



# Imihigo 2021/2022

# Final Evaluation Executive Summary



# Final Evaluation of 2021/2022 Imihigo

February 2023



## Summary

In an effort to achieve sustained social and economic development, Rwanda made significant reforms and aspires to become a middle-income country by 2035 and High-Income Country by 2050. This will be achieved through a series of National Strategies for Transformation (NST), underpinned by sectoral strategies focused on achieving the Sustainable Development Goals.

Imihigo has demonstrated to be a strong planning; implementation and monitoring tool to not only deliver the NST1 targets but also to sustain the momentum towards delivering the global and national development goals.

Every year, both central and local government choose from their action plans a number of activities with clear targets to be given a particular attention because they will play a vital role in improving the living conditions and service delivery. These selected activities and/or projects constitute Imihigo or performance contracts.

At the end of every fiscal year, an evaluation is conducted to assess the extent to which the targets were achieved and to identify gaps that can inform potential improvements in Imihigo planning and implementation.

## Evaluation Methodology

To track Imihigo achievements, the National Institute of Statistics of Rwanda (NISR) as an independent evaluator conducted two evaluations: the

midterm evaluation and the final evaluation. The two evaluations were carried out at different times but their findings were considered during data analysis in the final evaluation.

For the purpose of collecting complete and reliable data, Imihigo evaluation methodology consists of a comprehensive review of Imihigo implementation reports and associated documents, field visit of sampled Imihigo projects, focus group discussions and interviews with beneficiaries.

The evaluation process also covers a sample of activities in the annual action plans of implementing institutions.

## Performance at Glance

### - Performance of Joint Imihigo

Joint Imihigo are sector-specific activities or projects that are set and implemented in a partnership between ministries, agencies and districts to deliver certain projects.

Of all 2021/2022 Joint Imihigo, Exports registered the highest score of 95.10% while Job Creation registered the lowest performance at 57.44%.

### - Performance of Imihigo at the Central level

The final evaluation of Imihigo 2021/2022 revealed that Ministries and Boards implemented their Imihigo at 78.70% in Economic Transformation,

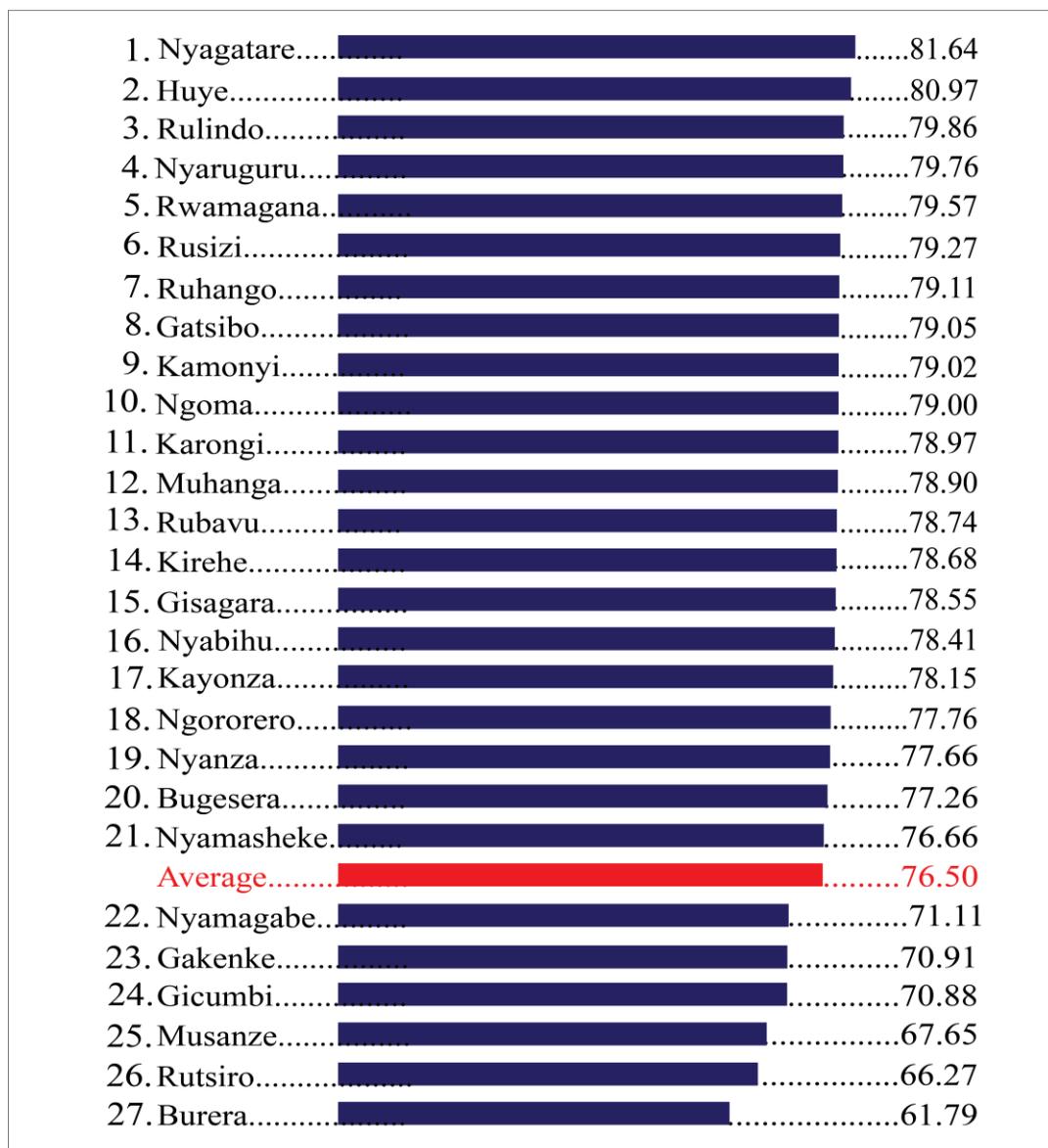
73.64% in Transformational Governance Cluster and 73.25% in Social Transformational Cluster.

