



The Republic of Rwanda



Imihigo

2017/2018

Evaluation Executive Report

National Institute of Statistics of Rwanda



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Executive Summary

Since 2006 Imihigo has been a tool for accelerating the development outcomes that have been envisaged in both the long and medium-term development ambitions. Imihigo have been a reliable tool for recalibrating performance at the central and district levels.

Every year since 2006, Imihigo have always been evaluated. However, evaluation modalities have evolved over time to reflect the development context and continuous improvements to link them with impact on living standards of the population.

Imihigo evaluation of 2017-2018 and going forward, will be done by the National Institute of Statistics of Rwanda (NISR). It is envisioned that the involvement of NISR will add value in terms of independence, objectivity and evidence based evaluation.

Methodology:

This year a new methodology has been developed with major conceptual addition in evaluation under the leadership of the Right Honourable Prime Minister and agreed upon with all stakeholders concerned. Three major changes have been made. 1) Imihigo will focus on key national programs and projects that are transformative and SMART (Specific, Measurable, Achievable, Relevant and timely). However, other routine projects and programs will also be considered and evaluated under actions plans. In that regard, all development programs and projects will be evaluated. 2) In implementation, focus will be on timely completion of projects and, 3) Evaluation will focus on timely development impact on the population.

Special interest is on projects that are not completed on time and therefore delay intended development impact. In this case Imihigo were classified in such a way that:

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- *Output Imihigo*: those that cannot be put to use unless they have been completed for example a class room, a hospital, a market and so on would be evaluated at 100% if completed and 0% if not completed on time.

Outcome Imihigo: those that can be put to use progressively as they get implemented for example terracing, access to electricity, access to health insurance and so on would be evaluated based on the progressive level of results achievement.

Results

From the evaluation there are both quantitative findings for entities and observations that are crosscutting.

Joint Imihigo

Energy was the highest performer by sector with 89.9% and urbanisation and settlement the least performer with 43.2%. The good performance in the energy sector is explained by the fact that most Imihigo were based on on-grid and off-grid connections. Most of these targets were achieved.

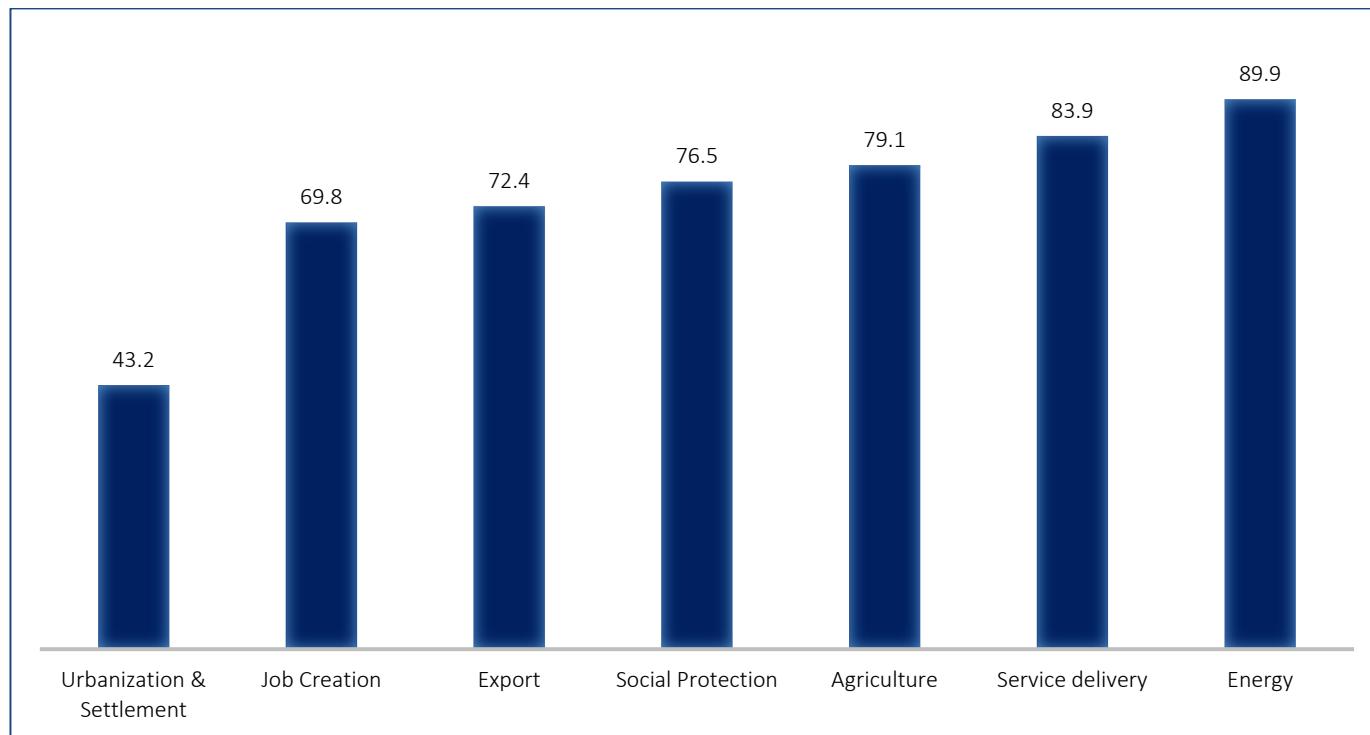
On the other had the low performance in urbanisation reflects the complexity of Imihigo in the sector such as road networks, secondary city master plans, affordable housing among others and the fact that the sector has not yet built momentum in delivering expectations.

