaster and flooding, it however increased tea production.
- No clear accompanying mechanisms to anticipate positive results from implementation of Imihigo targets. For example, RAB distributed a new variety of potato seeds which increased the production but there were no direct market for their produce as they had to sell through cooperatives that don't have the capacity to buy the produce in a very short period of time. This new variety has a weakness of rotting in less than three days.
- Over estimating achievement on Targets in Agriculture with limited explanations on how reported progress was attained. In addition, some staff were not able to establish linkage between targets, baselines, indicators and activities which in some cases they reported inaccurate achievements that have no relationship with the above mentioned elements.

Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

NYABIHU District profile

The district of Nyabihu has been struggling to improve their performance on Imihigo over the last three years. In the 2015-2016 Imihigo evaluation, the district ranked 23rd and in the Financial year 2016-2017 was ranked 24th. For the 2017-2018 Imihigo evaluation, the district was ranked 18th with a score of 66.8 % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths/ key issues

- The district did not perform well in the past years. The management team working hard to instill team work spirit both in planning process, monitoring and implementation of Imihigo.
- The district has put in place some mechanisms to revive collaboration and engage community, JDAF members and other stakeholders in Imihigo activities.

Challenges and Key issues

The following was identified as strengths/ key issues

- Over the last years the performance of the district was not satisfactory. Even for this year, the overall performance score on output targets is extremely low with 61% while the score for the quality is 53%)
- Low levels of integrity especially in reporting achievements was noticed and seem to be consistent for most of the targets. (E.g.: the feeder road Gatagara-Kigoma-Gasasa for which the reported progress was 16km but during filed visit it was found that only 6km were completed. This was also the case for the construction of the new bridge; the report was clear that it was fully constructed but the construction works did not start.).
- They even reported on achievements that were realized in previous Imihigo (e.g. rain water harvesting tanks), reporting achievements realized in the previous Imihigo
- Minimum efforts in monitoring targets leading to low level of achievement of targets. This was confirmed during field visit where the staff were avoiding to take evaluation team to selected area and in some cases they could not locate exactly the activity.
- Poor feasibility studies for some project. E.g. the study of carrot washing station was responding to the district needs, the washing station constructed has the capacity to handle only 20% of the needed capacity per day.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

MUSANZE District profile

The performance of Musanze district on Imihigo has not consistently performed well for over three financial years. In the 2015-2016 Imihigo evaluation, the district ranked 30th and in the Financial year 2016-2017 was ranked 2nd. For the 2017-2018 Imihigo evaluation, the district was ranked 15th with a score of 70.2% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Key strengths

The following was identified as strengths/ key issues

- Performance score on output targets in Musanze is satisfactory at (77%) and the quality score is 73%.
- Coordination and collaboration with district council, JADF and other partners in the process of planning, monitoring and implementation.
- District has put in place an auto evaluation system which helps to monitor the implementation of Imihigo. It also organizes coaching sessions to build the capacity of staff on imihigo process

Challenges and key issues

The following was identified as weaknesses or challenges

- Feasibility studies for roads which did not reflect realities on the ground delayed the intended achievement (e.g. The work to be done in the swamp area was not taken into consideration in the feasibility study. This resulted in wrong projection of progress to be made on this project and delayed the work of NPD-COTRACO LTD during the construction of road towards SOPYRWA LTD.
- The shortage of cement due to the extension of CIMERWA factory affected the progress of most of the construction projects under imihigo 2017-2018 (e.g. The construction of the 66 houses for families relocated from Ruhondo lake islands).
- Gakoro IDP model village in Gacaca sector was affected by the failure of Ruliba clays LTD to supply bricks to projects being undertaken by reserve force.
- Lack of integrity with regard to what is reported against what is implemented.
 - i) In some cases, staff failed to provide accurate information on the progress made. After verification on the field or calling beneficiaries it was found that the claimed progress is not real (e.g. one beneficiary said that he is not irrigating when he was reported among those who are practicing irrigation).
 - ii) Another case was observed during field visit where the evaluation team was taken in area that do not only have enough water for irrigation but also not suitable for irrigation.)
 - iii) Issue of integrity in reporting was also observed on the target related to the number of hectares covered by horticulture and especially fruits. During field visit the evaluation team was shown a seedling, which was not reflecting the reported performance.
 - iv) Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