#### - Performance of Imihigo at District level and the City of Kigali

In 2021/2022, the average of Districts' performance is 76.50%. Only three districts are below 70%. Imihigo of Economic Transformation pillar registered the highest average score of 89.36%; Social Transformation pillar recorded 81.63% while Transformational Governance scored 75.13%.

The City of Kigali implemented its Imihigo at 75.53%. Issues related to human security and transformational leadership were addressed at 66.99% on average by Districts and 66.02% in CoK. The performance of districts is summarized in the graph below.

Figure 1: Imihigo 2021/2022, Districts Scores



## Observations

The following are main factors that were identified as key drivers of good performance in Imihigo implementation process across all provinces and City of Kigali:

- **Good coordination and engagement of Imihigo Stakeholders:** Strong coordination of various district partners including private sector, non-government organizations and citizens is playing a vital role in strategically channeling their contributions in planning and implementation of Imihigo. The role is played mainly by members of Joint Action Development Forums (JADF) and District councils. This resulted in high levels of understanding, ownership and strong commitment to Imihigo achievements;
- **Enhanced mechanisms and innovations for regular monitoring of Imihigo implementation:** Regular monitoring and continuous follow-up of Imihigo implementation at all levels through ICT platforms such as Webex, Zoom and Whatsapp played a vital role mainly in the first quarters of this FY.
- **Strong collaboration and teamwork spirit:** Results show that the implementation of joint Imihigo is the result of close collaboration between all the implementing institutions; the central and local government institutions.

- ✓ **Early implementation of procurement plan** and starting the implementation of Imihigo on time to avoid working on pressure at the last minute, "*mbikore kare ngereyo ntavunitse*";
- ✓ **Innovations culture in the implementation and monitoring of Imihigo:** Use of innovative approaches were used to foster implementation and regular monitoring of Imihigo, especially the ones that needed particular attention. These innovations are for instance the "Tujyanemo Program", Delivery forum, Wisigara program, crime free village, teen mother's evening program, igitondo cy'isuku, Tubakarabye bake, kundwa kibondo initiative, Nezererwa kibondo, Ntunsige turajyana, umujyanama week, insina & ikawa ya mutuele, etc...;
- ✓ **Competitive spirit:** the culture of Excellence and the attitude of accountability are perceived as one of the driving factors to speed up the implementation of Imihigo.

Besides, the evaluation findings revealed some challenges faced during the 2021/2022 Imihigo implementation.

### Challenges of Imihigo implementation in 2021/2022 fiscal year

Many challenges arose during the implementation of Imihigo in 2021/2022 Fiscal Year. The following are key ones:

- ✓ Understaffed organization structures of implementing institutions negatively affected implementation of Imihigo. Vacant positions in implementing institutions take a toll on remaining employees. The

work still needs to be completed, which puts extra workload and pressure on other employees. In addition, newly appointed executive committees in districts whose experience in Imihigo Coordination is under development, delayed the implementation of some Imihigo;

- ✓ Delays in delivering the required equipment affected the timely implementation of Imihigo. The case of connections to electricity because of the delay of cash power and transformers is one among others.
- ✓ Epidemic diseases in livestock farming like Rift Valley fever has led to the decline of livestock markets and challenged Districts to implementing the related Imihigo.

## Recommendations

- The current level of Planning and implementation coordination should be maintained to ensure that Imihigo are serving the purpose of achieving the transformation that Rwanda is aspiring to;
- The current level of stakeholders involvement in Imihigo (from planning to implementation and reporting) should be maintained and improved;
- Timeframes of Imihigo implementation should be respected to avoid pressures towards the end of the Fiscal Years;
- Gaps in staff structures within implementing institutions should be filled and capacities of new executive committees strengthened for the management of Imihigo implementation;

- Peer learning meetings should be undertaken to facilitate sharing of experience and good practices in planning and implementation of Imihigo.