In-between high and low performance, we observe two outstanding findings: 1) Delays in Imihigo implementation in complex projects like in agriculture, job creation and others leading to low scores

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and high completion of soft Imihigo especially in the service sector like committing on conducting meetings that can be easily achieved hence high scores.

Figure 1: Performance in Joint Imihigo (%)

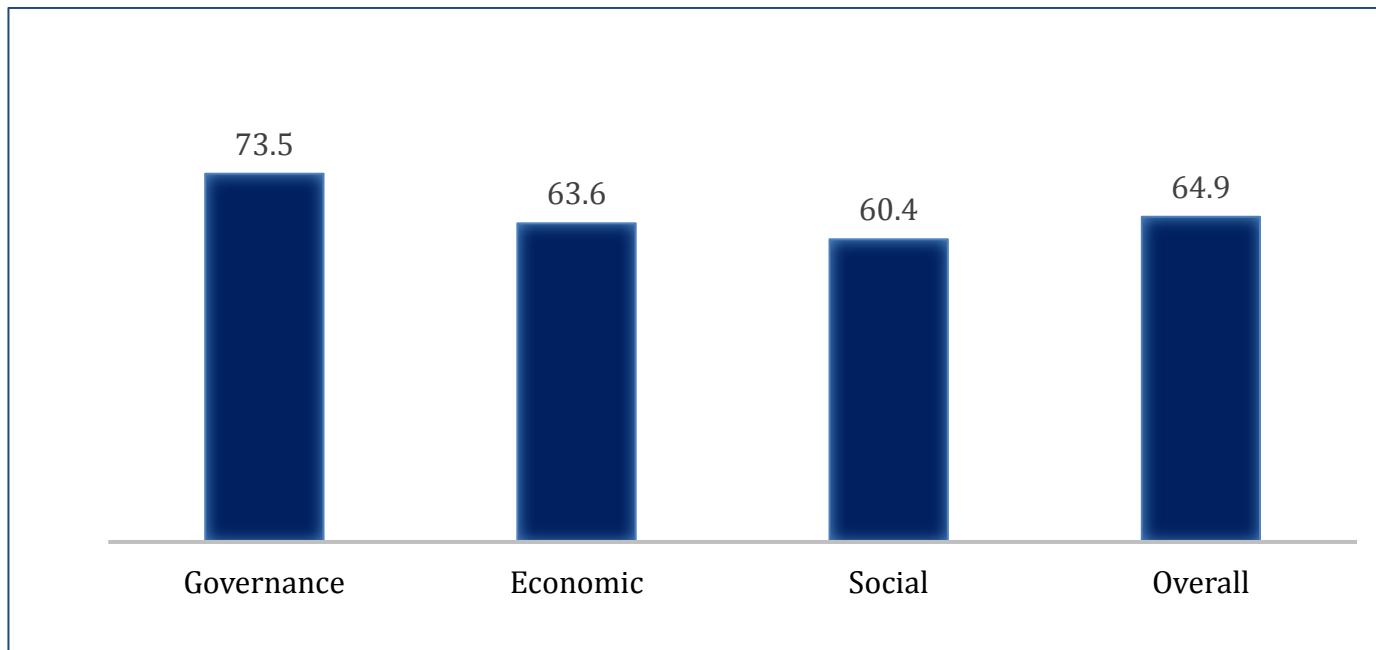


Source: 2017-2018 Imihigo Evaluation findings

Imihigo by cluster

There are substantial interconnections between performance of ministries by cluster and joint Imihigo performance. Economic and social cluster ministries face similar challenges of complex projects like those we see in urbanization, agriculture, social protection and so on. On the other hand, the governance cluster is more aligned to service delivery and high performance in both is observed.

Figure 2: Imihigo Performance in Ministries' Clusters (%)