BURERA District profile

The performance of Burera district on Imihigo has not performed well for over three financial years. In the 2015-2016 Imihigo evaluation, the district ranked 24th and in the Financial year 2016-2017 was ranked 8th. For the 2017-2018 Imihigo evaluation, the district was ranked 27th with a score of 57.2% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths/ key issues

The following was identified as strengths/ key issues

- The district involved different stakeholders (JDFAF members, community etc) in the planning of Imihigo and each stakeholder has responsibility to respond positively.
- The district has a quality assurance team in charge of following up of Imihigo implementation

Challenges and key Issues

The following was identified as weaknesses/ challenges

- Low level of achievement on some targets (e.g water, IDP model were extremely low below 50%), Water supply that was supposed to be constructed by WASAC to supply water to the community was deviated to supply Global Health equity (UGHE) So community ended up not being supplied water.
- IDP Model delayed due to lack of Ruliba but looked for alternative solution by getting ordinary bricks from Musanze though was not fully achieved
- Poor feasibility study for the hospital building: the extension of the hospital building was started but stopped due to the type of soil that could not withstand the weight of the building. The procurement process was repeated, the contract was readjusted and decisions were made to make the foundation stronger.
- The overall performance of the district on output targets is moderate with 73% while the quality is moderately low 63%.
- Inefficiency in the use of funds for building schools: planned fund was fully used but building was not completed, an additional budget was spent but still the school was not completed
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

NGORORERO District profile

The performance of Ngororero district on Imihigo has relatively performed well for over three financial years. In the 2015-2016 Imihigo evaluation, the district ranked 14th and in the Financial year 2016-2017 was ranked 17th. For the 2017-2018 Imihigo evaluation, the district was ranked 27th with a score of 71.9 % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths/ Keys issues

The following was identified as strengths/ key issues

- The district has been consistent with its level of performance. The performance score on the completion of output targets is high with 84%, However the score on quality is satisfactory with 68%.

- The district council has a mechanism in place to monitor on a regular basis the implementation of Imihigo
- In case a partner withdraws or fails to implement some of the joint targets, the district tries to find an alternative solution to accomplish the abandoned target. This is done through mobilization of other partners to support the district in completing the target.

Weaknesses/ Challenges

The following was identified as weaknesses/ challenges

- The performance on some targets was affected by a shortage of employees (e.g.; for mutual Health insurance: Shortage of staff led to delaying services to the citizens and sometimes discouraged citizens to join the scheme on due time.
- Some district partners failed to deliver on their targets (E.g.: WASAC was supposed to rehabilitate water supply system in Binana, Gashonyi and Matyazo sector but failed to do so and the districts decided to seek support from World Vision to complete the activity.
- Delay in disbursing funds from ministry to the district level for the execution of the activities that are in Imihigo (E.g. MINEDUC delayed in disbursing funds which affected the implementation of umuhigo of constructing classrooms).
- There is an issue of integrity on reporting on some targets. It was observed that there are targets that were implemented in 2017-2018 imihigo and yet they were evaluated in the previous Imihigo (e.g internet connection for Sovu sector).
- **Natural Disaster:** In general, due to heavy rains causing floods and landslides have impacted on the implementation of some targets mainly infrastructure. As consequence, landslides blocked the road to Matyazo sector and despite the efforts made by the district, the road remained unusable. To overcome this issue, the district in collaboration with the community tried to construct a temporary bridge to enable the transportation of construction materials to IDP model village in Matyazo sector but with no success.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

KARONGI District profile

The performance of Karongi district on Imihigo has not performed for the last three financial years. In the 2015-2016 Imihigo evaluation, the district ranked 25th and in the Financial year 2016-2017 was ranked 13th. For the 2017-2018 Imihigo evaluation, the district was ranked 21st with a score of 64.8% in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following was identified as strengths

- The performance score for the district on the outputs targets was moderate with 71%) and the score for quality is also moderate with a score of 63%.
- The district as a way of attracting investors has provided them with land for commercial buildings
- Despite low level of achievement on some targets, there was a satisfactory level of integrity in terms of reporting. In addition, it was observed that some private partners achieved their targets at very high levels (e.g. construction of guest houses and hotels)
- JADF members carries out an auto-evaluation for the targets that are under Imihigo and the district