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## Chapter 1: General Introduction

The Government of Rwanda (GoR) introduced Imihigo In 2006 as a performance based management tool to strengthen strategic planning, accountability and to improve service delivery in the central and local government. Since then, Imihigo or performance contracts were adopted as a vital tool to implement efficiently and effectively the development programs as well as to improve the quality of public service delivery. Every year, both central and local government select a number of activities or projects from their action plans that will constitute Imihigo. At the end of the fiscal year, an evaluation is conducted to assess the extent to which institutions have achieved their targets. This evaluation is done by The National Institute of Statistics of Rwanda (NISR) since 2017/2018.

### 1.1. Rationale of Imihigo Evaluation

Imihigo as a tool for planning and implementation of development programs have lived their usefulness that continues to be used as vector towards achievement of country objectives as mentioned in various development policies and programs such as the first National Strategy for Transformation (NST1) whose aim is to achieve high standards of living conditions for all Rwandans by 2023/2024.

Activities to be included in Imihigo or performance contracts are derived from Sector Strategic Plans (SSPs), Districts Development Plans (DDPs),

Cabinet resolutions, National Consultations (Umushyikirano), Leadership retreats and grassroots consultations. These activities are clustered in three broad NST1 pillars: social development, good governance and economic development. They (Imihigo) are given a higher priority if compared to other activities in the annual action plans of districts, ministries and boards. The remaining activities in the action plans are also considered. A high attention is given to activities that deal with public service delivery, and other activities that have a greater impact on community well-being and public finance management.

Imihigo in ministries and boards are grouped according to clusters they (ministries and boards) belong to. The following table illustrates the way they are grouped.

Table 1: Ministries and Boards in their pillars classification in 2021/2022

	Cluster	Ministries and Boards
<b>Imihigo for Ministries</b>	Economic Cluster	The Ministry of infrastructure (MININFRA), Ministry of trade and Industry (MINICOM), The Ministry of Agriculture and Animal Resources (MINAGRI), The Ministry of Finance and Economic Planning (MINECOFIN), The Ministry of ICT and Innovation (MINICT), The Ministry of Environment (MoE), the Rwanda Development Board (RDB), the Rwanda Mines, Rwanda Petroleum and Gas Board (RMB) and Rwanda Water Resources Board (RWB).
	Social Cluster	The Ministry of Education (MINEDUC), The Ministry of Health (MoH), The Ministry of Sports (MINISPORTS), The Ministry of Public Service and Labor (MIFOTRA), The Ministry in Charge of Emergency Management (MINEMA), The Ministry of Gender and Family Promotion (MIGEPROF), The Ministry of Youth and Culture (MYCULTURE ),
	Governance and Justice Cluster	The Ministry of Local Government (MINALOC), The Ministry of Defense (MoD), The Ministry of Justice (MINIJUST), The Ministry of Foreign Affairs, Cooperation and East African Community (MINAFFET), the Rwanda Governance Board (RGB), Ministry of Interior (MININTER), Ministry of National Unity & Civic Engagement (MINUBUMWE)

According to their nature, there are Imihigo that are implemented in a joint manner. The following table presents Institutions grouped in clusters of Joint Imihigo.

Table 2: Institutions in clusters of 2021/2022 Joint Imihigo

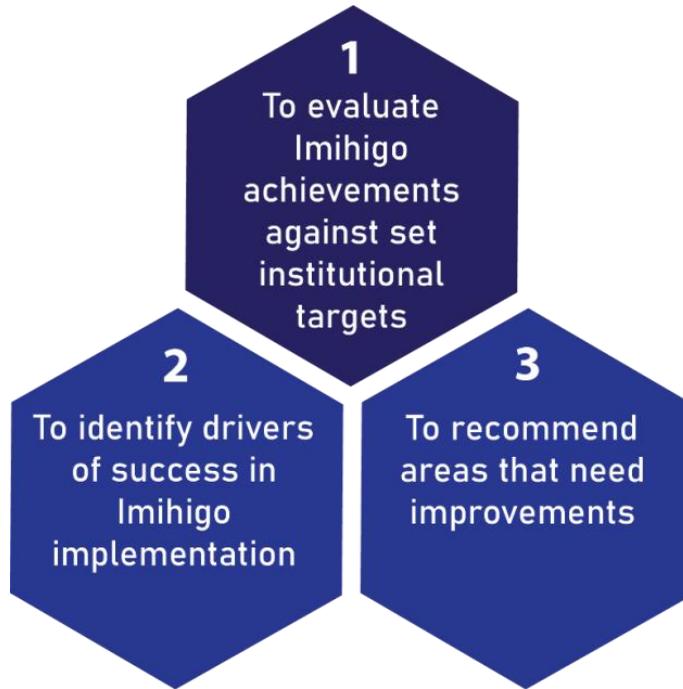
Cluster	Ministries and Boards
Agriculture	MINAGRI/RAB, MINALOC, MINICOM, RDB, DISTRICTS and CoK
Energy	MININFRA, MoE, MINEDUC, MINISANTE, MINALOC, DISTRICTS and CoK
Exports	RMB, MINAGRI, RDB, MINICOM, DISTRICTS and CoK
Job Creation	MINALOC, RDB, MINEDUC, MINICOM, MIGEPROF, MYCULTURE, MINECOFIN, MYCULTURE, MoE, MININFRA, MIFOTRA, DISTRICTS and CoK
Service Delivery	MINALOC, RGB, MINICIT, RDB, MIFOTRA, MINIJUST, MINEDUC, MIFOTRA, DISTRICTS and CoK
Social Protection	MINALOC, MINAGRI, MINAGRI, MINUBUMWE, MIGEPROF, MINIJUST, MINEMA, MINEDUC, MINISANTE, MINECOFIN, DISTRICTS and CoK
Urbanization	MININFRA, MINECOFIN, DISTRICTS and CoK