Source: 2017-2018 Imihigo Evaluation findings

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Districts

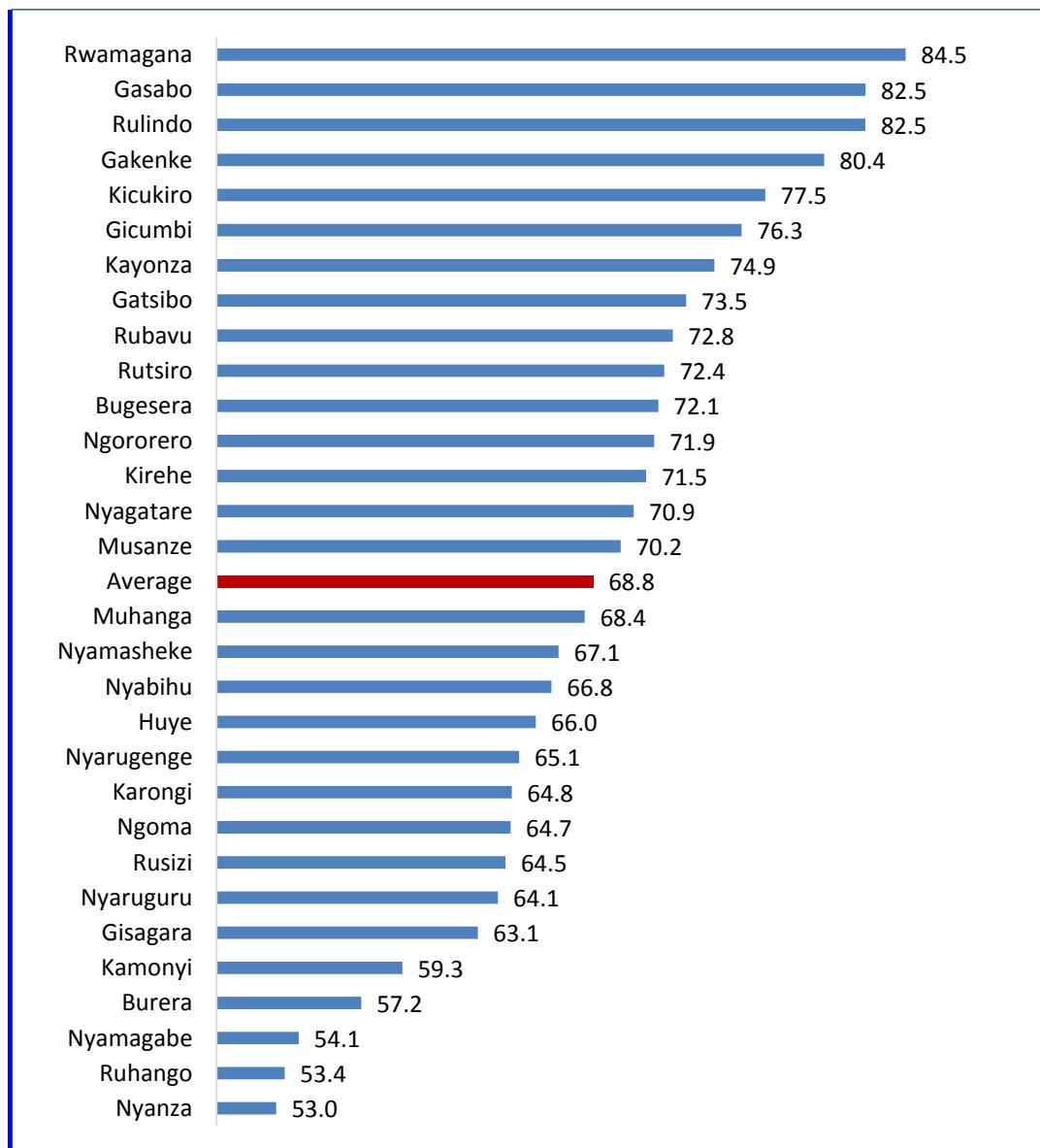
There is variation between districts performance with the highest Rwamagana scoring 84.5% and the lowest Nyanza scoring 53%. Development challenges at district level are mostly homogeneous however, some districts exhibit good capacity to implement better.

High performing districts exhibit good project planning capability and leadership that is able to nature a sense of common purpose around Imihigo across the institution and partners. On the other hand, a key feature of low performing districts is poor design of projects. This affects both completion and quality. Districts in the middle display a mixture of positive and negative patterns similar to those found amongst top and bottom performers.

The City of Kigali scored 55.5%, some projects that had been included in Imihigo were not completed, for example projects related to urbanization and roads. Kigali City is also a partner in several joint Imihigo which were not achieved such as construction of Kigali Innovation Village in the special economic zone, affordable housing, and road construction, among others. These challenges affected the overall performance of the City.

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Figure 3: Overall performance of the Districts (2017-2018)



Source: 2017-2018 Imihigo Evaluation findings

Observations and Recommendations

Observations

Key Performance Strength and Challenges

Overall, there is improvement in planning and implementation of Imihigo. However, close analysis indicate major issues that determine either success or failure in delivering Imihigo commitments.

A major success factor is clarity of set Imihigo vis-a-vis development objectives. Clarity requires effective joint planning and consultations that in effect builds knowledge, depth in understanding and collective ownership. Where this has happened, we have noticed focus in implementation and successful projects.

Major challenges include poorly designed projects and lack of prioritisation and focus. Integrity is also an issue where some institutions do not do what needs to be done and expect to falsely claim that it was done.

Recommendations

- Prioritize Imihigo that transform the lives of Rwandans and capture the rest of activities in the annual action plans;
- Improve planning and coordination mechanisms for joint Imihigo with clear division of roles and responsibilities and hold respective parties more accountable;

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- Strengthen the technical capacity of districts and ministries, especially in undertaking good feasibility studies and in contract management. Clear and precise guidelines would be very useful.
- In the event of transition of leadership at the district level, the new leadership should assume responsibility and take ownership for the Imihigo that came into existence during the tenure of the outgoing leadership.
- Strengthen integrity in work practices and reporting achievements or challenges that affect performance.
- In the governance sector planning should shift from processes (meetings, sensitization and so on) to outcomes (achievements from those processes). Efforts should be made to draw from the governance sector plans and strategies. They have tangible outcomes that are expected.

