

REPORT ON DISTRICTS IMIHIGO EVALUATION 2009/2010

July, 7th 2010

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1. List of evaluators
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1. INTRODUCTION

1.1 A brief background

The strategy of performance contracts (Imihigo) was introduced by the GoR in 2006 as one of the key tools for reinforcing the local government capacity to improve planning, efficiency and effectiveness of essential public service delivery and to empower the people to actively participate in the political, social and economic transformation of Rwanda. The approach has been used by local government authorities for setting local priorities, annual targets, and defining activities to achieve them.

Since 2006 when the District leadership started signing Imihigo with H.E the President of the Republic, evaluation focused on 10 best Districts; 2 from each Province and Kigali City. However, concerns relating to evaluating two Districts in each province and Kigali City were raised and it was on that basis that in 2009 it was proposed that the evaluation exercise be extended to all 30 Districts for purposes of identifying the best performing districts and their potentials , which is essential in improving performance in the design and implementation of Imihigo. It is on this basis that a nation-wide District evaluation exercise was done composed of experts from Government, Private sector and Civil society institutions was launched from May 11 to June 17, 2010.

The just concluded evaluation exercise was significant in the sense that it assessed the degree to which District priorities and targets have been realized. The exercise acknowledged key achievements, and challenges in the areas of planning, implementation, reporting and communication that are a hindrance to attaining development goals. Useful advice and remarks to address the challenges were made at the end of every District evaluation session.

1.2 Focus of evaluation exercise and composition of teams

The evaluation team was divided into 2 groups. At commencement of the evaluation exercise, the two teams worked together in Gasabo District in order to ensure that all members mastered the evaluation requirements. After then, teams dispatched with one team evaluating Kicukiro District, Southern and Northern Province while the other team evaluating Nyarugenge District, Western and Eastern Provinces.

In ensuring a credible and effective evaluation exercise, the evaluation team was composed of experts from the Office of the President, Office of the Prime Minister, MINALOC, MINECOFIN, NDIS, RGAC, RALGA, Private Sector Federation, and Civil Society.

2. METHODOLOGY

In an attempt to render the results of the evaluation acceptable, an objective approach, which included tools that follow, was adopted.

2.1 Design of evaluation template

Based on the format of Imihigo, an evaluation template was designed and used in all Districts. It was on the basis of the template that scores were assigned to Districts' targets.

2.2 Instruments of evaluation

Two days were spent in evaluating each District. The first day was committed to office evaluation and the second day was committed to the field visit.

Imihigo documents

This is the key document upon which evaluation was based. It contained commitments (economic development, social welfare and good governance).

Cross cutting issues programs

Based on the importance in transforming Rwandans life, key crosscutting programs were selected as a part of the evaluation materials. These were evaluated whether or not Districts had committed to implement them. The issues included those in economic and social development, and good governance.

In the area of economic development, the following were evaluated:

- Establishment and functioning of SACCO Umurenge;
- Performance of VUP;
- Rural settlement (imidugudu) – sites identification and plots allocation.

In the area of social development, the following were evaluated:

- 9 year basic education (9YBE);
- Housing construction for vulnerable persons (amacumbi y'abatishoboye);
- Citizens' participation in Health insurance scheme (Mutelle de Santé).

While in the area of governance (including justice), the following were evaluated:

- Cases registered and resolved by community assembly courts (Inteko y'abaturatione);
- Functioning of Joint Action Development Forum (JADF); and
- Financial Management.

2.3 Office/documentary evaluation

Evaluators cross checked whether the targets for corresponding activities were realized or not. District officials were allowed time to explain some issues whenever it was found necessary. This was especially when targets set were partially or not realized.

2.4 Field visits of selected key activities

After office or documentary evaluation, evaluators carefully selected key activities with an impact on the wellbeing of the population that were to be verified and assessed on ground. Among others, these were VUP (especially public works activities), 9YBE,, Land use consolidation, infrastructure (markets constructed, roads, health centers), environment (terracing, trees planted) and housing for vulnerable persons. The purpose of the field visits was to verify reality on the ground against office evidence. After office and field evaluation, evaluators gave their appreciations and remarks emphasizing areas of strengths and weaknesses that need to be addressed.