At the end of the fiscal year, an evaluation was conducted to determine the extent to which ministries, boards and districts have achieved their objectives and contributed to improvements in the socio-economic wellbeing of citizens.

## 1.2. Objectives of Imihigo Evaluation

Generally, the main objective of Imihigo evaluation is to examine whether Imihigo targets have been achieved. In addition, areas of strengths and weaknesses are identified as best practices and lessons to learn from for future improvement. Objectives of Imihigo evaluation are illustrated by the following figure.

Figure 2: Specific objectives of Imihigo evaluation



### 1.3. Relevance of Imihigo planning, implementation and evaluation

The salient features embedded in Imihigo planning, implementation and evaluation respond to the three pillars, which define the development path of Rwanda, and highlights the correlation of Imihigo achievements and their contribution to intended NST1 strategic outcomes. Specifically, they illustrate the way economic, social and governance objectives and targets are being aligned to national and district priorities and the extent to which national objectives and targets are being achieved at the end of the fiscal year.

The evaluation of Imihigo is effective and plays its role if and only if the following conditions are fulfilled: (1) during the planning process, efforts are made to ensure that related indicators are Specific, Measurable, Attainable, Relevant and Time Bound (SMART) and (2) during the implementation process, all relevant reports and other supporting documents are properly done and archived for evidence-based evaluation process.

#### 1.4. Consideration of Annual Action Plans

Imihigo are a portion of all activities in the overall annual work plans of districts, ministries and boards. To ensure a holistic evaluation of institutions' work, consideration of action plans allows balancing between prioritization of key development projects and all other activities outlined in action plans. The annual action plan has a considerable weight of 25% in the final score.

#### 1.5. Human Security Issues and Transformational Leadership

The CoK and districts efforts in addressing issues related to "Human Security" and "transformational leadership" are taken into account.

The Human Security issues that were prioritized in this year's evaluation include shelters and toilets for vulnerable households and the proportion of children with acute malnutrition, among others. The districts' efforts to address these issues were evaluated by a task force led by MINALOC.

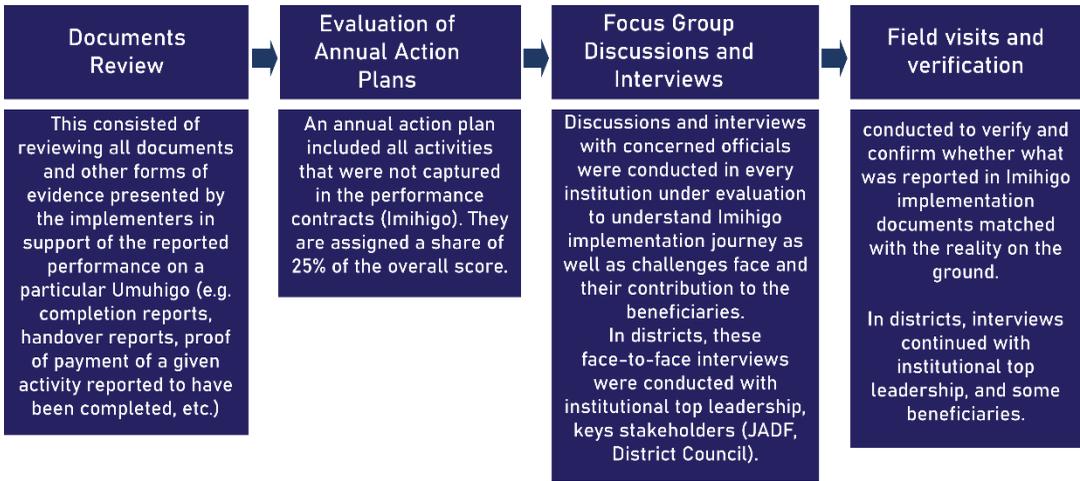
## Chapter 2: Methodology of final evaluation of 2021/2022 Imihigo

The final evaluation of 2021/2022 Imihigo followed a methodology that has been refined in 2017/2018 to ensure that achievements against the set Imihigo targets are tangibly and accurately measured. A number of criteria were set to guide the evaluation process. They include assessment of the extent to which the 2021/2022 Imihigo targets were achieved and their alignment to the NST1 objectives.

