

## Table of Contents

ABBREVIATIONS .....	2
INTRODUCTION .....	3
COMPOSITION OF EVALUATION TEAM .....	3
METHODOLOGY.....	3
1.1. Design of Imihigo evaluation template .....	3
1.2. Instruments of evaluation .....	4
1.3. Imihigo document.....	4
1.4. Cross cutting issues .....	4
1.5. Office/Documentary verification process.....	4
1.6. Scoring and harmonization of scores .....	5
II. THE 2011-2012 DISTRICTS GENERAL PERFORMANCE.....	5
1.7. Areas to be improved .....	6
1.8. Challenges .....	7
1.8.1. Unpredictable weather conditions .....	7
1.8.2. Disappointments by stakeholders .....	7
DISTRICTS PERFORMANCE AND RANKING .....	9
1.9. Economic Development Performance .....	9
1.10. Social development performance.....	10
1.11. Governance and Justice Performance.....	11
1.12. 2011-2012 overall District performance .....	12
1.13. District performance trend in the last 3 years .....	13
1.14. 3 years average performance trend and districts performance margin between first and last districts .....	15
CONCLUSION.....	15

## ABBREVIATIONS

12YBE	: 12 years basic education
9YBE	: 9 years basic education
BNR	: Banque National du Rwanda
EDPRS	: Economic Development and Poverty Reduction Strategy
JADF	: Joint Action Development Forum
MINALOC	: Ministry of Local Government
MINECOFIN	: Ministry of Finance and Economic Planning
MINEDUC	: Ministry of Education
MINICOM	: Ministry of Trade and Industry
MININFRA	: Ministry of Infrastructure
PFM	: Public Finance Management
PSF	: Private Sector Federation
RALGA	: Rwandese Association of Local Government Authorities
CSP	: Rwanda Civil Society Platform
RGB	: Rwanda Governance Board
SACCOs	: Savings and Credit Cooperatives
TIG	: Travauxd'InteretGeneraux
TVET:	

## **INTRODUCTION**

On 26<sup>th</sup> July, 2011, local government authorities signed 2011-2012 performance contracts (Imihigo) with H.E the President of the Republic of Rwanda. This was the sixth time of signing Performance contracts between local government authorities and the Presidentsince this performance-based approach was introduced in 2006. Over the past years, Imihigo performance culture has tremendously improved local government planning and performance, leading to national political and socio-economic transformation.

The evaluation of 2011-2012 Imihigo was done in all 30 Districts from 13<sup>th</sup> of June to 13<sup>th</sup> of July 2012, using a uniform and harmonized methodology for purposes of identifying districts' performance vis-a-vis their committed targets. Besides assessing districts performance, this evaluation also analyzed weaknesses and challenges encountered by local governments, and proposed remedies for significant and sustainable Imihigo performance approach. For efficiency and effectiveness of Imihigo evaluation, a national evaluation team was constituted, comprising of experts from different institutions.

## **COMPOSITION OF EVALUATION TEAM**

The national evaluation team members were drawn from various government institutions, private sector and civil society. The following institutions participated in the evaluation exercise: Office of the President, Prime Minister's Office, MINALOC, MINECOFIN, MOH, MININFRA, MINICOM,MINAGRI, Rwanda Governance Board (RGB), Rwanda Local Development Support Fund (RLDSF), Gender Monitoring Office (GMO), RALGA, Rwanda Civil Society Platform (RCSP), Private Sector Federation (PSF), Provinces and City of Kigali. From these institutions 40 experts made up the national evaluation team. The national evaluation team members were divided into three sub-teams with representatives from the above mentioned institutions and the teams were headed by a senior government official at the rank of director general. Each team evaluated 10 districts, and at the commencement of the evaluation exercise, the three sub-teams worked jointly in evaluating the City of Kigali to ensure all members mastered the evaluation methodology and criteria.

## **METHODOLOGY**

In order to make the evaluation exercise done and credible, the following process was adopted:

### **1.1.Design of Imihigo evaluation template**

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

## **1.2. Instruments of evaluation**

In each district, two days were used to evaluate their performance. The first day was committed to office evaluation (desk review) and the second day was committed to assess on the field activities selected and agreed upon with district authorities during the desk review.

## **1.3. Imihigo document**

The signed district Imihigo document was the key document upon which evaluation was based. It contained development priorities to be implemented in the fiscal year 2011-2012, covering the 3 pillars of economic development, social welfare and good governance (including justice).

## **1.4. Cross cutting issues**

Based on the importance of some cross cutting programs in transforming the lives of Rwandans and enhancing efficiency and effectiveness in local governments, some programs were selected as part of the issues to be evaluated whether Districts had committed themselves to implementing them or not. The issues included those in the 3 pillars: economic development, social development and good governance.

Economic development:

- Greening and beautification around Public offices, Schools, Urban centres and other public place.

Social development:

- 12 year basic education (12YBE);
- Housing for vulnerable and needy persons;
- Prompt and regular payment of teachers' salaries and arrears.

Good governance (including justice):

- Cases registered and resolved through the community assemblies (Intekoz'abaturatione);
- Functioning of Joint Action Development Forum (JADF) at district and sector levels;
- The Functioning of Public Finance Management Committees at district and sector levels;
- Budget Execution.
- Regularity and completeness of financial reports;
- Regularity and completeness of district internal audits;
- Implementation of Auditor General's recommendations on the previous year's audits.