2.5 Scoring and harmonization of scores

After every field visit of a district, each evaluator did personal rating. This was followed by harmonization of scores by all evaluators. The purpose of harmonization was to avoid discrepancies in scores which could take various explanations including bias for or against. Harmonization also worked a corrective measure for an evaluator who had not accurately captured comments from District documents and presentations.

3. KEY ACHIEVEMENTS REALIZED BY DISTRICTS

- **SACCOs**; Good progress has been made in mobilizing citizens to join SACCOs and reasonable funds had been mobilized. Although most of them have obtained provisional licenses from BNR to operate as savings and credit cooperatives, they still need to mobilize more member subscriptions in order to realize the minimum amount

- required to obtain full licenses. Most of all SACCOS UMURENGE need adequate offices.
- **9YBE**; all Districts evaluated have made substantive progress in classroom construction. The exercise is yet to be completed given that almost all pit latrines are still under construction with some at foundational level.
 - **VUP**; the three programs implemented under VUP have substantially improved the welfare of citizens as well as facilitating the implementation of government policies such as SACCO, Terracing, road construction, etc
 - **Land use consolidation**; through use of programs such as public works, TIG and one village one product program, selected crops such as wheat, irish potatoes, coffee, tea, beans, etc have been cultivated extensively.
 - **Infrastructural activities (such as roads and health centres)**; most rural and town roads are in good shape. Of these, some are newly constructed while the others rehabilitated. Good health statistics such as those of maternal and child mortality, accessibility of maternal and child care, and accessibility to health insurance (Mutuelle de Santé) reveal improved levels of health care for the population.
 - Small scale factories; there was evidence in most Districts of initiating small scale factories most especially those involved in agro-based products.