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Chapter 1: Introduction

Rwanda is at a crucial point in its development process. Vision 2020, which has driven tremendous socioeconomic progress for close to two decades, is approaching its end in 2020 having delivered millions out of poverty. Economic growth has also been good averaging about 7.8% between 2000 and 2017.

Rwanda's ambitions are high going forward. Vision 2050 sets the country's ambition over the long term towards a high standard of living for Rwandans similar to that of high-income countries. To achieve this level of ambition, a medium term strategy NST-1 (National Strategy for Transformation 1) aligned to the Seven Year Government Program 2017 – 2024 has been developed and is already being implemented.

In 2006, the Imihigo concept was initiated. Through Imihigo (a Rwandan home - grown initiative) public servants at all levels make commitments to implement development programs. The commitments are signed between His Excellency the President of the Republic of Rwanda and Senior Government officials at national level.

Imihigo, the plural term for Umuhigo, is a vow to deliver that is derived from the idea of *Guhiganwa* that loosely translates into positive competition. The Imihigo performance contracts and their evaluation process is part of this positive competition. It is envisioned that involvement of NISR will add value in terms of independence, objectivity and the evidence basis of the evaluation.

Starting with 2017-2018 Imihigo, a new methodology has been developed under the leadership of the Right Honourable Prime Minister and agreed upon with all stakeholders concerned. Three major changes have been made. 1) Imihigo will focus on key national programs and projects that are

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transformative. However, other routine projects and programs will also be considered and evaluated under actions plans. In that regard, all development programs and projects will be evaluated. 2) In implementation, focus will be on timely completion of projects and, 3) Evaluation will focus on timely development impact on the population.

Chapter 2: Methodology

From the beginning, Imihigo evaluation has been part of the Imihigo process. However, evaluation modalities have evolved over time to reflect Rwanda's development phase and context. Starting with self-evaluation at district level, an inter-sectoral committee including government institutions, the private sector and civil society was established in 2009 to evaluate the Imihigo. In 2013/14 an independent think tank IPAR (Institute of Policy Analysis and Research) was contracted to do the evaluation and from 2017-2018 Imihigo going forward, evaluation will be done by the National Institute of Statistics of Rwanda (NISR).

From time to time, the methodology of Imihigo evaluation undergoes some adjustment in line with efforts geared towards deepening the link between the Imihigo and transforming lives of Rwandans. In previous years, the revisions in methodology introduced different weights that were assigned to items in economic development, social development and accountable governance. They also included citizen participation and satisfaction scores. This time, there are major conceptual additions in planning, implementation and evaluation.

In planning, Imihigo will 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. Implementation will focus on both quality and timeliness. Finally, evaluation will ensure that evidence is the basis for determining timely development impact.

Methodology adjustments included:

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- *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 Table 1 below.

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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

The figures below depict the scoring approaches for both the ministries and districts:

Figure 4: Ministries scoring approach

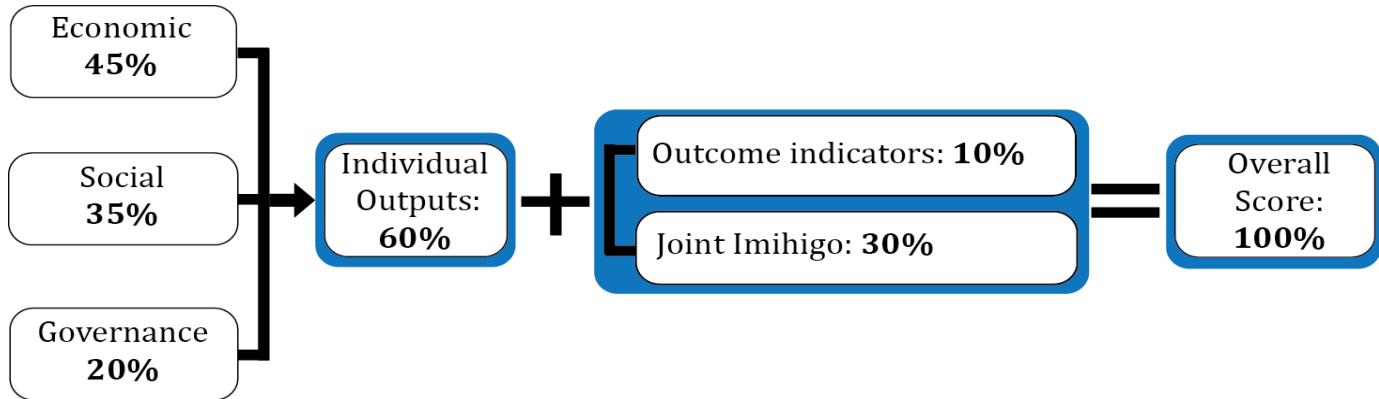
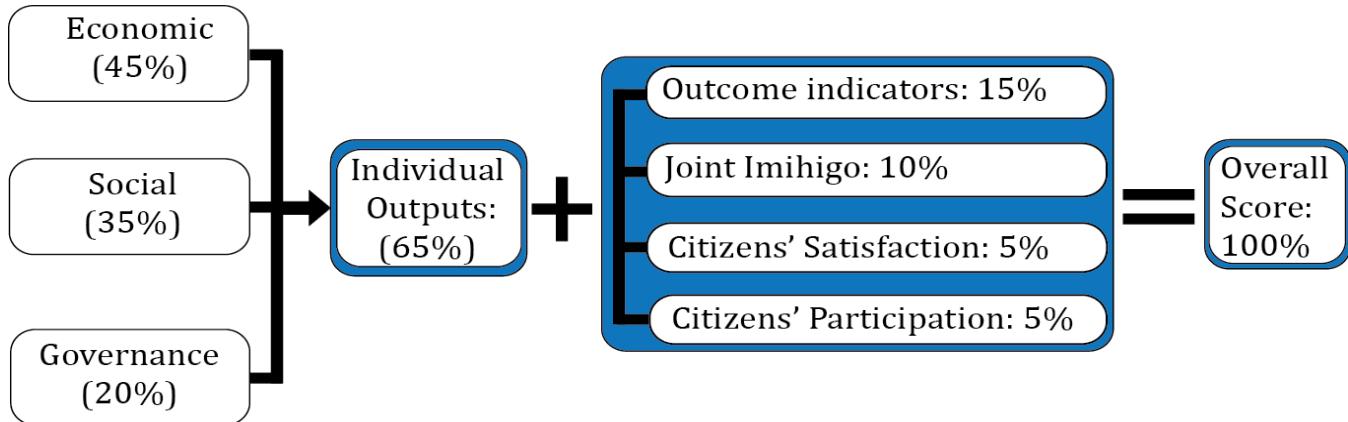