## **1.5. Office/Documentary verification process**

Evaluators cross checked whether the targets for corresponding activities or programs were realized as reported. District officials were given time to comment and elaborate on some of the issues whenever it was found necessary. This was especially when targets set were partially implemented or not at all.

## 1.6. Scoring and harmonization of scores

During the evaluation exercise, each evaluator did his/her independent rating of the assessed activities. At the end of the second day in each district, the evaluators harmonized their scores to ensure there were no serious deviations and discrepancies which might be as a result of partiality in favor of or against any given district.

## II. THE 2011-2012 DISTRICTS GENERAL PERFORMANCE

The 2011-2012 districts Imihigo performance is generally impressive based on the overall results. This impressive performance can be attributed to, by districts deliberate efforts to mobilize the human, financial and material resources at their disposal in order to attain their development agenda.

In this year, some of the outstanding socio-economic development projects implemented by districts include; construction of office facilities, health infrastructure (hospitals and health centres), food processing plants, roads and bridges, electricity rollout, water distribution, land use consolidation, education infrastructure (classrooms and toilets). Also this year's evaluation identified remarkable achievements in the areas of: environmental protection (tree planting and terracing), rural settlements (Imidugudu), public private partnership (construction of private factories, hotels, markets and estate development). Also planning and participation of different stakeholders has remarkably improved. The table below summarizes 2011-2012 districts key achievements.

Areas observed	Appreciation
Cooperation and collaboration among the district officials, security organs and the Province.	The evaluation team applauded the cooperation between the District Executive Committee, Councillors, Staff, Security officials, Province officials and urged them to maintain the good relations and use it to the advantage of the district.
Planning, commitment to completion of Imihigo, reporting and readiness to evaluation	The evaluation team was impressed by planning and reporting improvement, readiness and confidence of the staff while presenting their achievements as well as the number of completed projects. The team encouraged all district officials to deliver as one team in order to maintain the progress so far registered.
Improvement of agriculture production	The evaluation team appreciated efforts made by districts in mobilizing and advising farmers on how to improve farming notable among which were: land use consolidation (Maize, rice, coffee, tea, cassava, potatoes, banana, beans, etc) which guarantee national food security.

Electricity rollout and water supply projects	The evaluation team observed great improvement in distribution of electricity and water in both urban and rural areas. The team advised the district officials to maintain this momentum and ensure that areas not so far reached are considered with high priority in the supply of these utilities.
Citizen participation and ownership of government programs	Most of the citizens contacted during the field visits were aware and owned government programs especially health insurance scheme, SACCOs, 12YBEs, Girinka, adult literacy etc. Citizen participation in Imihigo process was visible especially in rural areas.
Infrastructure development	The evaluation team was impressed by the number and quality of infrastructures achieved by districts in a period of one year. Such infrastructure included: roads & bridges, hospitals & health centres, ravines especially in the City of Kigali, classrooms & toilet facilities, houses constructed for vulnerable people, modern markets, selling points, drying grounds, street lighting and housing development in urban and trading centres, administrative offices etc.

### 1.7. Areas to be improved

The evaluation team also noted and highlighted the following areas for improvement:

Innovativeness in the selection of Imihigo for the year 2011 – 2012.	Some of the Imihigo especially those found under the economic and Social pillars which are the drivers of local socio-economic transformation lacked on the underlying principles of excellence and ambition. The district leadership was advised to make a clear distinction between Imihigo projects and those of the action plan.
Mobilization of districts own revenues	Most districts had exceeded their own revenue collection targets but those targets were too small compared to the districts potential and financial needs. Districts were advised to set ambitious targets to increase their own revenue collection.
Regular Maintenance of the existing infrastructure	Most districts have put in place a good number of public infrastructures such as schools, health centres, roads, water supply systems, selling points, agricultural processing plants, drying facilities, markets etc but the team observed low maintenance efforts on these facilities.
Enhancing the quality of education	Most of the districts education targets focus on increase of classrooms and school dropouts but little attention is paid to the nature and quality of education. Districts were advised to enhance the quality through regular inspections in schools and improved skills development by scaling up TVETs.

Access to clean water and improving the quality of housing.	Whereas great effort has been made in the supply of clean water and construction of houses for vulnerable people, it was observed that some areas have no access to clean water and some of the houses are substandard. Districts were advised to consider water supply to those areas with bigger problem of accessing clean water as well as improving housing standards.
Scaling up social protection programs	Most of the districts have done a commendable work in the social protection programs but more effort was still needed in scaling up the support to the genocide survivors, marginalized groups and the disabled.
Institutionalising Imihigo culture at all levels including the family	The evaluation team noted that majority of the citizens in all districts were aware of Imihigo at family level, but having them in written form and ensuring their implementation need more effort.

## 1.8.Challenges

### 1.8.1. Unpredictable weather conditions

This particular year of Imihigo experienced unpredicted heavy rains which caused flooding and landslides, leading to disrupting or cancellation of implementation of some of the districts targets.