4. DISTRICTS PERFORMANCE AND RANKING

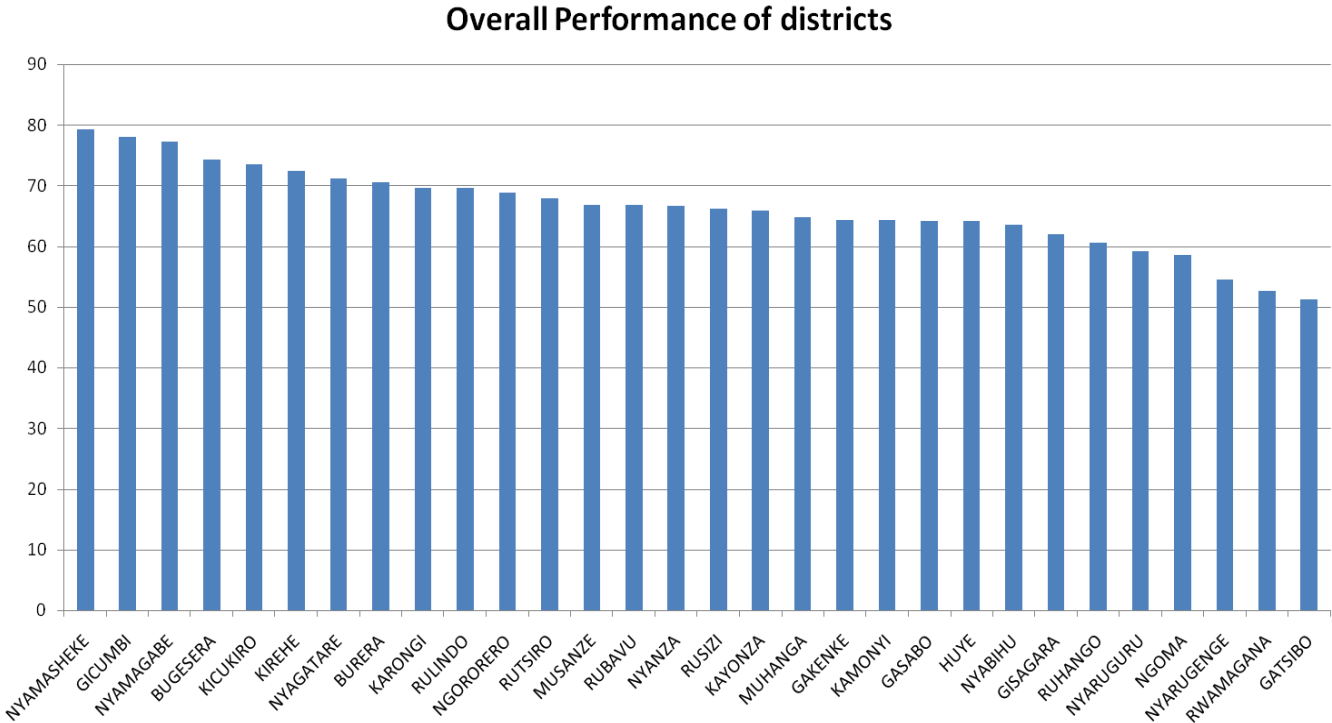
4.1 Overall Districts performance

According to this table, the best District performer is Nyamasheke with 79.3 % and the last one is Gatsibo that obtained 51.2 % . The overall performance is **67.2 %**.

Tab 1 : Table of Overall performance of Districts

| No | District | Total Number of activities (All pillars) | Overall Performance of districts (%) |
|----------------------|------------|--|--------------------------------------|
| 1 | NYAMASHEKE | 106 | 79.3 |
| 2 | GICUMBI | 108 | 78.0 |
| 3 | NYAMAGABE | 77 | 77.3 |
| 4 | BUGESERA | 42 | 74.3 |
| 5 | KICUKIRO | 143 | 73.5 |
| 6 | KIREHE | 81 | 72.4 |
| 7 | NYAGATARE | 89 | 71.2 |
| 8 | BURERA | 123 | 70.5 |
| 9 | KARONGI | 97 | 69.7 |
| 10 | RULINDO | 100 | 69.5 |
| 11 | NGORORERO | 84 | 68.8 |
| 12 | RUTSIRO | 119 | 67.8 |
| 13 | MUSANZE | 137 | 66.9 |
| 14 | RUBAVU | 132 | 66.8 |
| 15 | NYANZA | 98 | 66.6 |
| 16 | RUSIZI | 100 | 66.2 |
| 17 | KAYONZA | 76 | 65.8 |
| 18 | MUHANGA | 60 | 64.8 |
| 19 | GAKENKE | 130 | 64.4 |
| 20 | KAMONYI | 120 | 64.3 |
| 21 | GASABO | 93 | 64.2 |
| 22 | HUYE | 92 | 64.2 |
| 23 | NYABIHU | 139 | 63.6 |
| 24 | GISAGARA | 170 | 62.0 |
| 25 | RUHANGO | 130 | 60.5 |
| 26 | NYARUGURU | 139 | 59.2 |
| 27 | NGOMA | 119 | 58.5 |
| 28 | NYARUGENGE | 77 | 54.5 |
| 29 | RWAMAGANA | 101 | 52.6 |
| 30 | GATSIBO | 129 | 51.2 |
| AVERAGE SCORE | | | 67.2 |