Weaknesses and key issues

The following was identified as weaknesses/ challenges

- The district was highly affected by disaster (floods and landslides) which destroyed some of the infrastructures during the FY2017-2018. This affected the implementation of Imihigo targets.
- The district had a challenge of availing seeds to farmers on time due to partners (RAB and MINAGRI) who failed to fulfill their commitment. As consequence, the district did not achieve targets on yields as earlier planned.
- While some private partners have been able to overachieve their targets, some (government and private sector partners) failed to implement what was agreed upon with the district (e.g. Reserve Force on taxi park, PIAC on constructing a University, BDF and SACCOs delaying to deliver tool kits while others performed well (especially in hotels) leading to low level of completion of targets.
- The district also encountered the challenge of contractors who did not honor their contractual terms resulting in low performance on some targets. For example: the contractor who was selected to supply goats to the district failed. Only 43 goats were received by the district out of 416 expected.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

RUTSIRO District profile

The performance of Rutsiro District on Imihigo has improved over the last three years. In FY2015/2016, it was ranked 29th while in the Financial year 2016/2017, it was ranked 12th and 10th in this financial year 2017/2018 respectively with 72.1% % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following were identified as strengths or key drivers;

- Level of achievement is satisfactory with an overall performance score of 74% on output targets, but the score on the quality is relatively low with 62%.
- The district and stakeholders do have mechanisms to monitor jointly the implementation of Imihigo
- The district encourages collaboration between different stakeholders by encouraging Teamwork spirit among JADF members and district staff.

Challenges and key issues

The following were identified as weaknesses or challenges

- Some Imihigo projects were never implemented. For example, REMA was the district partner on building the heritage village in Ruhango Sector.
- In addition, the construction of the tarmac road to Murunda Hospital was never done. This has impacted on the overall performance of the district as it scored zero on those targets.
- Investors who committed themselves to build two petrol stations did not complete their projects due to financial issues. For example, Mukurwa (investor) was not able to complete the task because the entrepreneur did not secure enough money.
- There was a discrepancy between what was reported and seen on the field. For example, construction of Houses for the Genocide survivors which were declared completed and yet some components were still missing.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.

NYAMASHEKE District profile

The performance of Nyamasheke District on Imihigo has relatively declined in terms of improvement for over the last three years. In FY2015/2016, it was ranked 9th while in the Financial year 2016/2017, it was ranked 11th and 17th in this financial year 2017/2018 respectively with 67.1% % in the overall performance.

The overall level of achievements for the 2017-2018 Imihigo can be explained by analyzing key drivers or strengths and weaknesses/issues observed during the evaluation

Strengths and key drivers

The following were identified as strengths /key drivers

- The Level of achievement is satisfactory with an overall score of 83% on outputs targets; however, the quality was moderate with a score of 70%.
- There is collaboration between district leadership and its partners who contribute to the implementation of some Imihigo targets
- The district provides a token of appreciation (trophies) to sectors which have achieved high rate of adherence to mutual Health insurance, promotion of Hygiene and high participation in the Umuganda

Weaknesses and key Challenges

The following were identified as weaknesses and challenges

- Partners on joint Imihigo did not play their role as per Imihigo 2017-2018 and this affected the implementation of other targets. For example,
 - (i) The district did not achieve the target of connecting sectors to the internet connection because of UDCL did not do the electrification as agreed. eg. Mahembe sector,
 - (ii) Banda- Winka Feeder road was never done due to the fact that RTDA did not disburse funds for this activity
 - (iii) Tools for insemination were not supplied by RAB as planned, resulting in not achieving the target on cow's insemination.
- Low levels of Integrity in reporting progress on achieved activities. There are contradictions in what is written in the reports and what was reported during discussions with district officials. For example, the issue of insemination tools which were declared by officials to affect the achievement but the reports indicates an achievement of 100%.
- Provided supporting documents lack a deep analysis of the achievements made so far to inform decisions of the district authorities. This results in staff report challenges that are not mentioned by district officials.



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