### 1.8.2. Disappointments by stakeholders

Some of the districts stakeholders who had made promises of commitments during the planning of districts Imihigo ended up not fulfilling their promises which led to non-implementation or partial implantation of some the Imihigo commitments. This also affected the general performance of some districts. The table below presents disappointed districts and concerned stakeholders

Province	District	Activity affected	Stakeholder
West	Rutsiro	Construction of Tangabo Tea factory at a cost of 2.4 billion	Rwanda Mountain Tea Company delayed the construction of the factory.
	Rubavu	Construction of a 5.2 km tarmac road in Rubavu town at the cost of 2.7 billion	European Union (delayed procurement process)
		Construction of a selling point at the border with RDC at the cost of 25 million	MINICOM did not honor the commitment. Now the district got a new partner/cooperative to implement the project
	Rutsiro	Rehabilitated of Bugarama Islamic school	AMUR delayed to start implementation
	Ngororero	Construction of 2 Km tarmac roads at the cost of 2 billion in	MININFRA referred the priority to next year

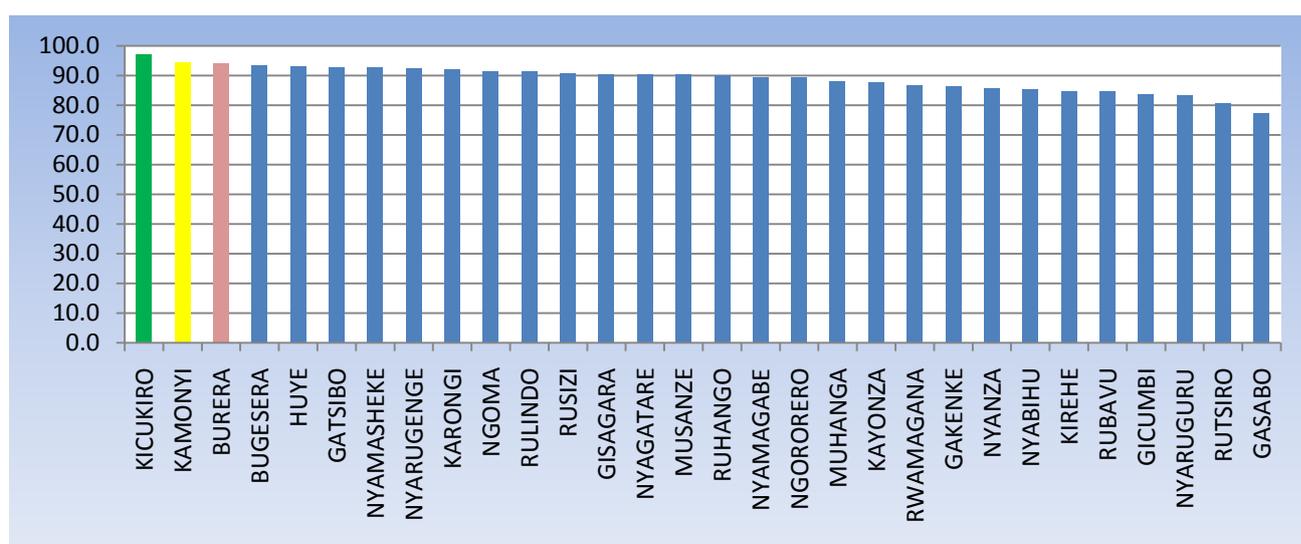
		Ngororero and Kabaya Sectors	
		Rehabilitation of buildings for TVET	WDA referred the priority to next year
South	Muhanga	Provide Muhanga stadium with synthetic carpet at a cost of 580 million	FERWafa and FIFA delayed implementation
	Huye	Construction of a tarmac road in Cyarabu at a cost of 4 billion	MININFRA delayed implementation
	Nyaruguru	Construction of a Tea factory in Kivu Sector	Private investor Mutangana was slow in implementation
East	Rwamagana	Construction of Rwamagana Hospital laboratory	MINISANTE/Global fund delayed implementation due to disagreement in procurement process
North	Gicumbi	Connecting phase 1 of electricity on Rukoma-Nyamiyaga-Rutare-Rwamiko-Bukure-Gaseke	EWSA and World Bank delayed tendering process

## DISTRICTS PERFORMANCE AND RANKING

### 1.9.Economic Development Performance

No	District	% in Economic Development
1	KICUKIRO	96.9
2	KAMONYI	94.3
3	BURERA	94.0
4	BUGESERA	93.5
5	HUYE	92.9
6	GATSIBO	92.7
7	NYAMASHEKE	92.6
8	NYARUGENGE	92.3
9	KARONGI	92.0
10	NGOMA	91.4
11	RULINDO	91.2
12	RUSIZI	90.6
13	GISAGARA	90.5
14	NYAGATARE	90.3
15	MUSANZE	90.3

16	RUHANGO	90.1
17	NYAMAGABE	89.3
18	NGORORERO	89.3
19	MUHANGA	87.9
20	KAYONZA	87.8
21	RWAMAGANA	86.7
22	GAKENKE	86.4
23	NYANZA	85.6
24	NYABIHU	85.4
25	KIREHE	84.8
26	RUBAVU	84.6
27	GICUMBI	83.4
28	NYARUGURU	83.2
29	RUTSIRO	80.5
30	GASABO	77.2
	<b>AVERAGE</b>	<b>88.9</b>