Figure 5: District scoring approach



Chapter 3: Evaluation Findings

This chapter summarizes the findings from the 2017-2018 Imihigo evaluation. The first section presents the results from the joint Imihigo. The second section focusses on the evaluation performance for the Central Government (18 ministries and 3 Boards). The remaining sections present the results and analysis for the performance in the City of Kigali and the 30 districts, respectively.

3.1. Performance in Joint Imihigo

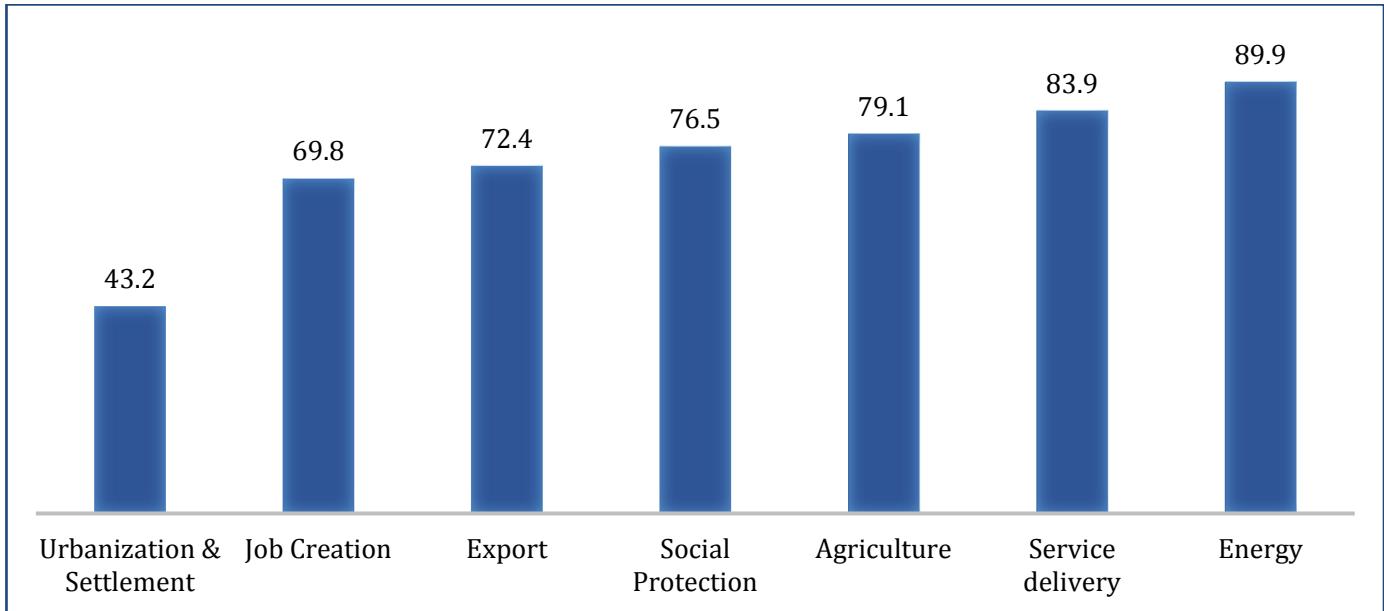
Joint Imihigo are implemented in partnership between Ministries and Districts to deliver certain projects. In some instances this partnership may involve the private sector. These projects that are shared for implementation are mainly in the following seven areas: agriculture, urbanization and settlement,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

The average performance of the joint Imihigo for the fiscal year 2017-2018 is 73.5%.