GRAPH SHOWING THE OVERALL PERFORMANCE

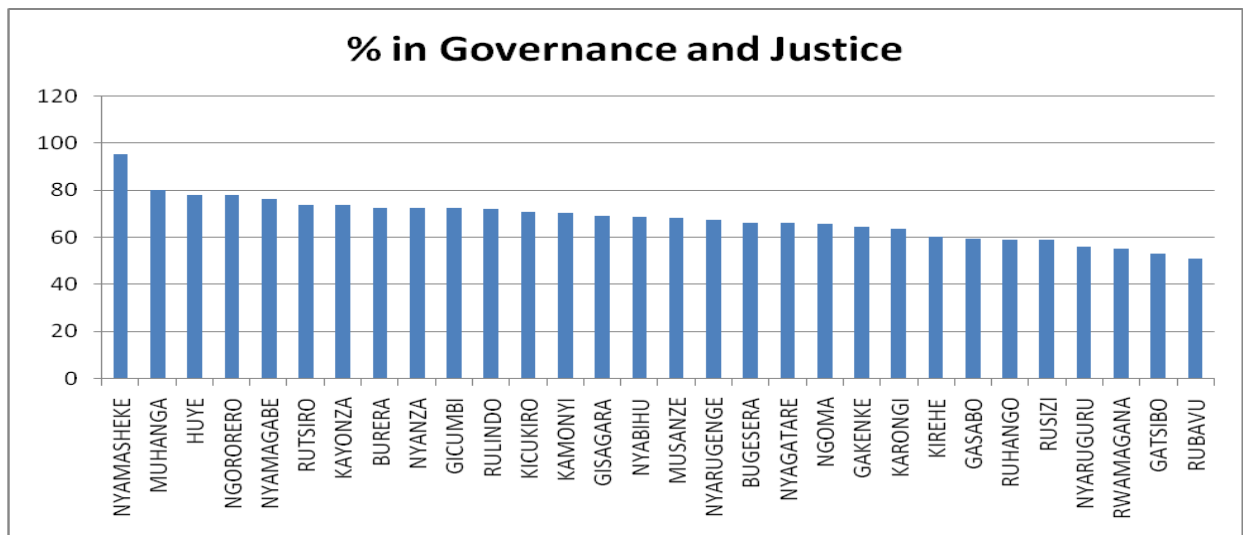
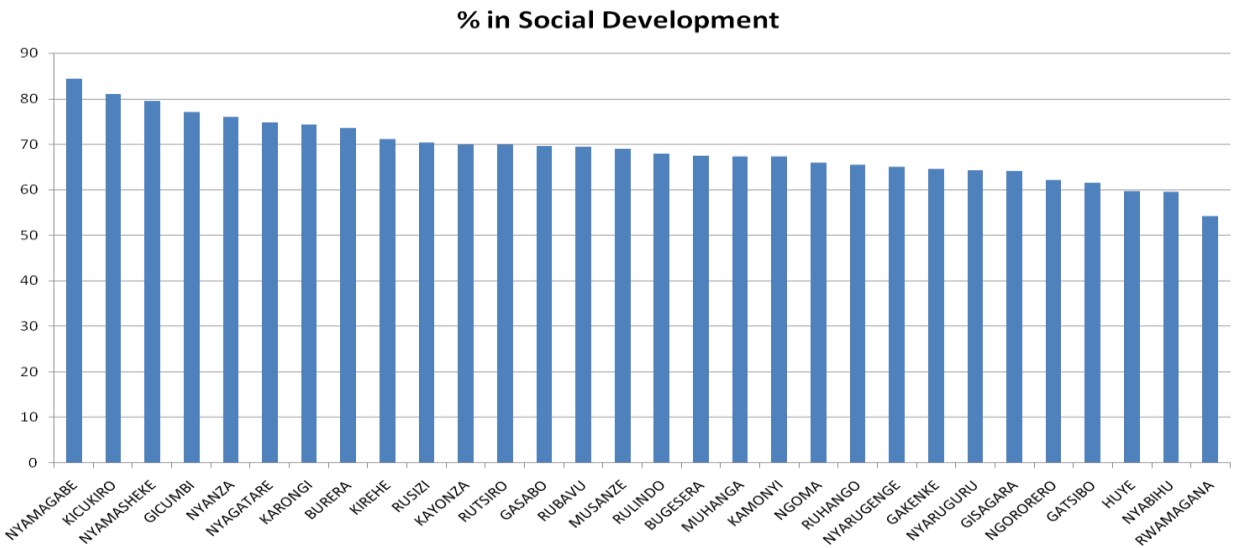
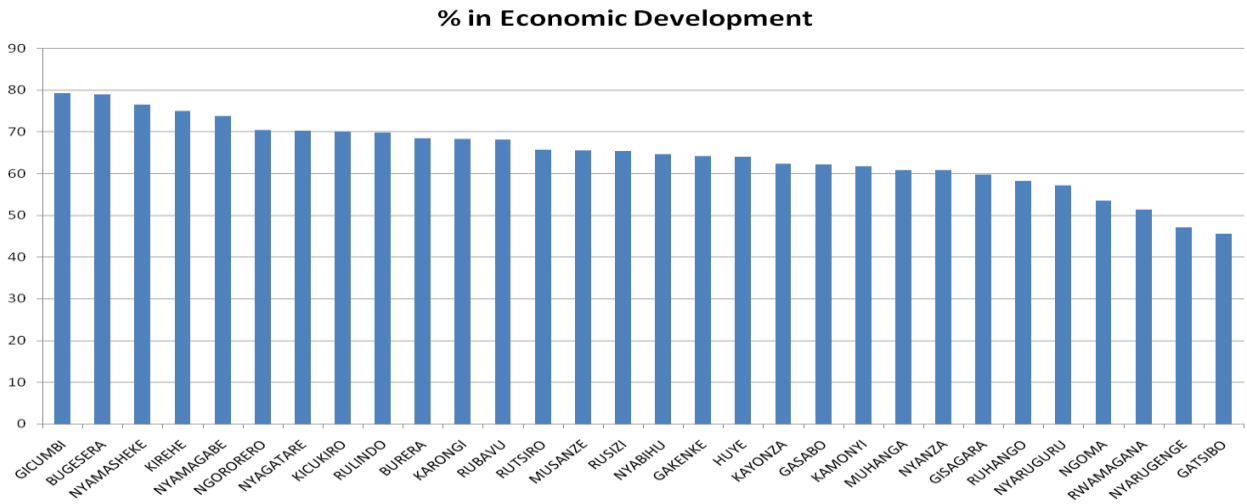