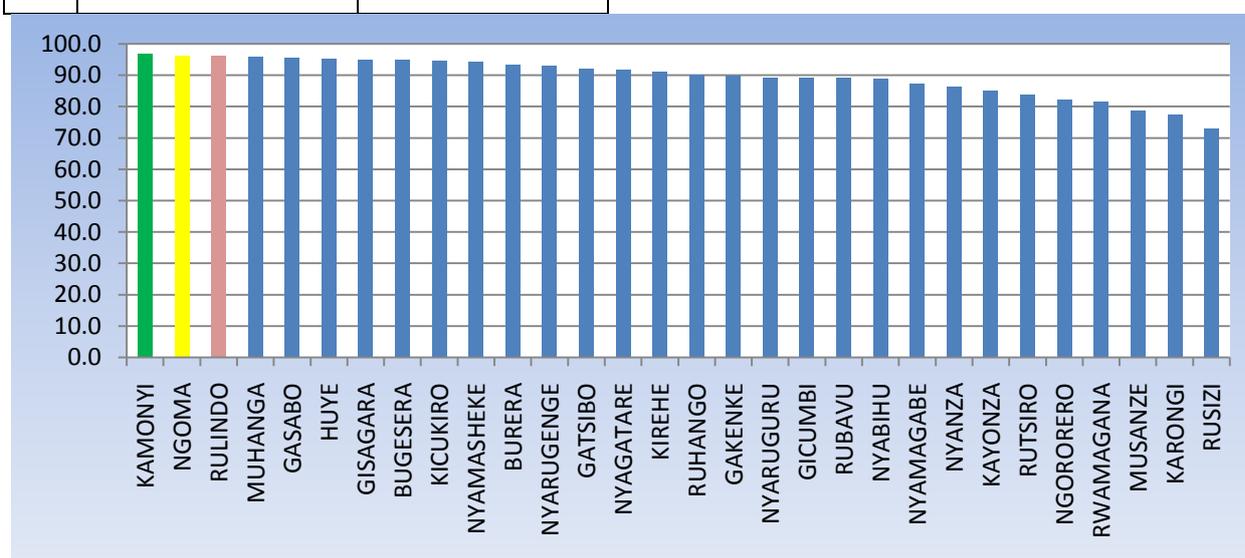
Based on the above results for the economic development pillar, the highest score is 96.9% while the lowest is 77.2% and the average performance for this pillar is 88.9%. The performance in this

pillar is impressive compared to the fiscal year 2010-2011, where the increase in the average went upon from 78.9% to 88.9%.

### 1.10. Social development performance

No	District	% in Social Development
1	KAMONYI	96.9
2	NGOMA	96.2
3	RULINDO	96.1
4	MUHANGA	95.8
5	GASABO	95.7
6	HUYE	95.3
7	GISAGARA	95.0
8	BUGESERA	94.8
9	KICUKIRO	94.5
10	NYAMASHEKE	94.4
11	BURERA	93.4
12	NYARUGENGE	93.0
13	GATSIBO	92.1
14	NYAGATARE	91.7
15	KIREHE	91.1

16	RUHANGO	90.1
17	GAKENKE	89.9
18	NYARUGURU	89.2
19	GICUMBI	89.1
20	RUBAVU	89.1
21	NYABIHU	88.8
22	NYAMAGABE	87.3
23	NYANZA	86.3
24	KAYONZA	85.2
25	RUTSIRO	83.7
26	NGORORERO	82.3
27	RWAMAGANA	81.4
28	MUSANZE	78.8
29	KARONGI	77.4
30	RUSIZI	72.9
<b>AVERAGE</b>		<b>89.6</b>