As figure 6 shows, Energy was the highest performer by sector with 89.9% and urbanisation and settlement the least performer with 43.2%. The good performance in the energy sector is explained by the fact that most Imihigo were based on on-grid and off-grid connections, and awareness campaigns. However targets related to increased electricity generation were not achieved.

On the other had the low performance in urbanisation reflects the complexity of Imihigo in the sector such as road networks, secondary city master plans, affordable housing among others and the fact that the sector has not yet built momentum in delivering expectations.

Figure 6: Performance in Joint Imihigo (%)



Source: 2017-2018 Imihigo Evaluation findings

Service delivery sector Imihigo are mainly processes (meetings, sensitization campaigns, etc.), which are easier to accomplish, rather than outcomes (what should be achieved), which explains the high performance.

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

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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.

3.2. Imihigo Evaluation in 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 as well as four (4) ministries and one (1) board in the government and justice cluster.

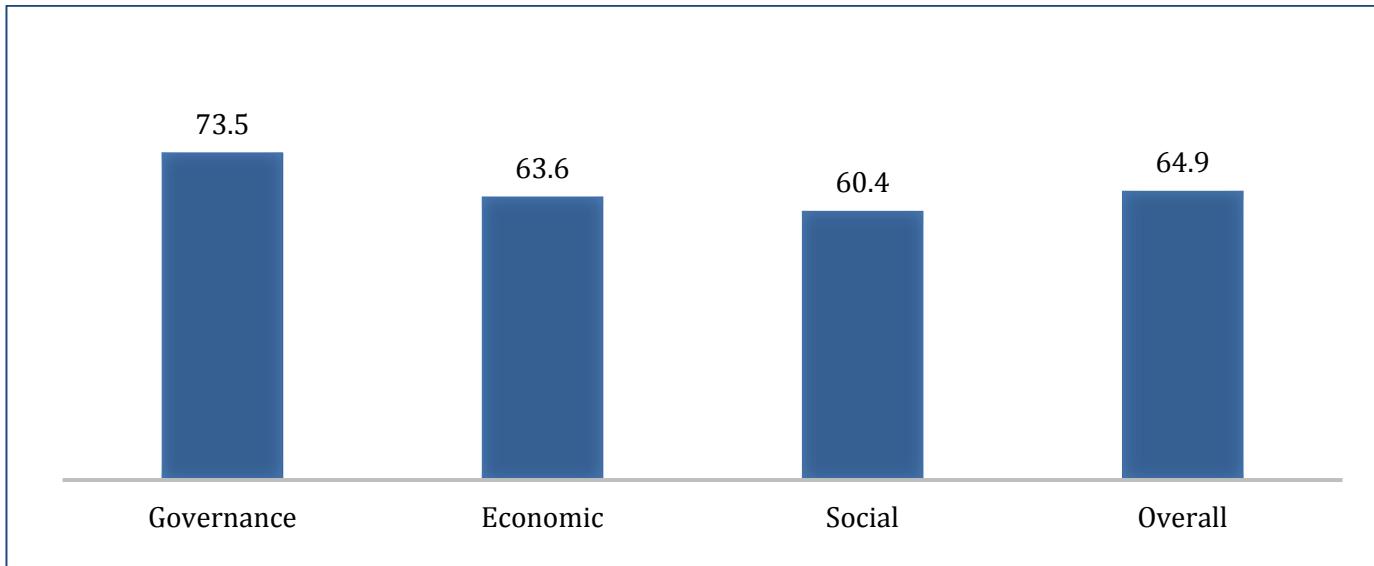
Table 2: Ministries and their clusters

	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 (MINADEF)
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				

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As the figure 7 below shows, the findings from this year's evaluation at the central government level estimate the overall performance at 64.9 per cent. The best performing cluster is the Governance with 73.5 percent. Economic and social clusters scored 63.6 percent and 60.4 percent, respectively.

Figure 7: Imihigo Performance in Ministries' Clusters (%)



Source: 2017-2018 Imihigo Evaluation findings

As noted above, 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.