4.2 Districts performance per pillars

According to the table below, the best performer District in Economic development is Gicumbi. The best performer in Social welfare is Nyamagabe while in Governance and Justice the first District is Nyamasheke.

| Governance and Justice | | Economic Development | | Social Development | |
|------------------------|-------------|----------------------|-------------|--------------------|-------------|
| District | Score (%) | District | Score (%) | District | Score (%) |
| NYAMASHEKE | 95.4 | GICUMBI | 79.3 | NYAMAGABE | 84.3 |
| MUHANGA | 80.4 | BUGESERA | 79.0 | KICUKIRO | 81.1 |
| HUYE | 78.0 | NYAMASHEKE | 76.5 | NYAMASHEKE | 79.5 |
| NGORORERO | 78.0 | KIREHE | 75.0 | GICUMBI | 77.1 |
| NYAMAGABE | 76.6 | NYAMAGABE | 73.9 | NYANZA | 76.0 |
| RUTSIRO | 74.0 | NGORORERO | 70.5 | NYAGATARE | 74.8 |
| KAYONZA | 73.9 | NYAGATARE | 70.3 | KARONGI | 74.4 |
| BURERA | 72.6 | KICUKIRO | 70.1 | BURERA | 73.6 |
| NYANZA | 72.5 | RULINDO | 69.9 | KIREHE | 71.2 |
| GICUMBI | 72.5 | BURERA | 68.6 | RUSIZI | 70.3 |
| RULINDO | 72.3 | KARONGI | 68.3 | KAYONZA | 69.9 |
| KICUKIRO | 71.1 | RUBAVU | 68.2 | RUTSIRO | 69.9 |
| KAMONYI | 70.6 | RUTSIRO | 65.8 | GASABO | 69.5 |
| GISAGARA | 69.4 | MUSANZE | 65.5 | RUBAVU | 69.4 |
| NYABIHU | 68.9 | RUSIZI | 65.4 | MUSANZE | 69.0 |
| MUSANZE | 68.5 | NYABIHU | 64.7 | RULINDO | 67.9 |
| NYARUGENGE | 67.4 | GAKENKE | 64.2 | BUGESERA | 67.5 |
| BUGESERA | 66.5 | HUYE | 64.1 | MUHANGA | 67.4 |
| NYAGATARE | 66.1 | KAYONZA | 62.4 | KAMONYI | 67.3 |
| NGOMA | 66.0 | GASABO | 62.3 | NGOMA | 65.9 |
| GAKENKE | 64.5 | KAMONYI | 61.7 | RUHANGO | 65.4 |
| KARONGI | 63.7 | MUHANGA | 60.9 | NYARUGENGE | 65.1 |
| KIREHE | 60.5 | NYANZA | 60.9 | GAKENKE | 64.6 |
| GASABO | 59.7 | GISAGARA | 59.7 | NYARUGURU | 64.2 |
| RUHANGO | 59.3 | RUHANGO | 58.3 | GISAGARA | 64.2 |
| RUSIZI | 59.0 | NYARUGURU | 57.2 | NGORORERO | 62.2 |
| NYARUGURU | 56.1 | NGOMA | 53.6 | GATSIBO | 61.5 |
| RWAMAGANA | 55.4 | RWAMAGANA | 51.4 | HUYE | 59.7 |
| GATSIBO | 53.3 | NYARUGENGE | 47.1 | NYABIHU | 59.5 |
| RUBAVU | 51.2 | GATSIBO | 45.7 | RWAMAGANA | 54.2 |
| AVERAGE | 68.1 | AVERAGE | 64.7 | AVERAGE | 68.9 |