### 2.1. Evaluation approach

The evaluation consisted of reviewing Imihigo documents that support achievements; focus group discussions with officials in central government, districts and the City of Kigali (the executive committees, district councils, and members of the Joint Development Action Forum); spot-checks of sampled Imihigo for counter verification at field level; and interviews with beneficiaries. The implementation of annual action plans was also evaluated through sampled activities. The diagram below summarizes each step.

Figure 3: Steps of Imihigo evaluation Methodology



## 2.2. Imihigo classification and Categories

Imihigo are classified according to the NST1 pillars: Economic Transformation, Social Transformation and Transformational Governance.

In addition, Imihigo are grouped in the following types:

- **Joint Imihigo:** they are specific activities whose targets are jointly pledged by ministries, boards and districts. These are mainly in the following seven areas: energy, export, urbanization and settlement, agriculture, service delivery, job creation and social protection. They are weighed at 30% and 10% for ministries and districts respectively. This is due to the level of corresponding responsibility.
- **Individual Imihigo:** they consist of a set of targets whose implementation lies under the full responsibility of a single institution

(a Ministry, a Board or a District). For similar reasons, these are weighed at 40% and 30%.

In addition to these two categories, Imihigo are also set in two groups based on the utilization of their progressive implementation. They are Output Imihigo and Outcome Imihigo as described below:

- Output Imihigo: they constitute activities that cannot be put to use unless they have achieved completion (e.g. construction of bridges, houses, hospitals, markets, etc.). They are given a score of 100% if completed on time as planned, otherwise they are given 0%;
- Outcome Imihigo: these are activities that can be put to use progressively as they get implemented (e.g. terraces, connectivity to electricity, access to health insurance, etc.). They are evaluated based on the progressive level of achieved results at the time of the verification.

### 2.3. Evaluation Modalities and Scoring

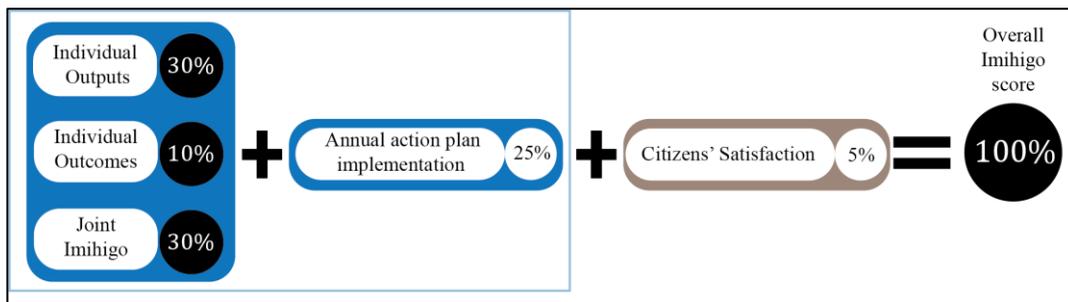
The evaluation modalities summarizing the above methodology are presented in Table 3 below.

Table 3: Evaluation Modalities

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 average 0.50: Average 0.25: Below average	1: Excellent 0.75: Above average 0.50: Average 0.25: Below average
		Timeliness of Umuhigo	1: Completed 0: Not completed
Outcome indicators		Full score for achieved target or above. Proportionately to what extent the progress has been made in case target not achieved	Full score for achieved target or above; Proportionately to what extent the progress has been made in case target not achieved
Citizens' satisfaction		Proportionately to what extent progress has been made	Proportionately to what extent progress has been made
Citizens' participation		Proportionately to what extent progress has been made	Not Applicable
Annual action plan implementation and budget		Proportionately to what extent activities are implemented and budget execution	Proportionately to what extent activities are implemented and budget execution

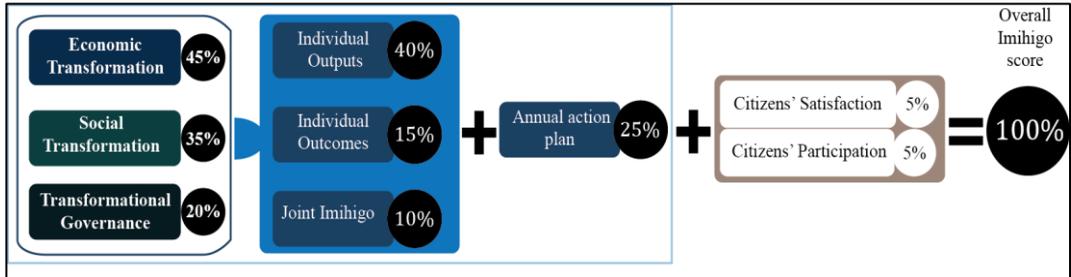
The Scores of “citizens’ satisfaction” and “citizen participation” are taken from the Citizen Report Card conducted each year by RGB. Figure 4 and Figure 5 summarize the scoring approaches.