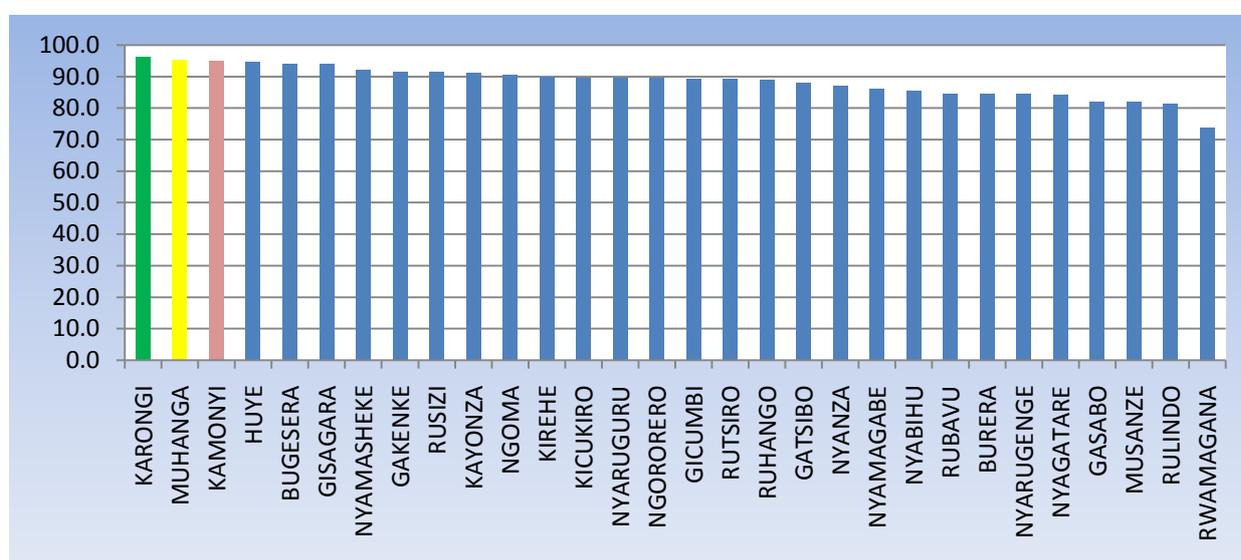


In the social development pillar, districts have improved their performance where the highest score is 96.9% whereas the lowest score is 72.9%. Compared to the previous year performance, there is an increase of the average performance in this pillar from 82.1% to 89.6%.

## 1.11. Governance and Justice Performance

No	District	% in Governance and Justice
1	KARONGI	96.2
2	MUHANGA	95.3
3	KAMONYI	94.9
4	HUYE	94.5
5	BUGESERA	94.0
6	GISAGARA	93.9
7	NYAMASHEKE	92.2
8	GAKENKE	91.6
9	RUSIZI	91.4
10	KAYONZA	91.1
11	NGOMA	90.6
12	KIREHE	89.8
13	KICUKIRO	89.6
14	NYARUGURU	89.6
15	NGORORERO	89.6

16	GICUMBI	89.3
17	RUTSIRO	89.2
18	RUHANGO	88.8
19	GATSIBO	87.9
20	NYANZA	87.1
21	NYAMAGABE	86.2
22	NYABIHU	85.4
23	RUBAVU	84.6
24	BURERA	84.5
25	NYARUGENGE	84.4
26	NYAGATARE	84.0
27	GASABO	82.0
28	MUSANZE	81.9
29	RULINDO	81.4
30	RWAMAGANA	73.6
	<b>AVERAGE</b>	<b>88.5</b>



The governance pillar, the highest score is 96.2% whereas the lowest is 73.6%. the average score of governance pillar is 89.3% up from 82.7% the previous year 2010-2011.

## 1.12. 2011-2012 overall District performance

After getting all results of the three pillars, the overall performance is obtained by weighting all pillars as follow:

- 60% weight of Economic Development Pillar;
- 30% weight of Social Development Pillar; and
- 10% weight of Governance and Justice Pillar.

After adjusting the scores to the above individual pillars weights, the overall districts results are as follows:

No	District	Overall Performance of districts
1	KICUKIRO	95.5
2	KAMONYI	95.1
3	BUGESERA	94.0
4	HUYE	93.8
5	NYAMASHEKE	93.1
6	BURERA	92.9
7	NGOMA	92.8
8	GISAGARA	92.2
9	GATSIBO	92.0
10	NYARUGENGE	91.8
11	RULINDO	91.7
12	MUHANGA	91.0
13	NYAGATARE	90.1
14	RUHANGO	90.0
15	NYAMAGABE	88.4

16	KARONGI	88.1
17	GAKENKE	88.0
18	KAYONZA	87.4
19	NGORORERO	87.3
20	KIREHE	87.2
21	NYABIHU	86.4
22	NYANZA	86.1
23	MUSANZE	86.0
24	RUBAVU	85.9
25	GICUMBI	85.7
26	NYARUGURU	85.6
27	RUSIZI	85.4
28	RWAMAGANA	83.8
29	GASABO	83.2
30	RUTSIRO	82.3
	<b>AVERAGE</b>	<b>89.1</b>