GRAPH OF PILLARS



4.3 District performance per province and per pillar

| Governance and Justice | | |
|-------------------------------|------------|------|
| No | District | % |
| KIGALI CITY | | |
| 1 | KICUKIRO | 71.1 |
| 2 | NYARUGENGE | 67.4 |
| 3 | GASABO | 59.7 |
| EASTERN PROVINCE | | |
| 1 | KAYONZA | 73.9 |
| 2 | BUGESERA | 66.5 |
| 3 | NYAGATARE | 66.1 |
| 4 | NGOMA | 66.0 |
| 5 | KIREHE | 60.5 |
| 6 | RWAMAGANA | 55.4 |
| 7 | GATSIBO | 53.3 |
| SOUTHERN PROVINCE | | |
| 1 | MUHANGA | 80.4 |
| 2 | HUYE | 78.0 |
| 3 | NYAMAGABE | 76.6 |
| 4 | NYANZA | 72.5 |
| 5 | KAMONYI | 70.6 |
| 6 | GISAGARA | 69.4 |
| 7 | RUHANGO | 59.3 |
| 8 | NYARUGURU | 56.1 |
| WESTERN PROVINCE | | |
| 1 | NYAMASHEKE | 95.4 |
| 2 | NGORORERO | 78.0 |
| 3 | RUTSIRO | 74.0 |
| 4 | NYABIHU | 68.9 |
| 5 | KARONGI | 63.7 |
| 6 | RUSIZI | 59.0 |
| 7 | RUBAVU | 51.2 |
| NORTHERN PROVINCE | | |
| 1 | BURERA | 72.6 |
| 2 | GICUMBI | 72.5 |
| 3 | RULINDO | 72.3 |
| 4 | MUSANZE | 68.5 |
| 5 | GAKENKE | 64.5 |

| Economic Development | | |
|-----------------------------|------------|------|
| No | District | % |
| KIGALI CITY | | |
| 1 | KICUKIRO | 70.1 |
| 2 | GASABO | 62.3 |
| 3 | NYARUGENGE | 47.1 |
| EASTERN PROVINCE | | |
| 1 | BUGESERA | 79.0 |
| 2 | KIREHE | 75.0 |
| 3 | NYAGATARE | 70.3 |
| 4 | KAYONZA | 62.4 |
| 5 | NGOMA | 53.6 |
| 6 | RWAMAGANA | 51.4 |
| 7 | GATSIBO | 45.7 |
| SOUTHERN PROVINCE | | |
| 1 | NYAMAGABE | 73.9 |
| 2 | HUYE | 64.1 |
| 3 | KAMONYI | 61.7 |
| 4 | MUHANGA | 60.9 |
| 5 | NYANZA | 60.9 |
| 6 | GISAGARA | 59.7 |
| 7 | RUHANGO | 58.3 |
| 8 | NYARUGURU | 57.2 |
| WESTERN PROVINCE | | |
| 1 | NYAMASHEKE | 76.5 |
| 2 | NGORORERO | 70.5 |
| 3 | KARONGI | 68.3 |
| 4 | RUBAVU | 68.2 |
| 5 | RUTSIRO | 65.8 |
| 6 | RUSIZI | 65.4 |
| 7 | NYABIHU | 64.7 |
| NORTHERN PROVINCE | | |
| 1 | GICUMBI | 79.3 |
| 2 | RULINDO | 69.9 |
| 3 | BURERA | 68.6 |
| 4 | MUSANZE | 65.5 |
| 5 | GAKENKE | 64.2 |