Figure 4: Ministries and Boards Imihigo Evaluation



Note: Annual action plans for ministries or boards with no Joint Imihigo were evaluated at 30%.

Figure 5: Districts Imihigo Evaluation



The final Imihigo scoring process in CoK and districts includes their achievements in addressing issues that negatively affect human security and transformational leadership. These components are scored by the task force joint secretariat led by MINALOC. The Final Scoring formula is illustrated in Figure 6.

Figure 6: Districts Imihigo Evaluation Final Score





## Chapter 3: Evaluation Findings

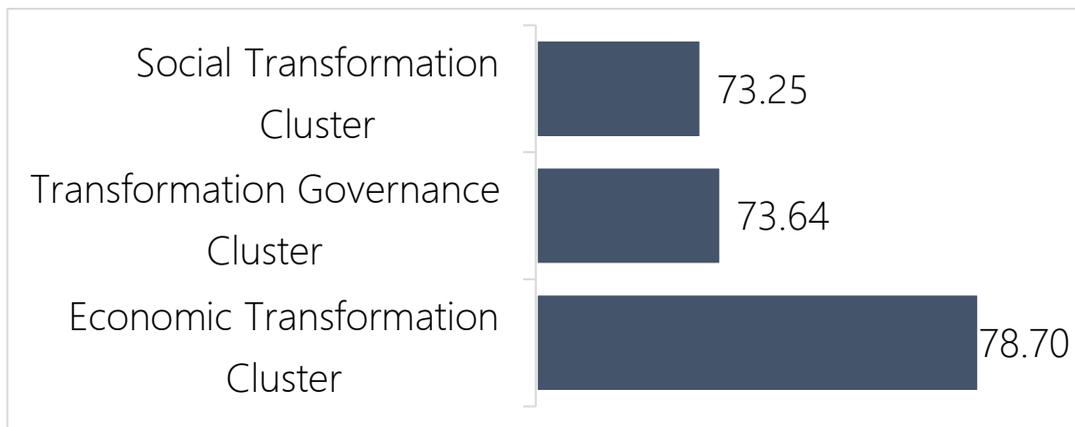
This chapter summarizes findings of the evaluation of 2021/2022 Imihigo. The related scores are presented in the following sections: the first section presents scores of the central government (19 ministries and 4 Boards), the second section talks about implementation performance of Joint Imihigo, the third section presents the evaluation of the City of Kigali performance, while the fourth section presents the performance of other 27 districts.

### 3.1. Imihigo Evaluation in the Central Government

Ministries and Boards were evaluated according to their respective clusters as summarized in Table 1.

The best performing cluster is Economic Transformation cluster with 78.70%. The least performance was observed in Social Transformation cluster with 73.25%.

Figure 7: Scores (%) Central level Performance 2021-2022

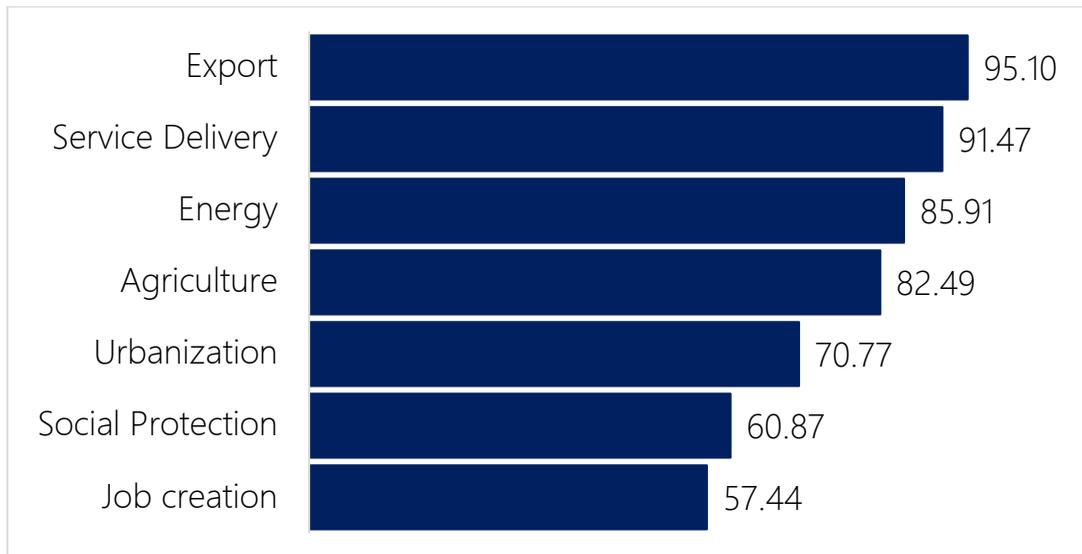


### 3.2. Performance in Joint Imihigo

The evaluation of 2021/2022 joint Imihigo implementation shows that the group of Export Imihigo registered the highest score with 95.10% while Job Creation registered the lowest score with 57.44%.

Scores of Joint Imihigo are illustrated in the Figure 8.