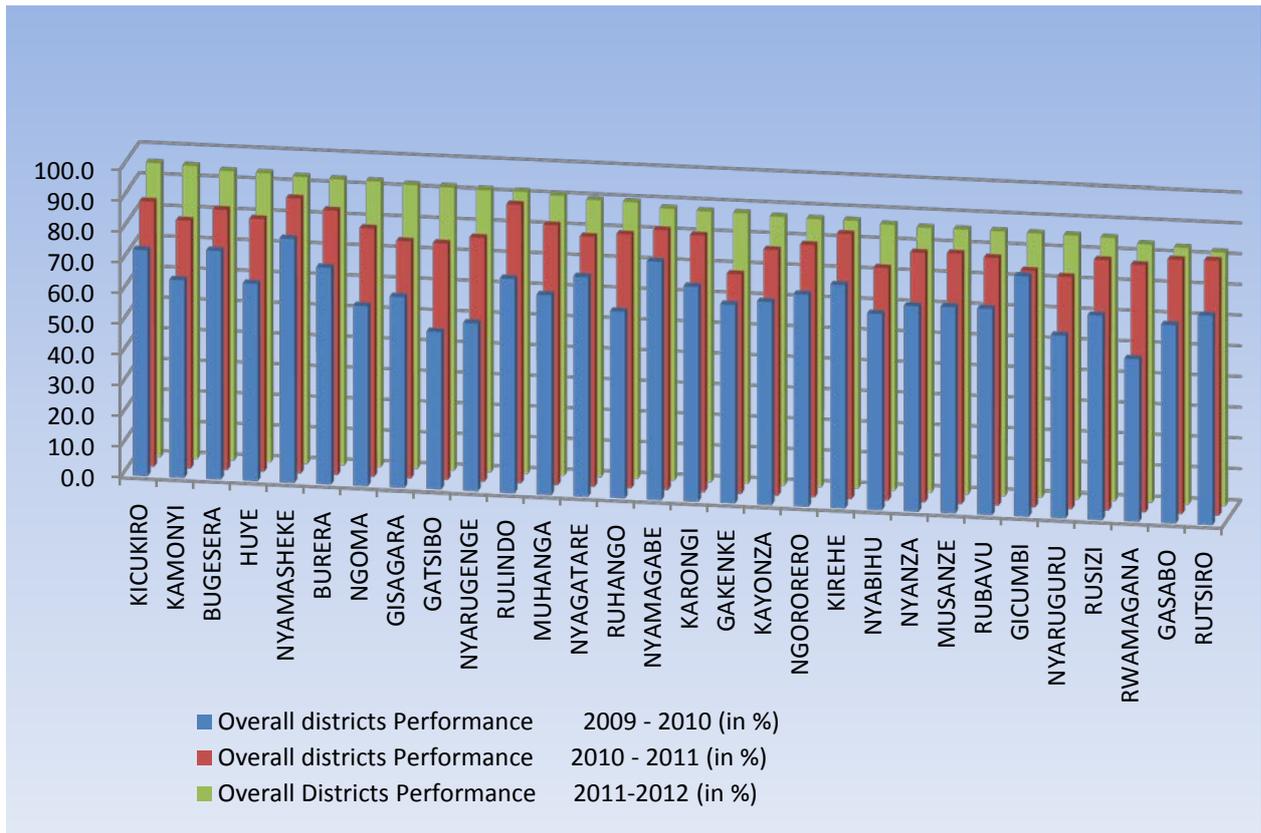
The above results show high districts Imihigo performance in the fiscal year 2011-2012 compared to the previous years. All districts scored above 80% which shows that, generally all districts worked very hard to accomplish their commitments despite some disappointments and natural hazards that disrupted or impeded the implementation of some of the committed activities.

### 1.13. District performance trend in the last 3 years

The table below shows districts imihigoperformance trend in the last three consecutive fiscal years (2009-2010, 2010-2011 and 2011-2012).

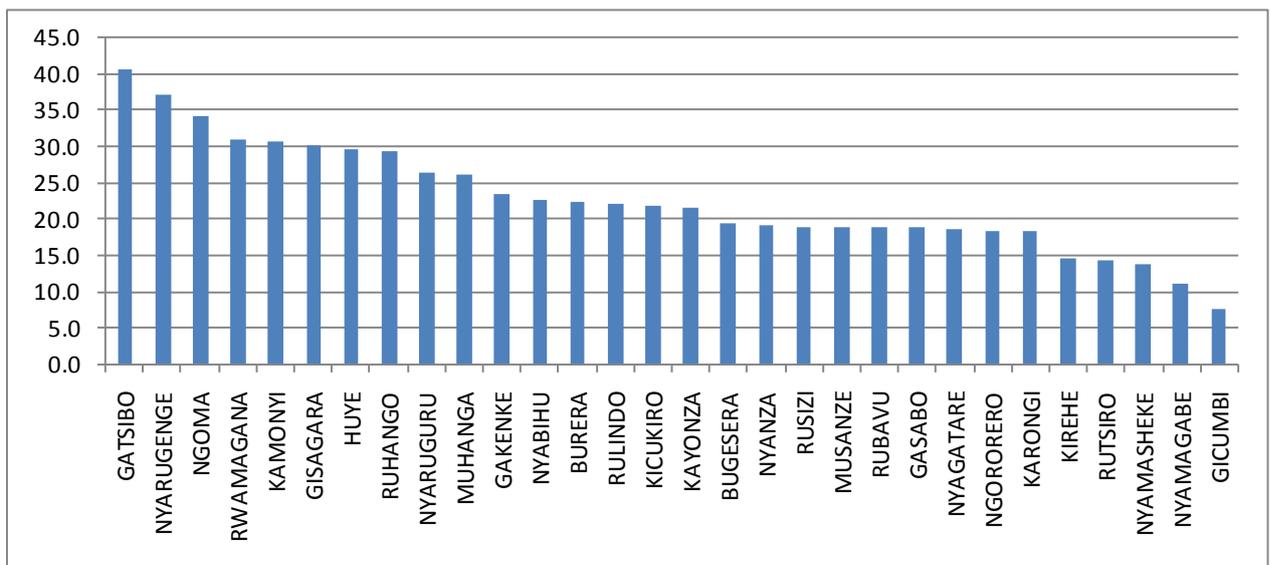
#### 3 years imihigo comparative performance table