| Social Development | | |
|---------------------------|------------|------|
| No | District | % |
| KIGALI CITY | | |
| 1 | KICUKIRO | 81.1 |
| 2 | GASABO | 69.5 |
| 3 | NYARUGENGE | 65.1 |
| EASTERN PROVINCE | | |
| 1 | NYAGATARE | 74.8 |
| 2 | KIREHE | 71.2 |
| 3 | KAYONZA | 69.9 |
| 4 | BUGESERA | 67.5 |
| 5 | NGOMA | 65.9 |
| 6 | GATSIBO | 61.5 |
| 7 | RWAMAGANA | 54.2 |
| SOUTHERN PROVINCE | | |
| 1 | NYAMAGABE | 84.3 |
| 2 | NYANZA | 76.0 |
| 3 | MUHANGA | 67.4 |
| 4 | KAMONYI | 67.3 |
| 5 | RUHANGO | 65.4 |
| 6 | NYARUGURU | 64.2 |
| 7 | GISAGARA | 64.2 |
| 8 | HUYE | 59.7 |
| WESTERN PROVINCE | | |
| 1 | NYAMASHEKE | 79.5 |
| 2 | KARONGI | 74.4 |
| 3 | RUSIZI | 70.3 |
| 4 | RUTSIRO | 69.9 |
| 5 | RUBAVU | 69.4 |
| 6 | NGORORERO | 62.2 |
| 7 | NYABIHU | 59.5 |
| NORTHERN PROVINCE | | |
| 1 | GICUMBI | 77.1 |
| 2 | BURERA | 73.6 |
| 3 | MUSANZE | 69.0 |
| 4 | RULINDO | 67.9 |
| 5 | GAKENKE | 64.6 |

4.4 Overall Districts' performance per Province/Kigali City

According to the table bellow, the best performer District in Kigali City is Kicukiro, in Eastern Province is Bugesera, in Southern Province is Nyamagabe, in Western Province is Nyamasheke and in Northern Province is Gicumbi.

| No | District/Province | % |
|--------------------------|-------------------|------|
| KIGALI CITY | | |
| 1 | KICUKIRO | 74 |
| 2 | GASABO | 64.2 |
| 3 | NYARUGENGE | 54.5 |
| EASTERN PROVINCE | | |
| 1 | BUGESERA | 74.3 |
| 2 | KIREHE | 72.4 |
| 3 | NYAGATARE | 71.2 |
| 4 | KAYONZA | 65.8 |
| 5 | NGOMA | 58.5 |
| 6 | RWAMAGANA | 52.6 |
| 7 | GATSIBO | 51.2 |
| SOUTHERN PROVINCE | | |
| 1 | NYAMAGABE | 77.3 |
| 2 | NYANZA | 66.6 |
| 3 | MUHANGA | 64.8 |
| 4 | KAMONYI | 64.3 |
| 5 | HUYE | 64.2 |
| 6 | GISAGARA | 62.0 |
| 7 | RUHANGO | 60.5 |
| 8 | NYARUGURU | 59.2 |
| WESTERN PROVINCE | | |
| 1 | NYAMASHEKE | 79.3 |
| 2 | KARONGI | 69.7 |
| 3 | NGORORERO | 68.8 |
| 4 | RUTSIRO | 67.8 |
| 5 | RUBAVU | 66.8 |
| 6 | RUSIZI | 66.2 |
| 7 | NYABIHU | 63.6 |
| NORTHERN PROVINCE | | |
| 1 | GICUMBI | 78.0 |
| 2 | BURERA | 70.5 |
| 3 | RULINDO | 69.5 |
| 4 | MUSANZE | 66.9 |
| 5 | GAKENKE | 64.4 |

5. CHALLENGES/LESSONS LEARNT

The key challenges that were observed during the exercise of evaluating 2009/2010 District Imihigo are the following:

- Unrealistic and overambitious targets, e.g., to achieve 100% by fighting corruption and conflicts between employees, and setting targets without consideration of available and potential resources to achieve them;
- Planning gaps still exist in Districts - activities, indicators, baselines and targets were found not to be logical and consistent. This made it difficult and often impossible to measure progress made and consequential impacts on development; incorporate Ananias remark.
- Unclear and often confusing baselines and targets made it difficult to measure progress made;
- Routine; some activities should not have been part of performance contracts, e.g., payment of employees, regular visits to lower levels of administration, etc only those activities or targets whose impact on development is substantial should be included in performance contracts/Imihigo;
- Poor filing and reporting systems hamper tracking of progress made. Uniform reporting format and properly organized filing of documents is required to improve on the imihigo reporting system;
- There was general lack of progress reports on activities implemented. Regular assessment and evaluation especially on key activities being undertaken should be made to address this challenge. This will also help Districts to build reliable data base and baselines in Imihigo;
- It was difficult to measure the role played by development partners vis ā vis the contributions by Districts. Activities undertaken by Districts in such endeavors should be clearly spelled out in order to measure their specific contributions to development;

- In some cases, implementation of activities in the Districts revealed that District officials were not Imihigo-focused. This needs to be addressed to ensure that progress assessment is made regularly and that targets set are actually implemented; and
- It was mentioned that the exercise of designing performance contracts/Imihigo is often influenced by activities/targets raised by various government institutions including ministries of which most of the activities lacked funding. This needs to be addressed to ensure that District officials play a substantive role in prioritizing and designing of performance contracts/Imihigo activities and targets.

6. THE WAY FORWARD

6.1 Quality Assurance Team

On the basis of the challenges mentioned above, the role of the quality assurance team is paramount. Draft proposals of Imihigo from Districts need to be validated in order to facilitate planning (designing and formulation) of Imihigo documents and thus permit smooth implementation of activities. Ensuring full participation of District officials (Executive Secretaries and Planners) will go a long way in improving this exercise.

6.2 Capacity building

- Training knowledge and skills acquired by District Planners and Executive Secretaries in designing and planning of Imihigo should be passed on to all District officials contributing in implementing the Imihigo; and
- To ensure District self-assessment and assessment of the progress made by lower levels of administration, knowledge and skills in monitoring and evaluation should be a must for District officials.

7. CONCLUSION

On the whole, the concept of Imigiho as a development strategy has led to promising results by promoting a competitive spirit and creating focused and enthusiastic effort which are essential components to the long awaited development. In addition, the strategy promotes an effective mechanism of monitoring and evaluation of development initiatives, which is essential to promote focused development. However, there is need to expedite resources committed toward funding planned activities/targets in Imihigo in order to ensure that successful implementation of planned activities is done. It is also evident that governance has taken firm roots, though, there is still need for designing strategies that will ensure sustainability and enhancement of existing development initiatives in Imihigo.

Annex 1: list of Evaluators

Team members of Districts Imihigo evaluation 2009-2010)

| No | Names | Institutions | Signature |
|----|--------------------------|---------------------|-----------|
| 1 | BUCYANA Andre | Primature | Sé |
| 2 | MUFULUKYE Fred | MINALOC | Sé |
| 3 | Dr KIIZA Charles | RGAC | Sé |
| 4 | ABATONI Betty | PSF | Sé |
| 5 | BIGANGU Prosper | MINALOC | Sé |
| 6 | TUMWINE James | MINECOFIN | Sé |
| 7 | KAYUMBA Isaac | Primature | Sé |
| 8 | AFRIKA Alexis | NDIS | Sé |
| 9 | UMULISA Vestine | CS-PlatForm | Sé |
| 10 | MUTARAMBIRWA Innocent | NDIS | Sé |
| 11 | MAZURU S. Thomas | MINECOFIN | Sé |
| 12 | UWIMANA Josephine | RALGA | Sé |
| 13 | HIGIRO Ananias | Civil Society | Sé |
| 14 | BUSINGE Anthony | RGAC | Sé |
| 15 | GATERA Jean d'Amour | Primature | Sé |
| 16 | SEMAKUBA Francois | Presidency | Sé |
| 17 | UWINEZA Valens | Presidency | Sé |
| 18 | NYAMASWA | Western Province | Sé |

| | | | |
|----|----------------------|-------------------|----|
| 19 | NDIMUKAGA Etienne | Northern Province | |
| 20 | MAKOMBE J.M. Vianney | Eastern Province | Sé |
| 21 | BIZIMUNGU Abel | Southern Province | |
| 22 | RURANGWA Jean Claude | Kigali city | |