Figure 8: Scores (%) of Joint Imihigo in 2021/2022



### 3.3. Imihigo Evaluation in the City of Kigali

The performance of the City of Kigali (CoK) is summarized in the following table:

Table 4: Scores (%) of CoK in Imihigo 2021/2022 by pillars

Social Transformation	84.07
Economic Transformation	73.81
Transformational Governance	63.20
Human Security Issues and Transformational Governance	66.02

The overall score for the City of Kigali is 75.53%. The findings show the Social Transformation as the pillar where the City of Kigali performed well with 84.07%, the Economic Transformational pillar performed at 73.81% and the Transformational governance at 63.20%.

### 3.4. Imihigo Evaluation at the District level

The average score of other 27 districts is 76.50% (Imihigo of the City of Kigali are not included). Twenty-one districts implemented their Imihigo at a score that is above the average. The best performer in 2021/2022 is Nyagatare District, while the least one is Burera District. The different scores of Imihigo implementation performance by districts are visualized on the following figure (map).

Figure 9: Imihigo Implementation performances by districts, 2021/2022

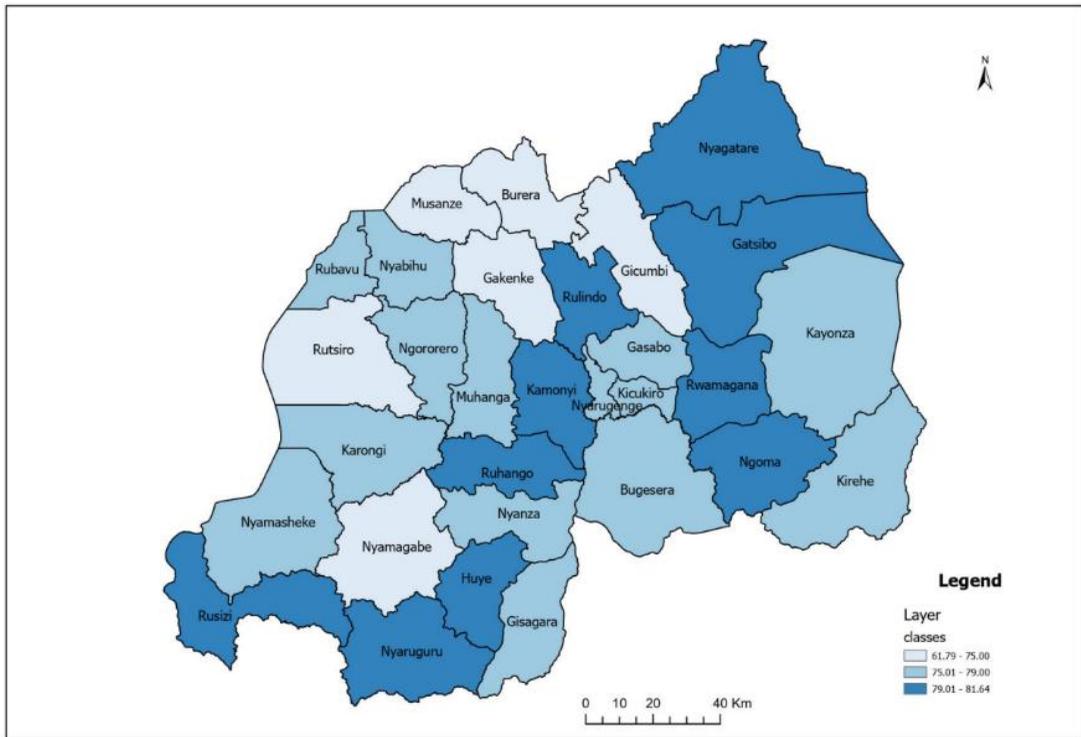


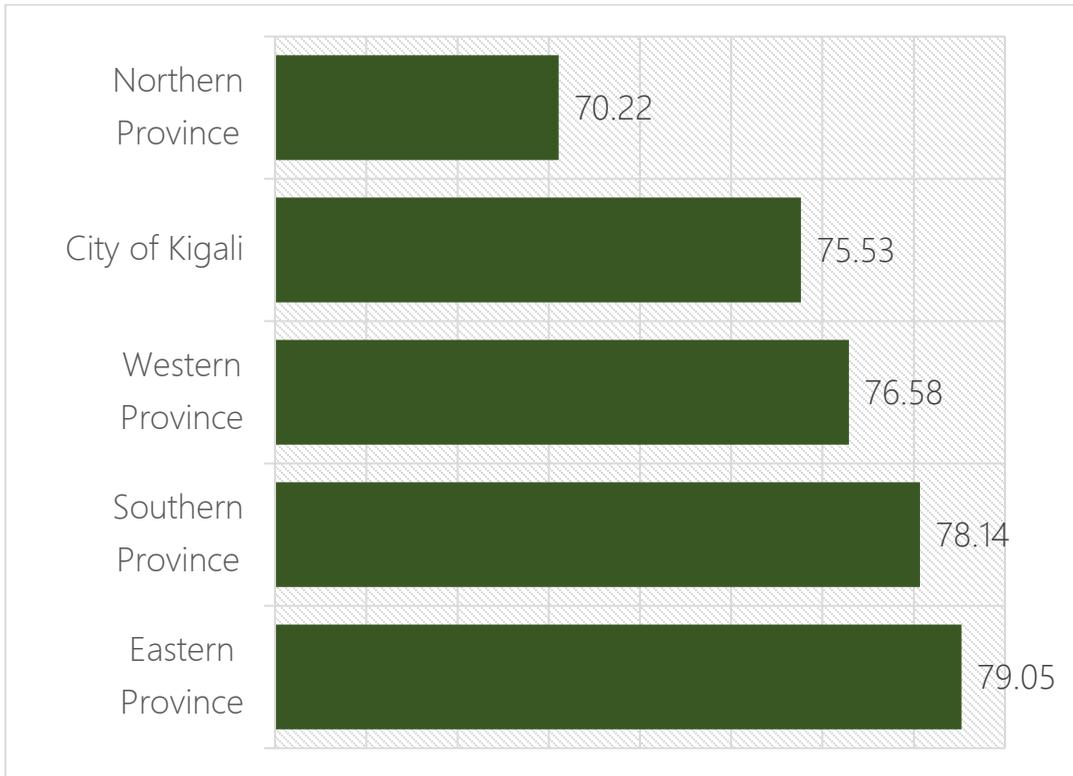
Table 5: Districts and their Imihigo and performance in 2021/2022

Rank	District	Number of Imihigo	Final Score (%)	Rank	District	Number of Imihigo	Final Score (%)
1	Nyagatare	105	81.64	15	Gisagara	95	78.55
2	Huye	90	80.97	16	Nyabihu	85	78.41
3	Rulindo	97	79.86	17	Kayonza	105	78.15
4	Nyaruguru	88	79.76	18	Ngororero	86	77.76
5	Rwamagana	92	79.57	19	Nyanza	89	77.66
6	Rusizi	94	79.27	20	Bugesera	94	77.26
7	Ruhango	96	79.11	21	Nyamasheke	100	76.66
8	Gatsibo	99	79.05	22	Nyamagabe	92	71.11
9	Kamonyi	88	79.02	23	Gakenke	83	70.91
10	Ngoma	86	79	24	Gicumbi	90	70.88
11	Karongi	96	78.97	25	Musanze	83	67.65
12	Muhanga	85	78.9	26	Rutsiro	87	66.27
13	Rubavu	89	78.74	27	Burera	88	61.79
14	Kirehe	95	78.68		Average	91.74	76.50

The evaluation findings noticed that all Provinces are represented in the six top districts.

Grouped in their respective provinces, it is observed that districts in the Eastern province scored the highest score with 79.05%, while the Northern Province registered the lowest score (70.22%). Average scores of provinces are illustrated on the figure 10 below.

Figure 10: implementation of 2021/2022 Imihigo, Districts in their Provinces