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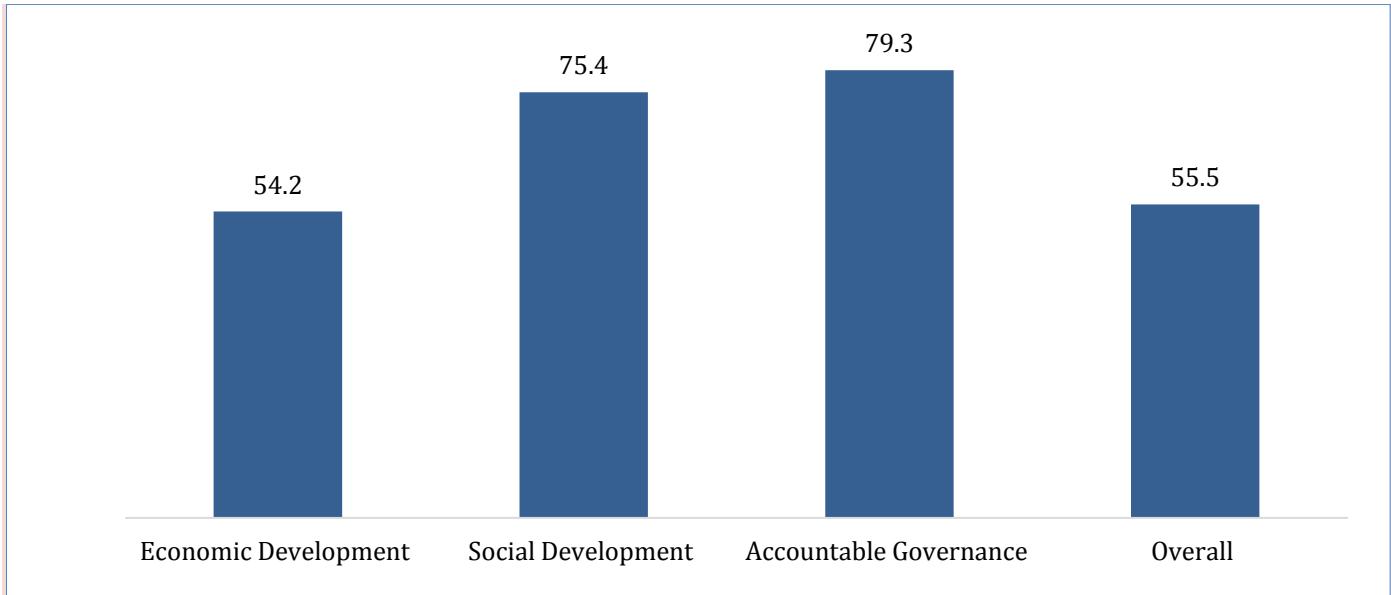
In the economic sector many projects that had been included in Imihigo were not completed, such as projects related to urbanization, attracting investors, the construction of Kigali Innovation City in the special economic zone, affordable housing, and road construction, among others.

In the social sector there were challenges of implementation of social infrastructure 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 (education), etc.

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

The City of Kigali was evaluated along the pillars of economic development, social development, and accountable governance. As shown on the graph below, the overall score for the City of Kigali is around at 55.5%. The evaluation findings also show that accountable governance as the pillar where the City of Kigali performed best with a score of almost 80%. 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 (%)



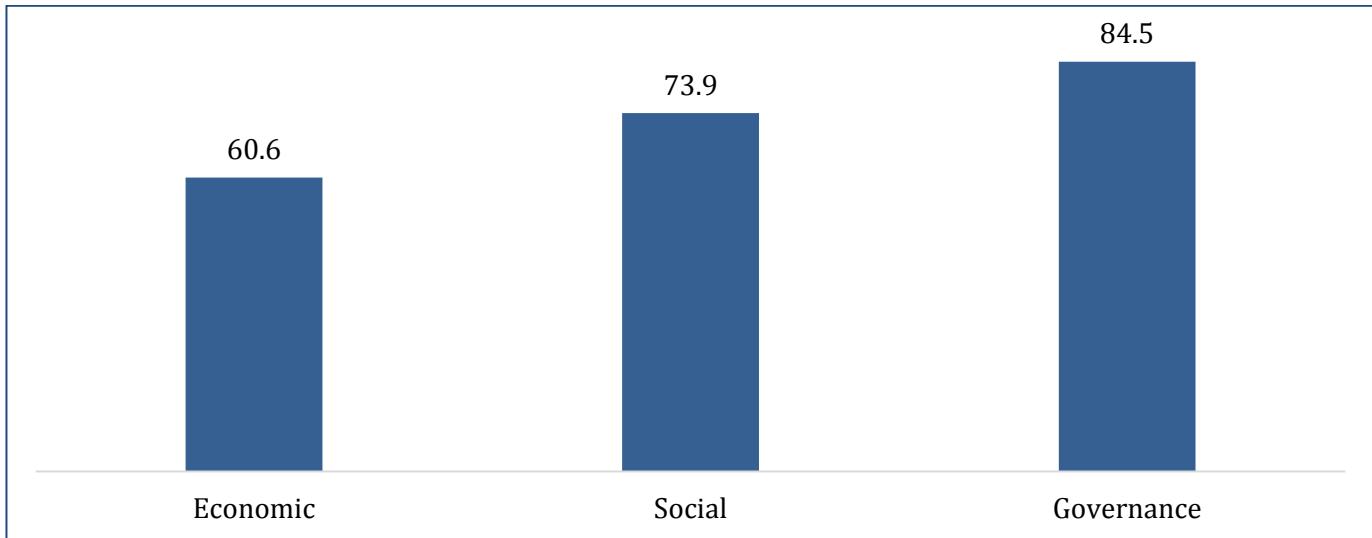
Source: 2017-2018 Imihigo Evaluation findings

Performance in the City of Kigali was affected by delays in completion of infrastructure projects, mainly road constructions. Also, the City of Kigali is involved in many joint Imihigo which were not achieved such as construction of Kigali Innovation Village in the special economic zone, affordable housing, and road construction, among others. This affected the overall performance of the City.

3.4. Imihigo Evaluation at the District level

Based on un-weighted scores across pillars, the overall performance of districts is 73 per cent, with accountable governance being the best performing pillar.