No	District	Overall districts Performance 2009 - 2010 (in %)	Overall districts Performance 2010 - 2011 (in %)	Overall Districts Performance 2011-2012 (in %)	Performance range between 2011-2012 and the previous 2 years	
					Between 2011-2012 and 2009-2010 (%)	Between 2011-2012 and 2010-2011 (%)
1	KICUKIRO	73.5	86.3	95.5	22.0	9.2
2	KAMONYI	64.3	80.6	95.1	30.8	14.5
3	BUGESERA	74.3	84.6	94.0	19.7	9.3
4	HUYE	64.2	82.2	93.8	29.6	11.6
5	NYAMASHEKE	79.3	89.4	93.1	13.8	3.7
6	BURERA	70.5	86.0	92.9	22.4	6.9
7	NGOMA	58.5	80.7	92.8	34.2	12.0
8	GISAGARA	62.0	77.1	92.2	30.1	15.1
9	GATSIBO	51.2	76.9	92.0	40.8	15.1
10	NYARUGENGE	54.5	79.3	91.8	37.2	12.4
11	RULINDO	69.5	90.6	91.7	22.2	1.1
12	MUHANGA	64.8	84.5	91.0	26.2	6.6
13	NYAGATARE	71.2	81.2	90.1	18.9	8.9
14	RUHANGO	60.5	82.6	90.0	29.5	7.4
15	NYAMAGABE	77.3	84.5	88.4	11.1	3.9
16	KARONGI	69.7	83.3	88.1	18.4	4.8
17	GAKENKE	64.4	71.2	88.0	23.6	16.8
18	KAYONZA	65.8	79.6	87.4	21.6	7.7
19	NGORORERO	68.8	81.8	87.3	18.4	5.4
20	KIREHE	72.4	85.9	87.2	14.8	1.3
21	NYABIHU	63.6	75.4	86.4	22.9	11.1
22	NYANZA	66.6	80.9	86.1	19.4	5.1
23	MUSANZE	66.9	81.2	86.0	19.1	4.8
24	RUBAVU	66.8	80.3	85.9	19.1	5.6
25	GICUMBI	78.0	76.7	85.7	7.8	9.1
26	NYARUGURU	59.2	75.2	85.6	26.4	10.4
27	RUSIZI	66.2	81.2	85.4	19.1	4.1
28	RWAMAGANA	52.6	80.2	83.8	31.2	3.6
29	GASABO	64.2	82.4	83.2	19.0	0.8
30	RUTSIRO	67.8	82.7	82.3	14.5	-0.4
<b>AVERAGE</b>		<b>66.3</b>	<b>81.5</b>	<b>89.1</b>	<b>22.8</b>	<b>7.6</b>

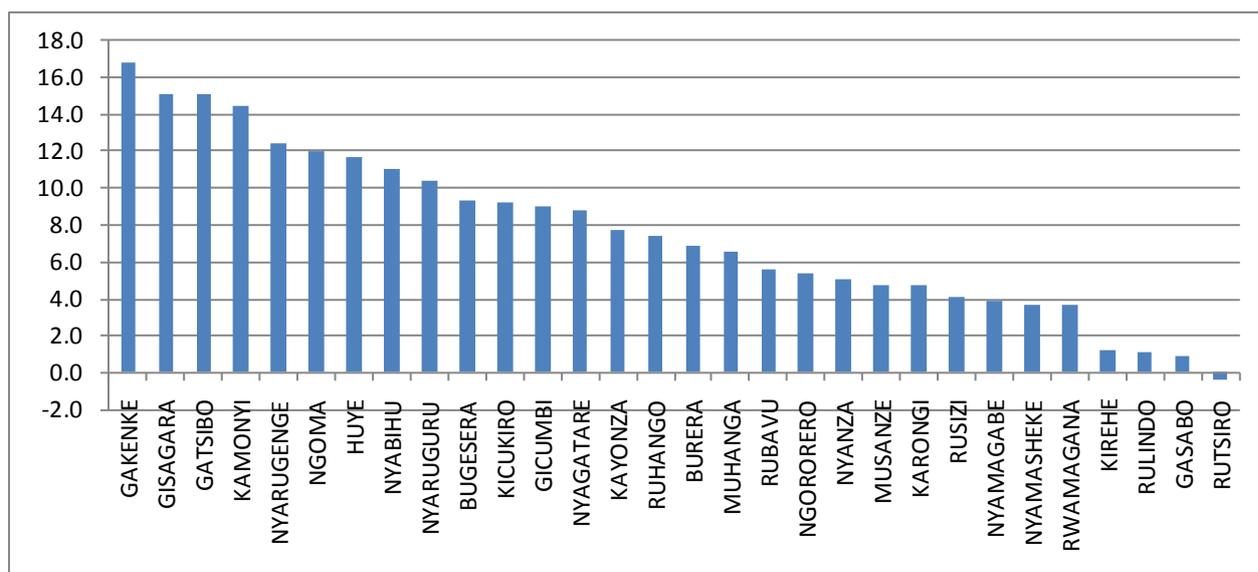


Looking at the above table and graph, it is clear that every succeeding year registers some rise in performance. From the year 2009-2010, the average performance was 66.3%, the next year 2010-2011 the performance rose to 81.5% and in this year 2011-2012 it has raised to 89.3%.