### 3.4.3. Key drivers of good performance in 2021/2022 Imihigo

The following are main factors that were identified as key drivers of good performance in Imihigo implementation process across all provinces and City of Kigali are:

- Good coordination and engagement of Imihigo Stakeholders:

Strong coordination of various district partners including private sector, non-government organizations and citizens is playing a vital role in

strategically channeling their contributions in planning and implementation of Imihigo. The role played mainly by members of Joint Action Development Forums (JADF) and District councils. This resulted in high levels of understanding, ownership and strong commitment to Imihigo achievements;

- Enhanced mechanisms and innovations for regular monitoring of Imihigo implementation: Regular monitoring and continuous follow-up of Imihigo implementation at all levels through ICT platforms such as Webex, Zoom and Whatsapp played a vital role mainly in the first quarters of this FY when COVID-19 measures, reduced movements and physical meetings were still restricted.
- Strong collaboration and teamwork spirit: Results show that the implementation of joint Imihigo is the result of close collaboration between all the implementing institutions; the central and local government institutions.
- ✓ Early implementation of procurement plan and starting the implementation of Imihigo on time to avoid working on pressure on the last minute, "*mbikore kare ngereyo ntavunitse*";
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- ✓ Competitive spirit: the culture of Excellence and the attitude of accountability are perceived as one of the driving factors to speed up the implementation of Imihigo.

Besides, the evaluation findings revealed some similar challenges faced during the 2021/2022 Imihigo implementation.

#### 3.4.4. Challenges of Imihigo implementation in 2021/2022 fiscal year

Many challenges arose during the implementation of Imihigo in 2021/2022 Fiscal Year. The following are key ones:

- ✓ Understaffed organization structures of implementing institutions negatively affected implementation of Imihigo. Vacant positions in implementing institutions take a toll on remaining employees. The work still needs to be completed, which puts added workload and pressure on other employees. In addition, newly appointed executive committees in districts whose experience in Imihigo Coordination is under development, delayed the implementation of some Imihigo;
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## Chapter 4: Recommendations

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