Figure 9: Average Performance of districts (%)

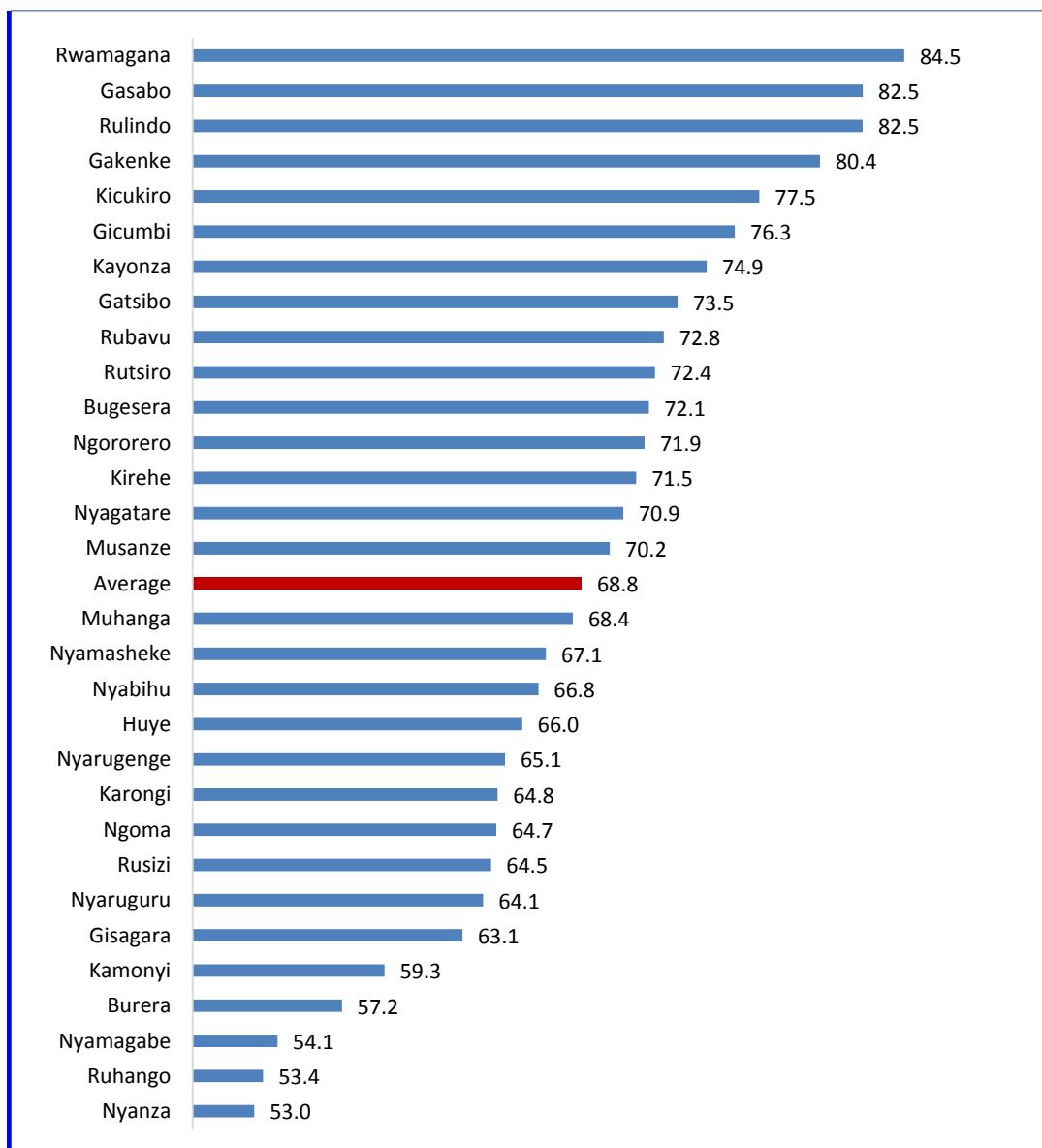


Source: 2017-2018 Imihigo Evaluation findings

As observed at the Ministry level and in joint Imihigo, the governance pillar has consistently outperformed the economic and social pillars.

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Figure 10: Overall performance of the Districts (2017-2018)



Source: 2017-2018 Imihigo Evaluation findings

3.5. 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.

3.5.1. 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 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.

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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.

Rwamagana, Gasabo, and Rulindo have been exemplary in this respect. 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.

3.5.2. 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.

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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 centre 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 as and even the small amount of vegetables that were cleaned could not be stored, which lead to unnecessary losses.

3.5.3. 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.

Conclusion and Recommendations

The analytical framework of performance groups utilized in this assessment and their shared features 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 the 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.

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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 the annual action plans;
- Improve planning and coordination mechanisms for joint Imihigo with clear division of roles and responsibilities and hold respective parties more accountable;
- Strengthen the technical capacity of districts and ministries, especially on undertaking good feasibility studies and in contract management. Clear and precise guidelines would be very useful.
- In the event of transition of leadership at the district level, the new leadership should assume responsibility and take ownership for the Imihigo that came into existence during the tenure of the outgoing leadership.

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- In the governance sector planning should shift from processes (meetings, sensitization and so on) to outcomes (achievements from those processes). Efforts should be made to draw from the governance sector plans and strategies. They have tangible outcomes that are expected.

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