**Performance range between 2011-2012 and 2009-2010**

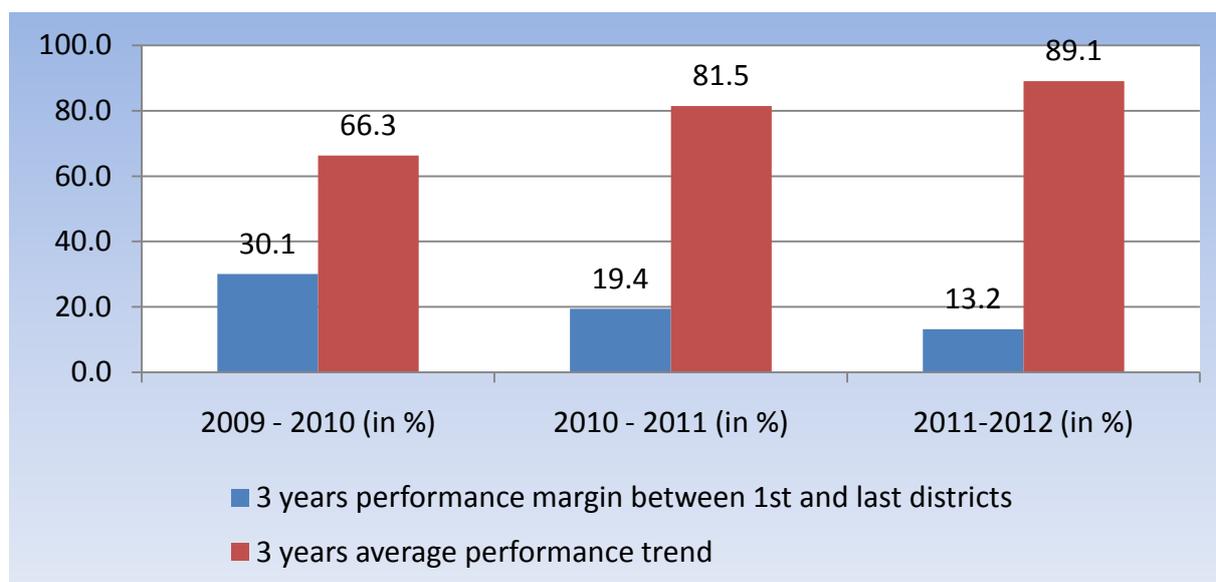


## Performance range between 2011-2012 and 2010-2011



This shows that districts have improved in planning, implementation, monitoring and commitment to Imihigo performance-based approach.

### 1.14. 3 years average performance trend and districts performance margin between first and last districts



## CONCLUSION

The results from 2011-2012 Imihigo evaluation show that Imihigo has been institutionalized and has become a culture in Districts. The performance trend of all districts is very positive and all districts deserve appreciation for such impressive performance despite challenges encountered in the course of implementation. Some districts stakeholders who never fulfilled their commitments that affected the general performance of some districts should be liable for the districts low scores and be requested to stand with the districts in the whole process of Imihigo.

## ANNEX: LIST OF EVALUATORS

### Team 1

1. **Fred MUFULUKE (Team leader) – Ministry of Local Government (MINALOC)**
2. KABAYIZA Barnabé - Ministry of Education (MINEDUC)
3. NYIRATUNGA Iphigénie – Ministry of Infrastructure (MININFRA)
4. UWIMANA Josephine - Rwandese Association of Local Government Authorities (RALGA)
5. MUNYANDAMUTSA Jean Paul – Rwanda Governance Board (RGB)
6. SERUCACA Joel – Ministry of Health (MoH)
7. GASANA Aimé Parfait – Ministry of Agriculture and Animal Resources (MINAGRI)
8. NIZEYIMANA Eugene – Ministry of Local Government (MINALOC)
9. HAKIZIMANA Fidèle – Rwanda Local Development Support Fund (RLDSF)
10. BIZIMANA Jean de Dieu –Ministry of Natural Resources (MINIRENA)
11. NDAHIRO Eugene – Ministry of Finance and Economic Planning (MINECOFIN)
12. NTIRENGANYA Boniface (Eastern Province)
13. MAZIMPAKA Claude (South Province)
14. NDIMUKAGA Etienne (Northern Province)

### Team 2

1. **Egide RUGAMBA (Team leader) – Ministry of Local Government**
2. SEMAKUBA Francois -Office of the President (OTP)
3. RUTAYISIRE Alain Didier - Ministry of Local Government (MINALOC)
4. BARENGAYABO Ramadan - Gender Monitoring Office (GMO)
5. NIYIGABA Jean - Ministry of Infrastructure (MININFRA)
6. Dr. NKURUNZIZA Jean -Ministry of Health (MoH)

7. NSEKANABO Emmanuel – Rwanda Governance Board (RGB)
8. UMULISA VestineHusna – Civil Society Platform (CSP)
9. GAKIRE Bob -Ministry of Local Government (MINALOC)
10. TWAGIRAYEZU Emmanuel – Ministry of Agriculture and Animal Resources (MINAGRI)
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### Team 3

1. **GATERA Jean Damour (Team leader) – Prime Minister’s Office**
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4. INGABIRE Jeanne Françoise – Ministry of Trade and Industry (MINICOM)
5. KAMUGISHA Johnson – Rwanda Governance Board (RGB)
6. HIGIRO Ananias - Civil Society Platform (CSP)
7. ABATONI Betty – Public Sector Federation (PSF)
8. BIGANGU Prosper - Ministry of Local Government (MINALOC)
9. MUSONI Damas- Ministry of Local Government (MINALOC)
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11. NYIRARUKUNDO Safi Desanges (Northern Province)
12. KAKOOZA Henry (Eastern Province)
13. MAZIMPAKA Claude (South Province)