



Republic of Rwanda



Imihigo

2019/2020

Evaluation Executive Report

National Institute of Statistics of Rwanda



Republic of Rwanda



Evaluation of 2019/2020 Imihigo

Executive Report

September 2020

Summary

The 2019/2020 Imihigo evaluation report is the third iteration produced by the National Institute of Statistics of Rwanda (NISR) as part of evaluation framework for implementation of the National Strategy for Transformation (NST-1).

Imihigo are recognized as an innovative and home-grown approach that consists of formal public service commitments signed by ministries, public agencies/boards and districts with His Excellency the President of the Republic of Rwanda, to deliver key specific outputs of significant contribution to socio-economic development of Rwanda. These performance contracts are planned and implemented every fiscal year, and evaluated on annual basis.

Evaluation Methodology

The Imihigo evaluation methodology has undergone series of improvements over the past few years for the purpose of ensuring that achievements against the set Imihigo targets are tangible and accurately measured. The current Imihigo evaluation methodology consists of a comprehensive review of Imihigo implementation reports and associated documents, field visit of Imihigo projects sampled from analyzed reports, as well as assessment of action plans in the overall scorecard of ministries/boards and districts.

Performance at a glance:

Performance of Joint Imihigo

Joint Imihigo are specific activities whose targets are jointly set and implemented by two or more institutions within a sector. Of all 2019/2020 Joint imihigo, the highest performance was observed in Energy Joint Imihigo and the least in Service, with implementation rates of 86.08% and 34.02% respectively.

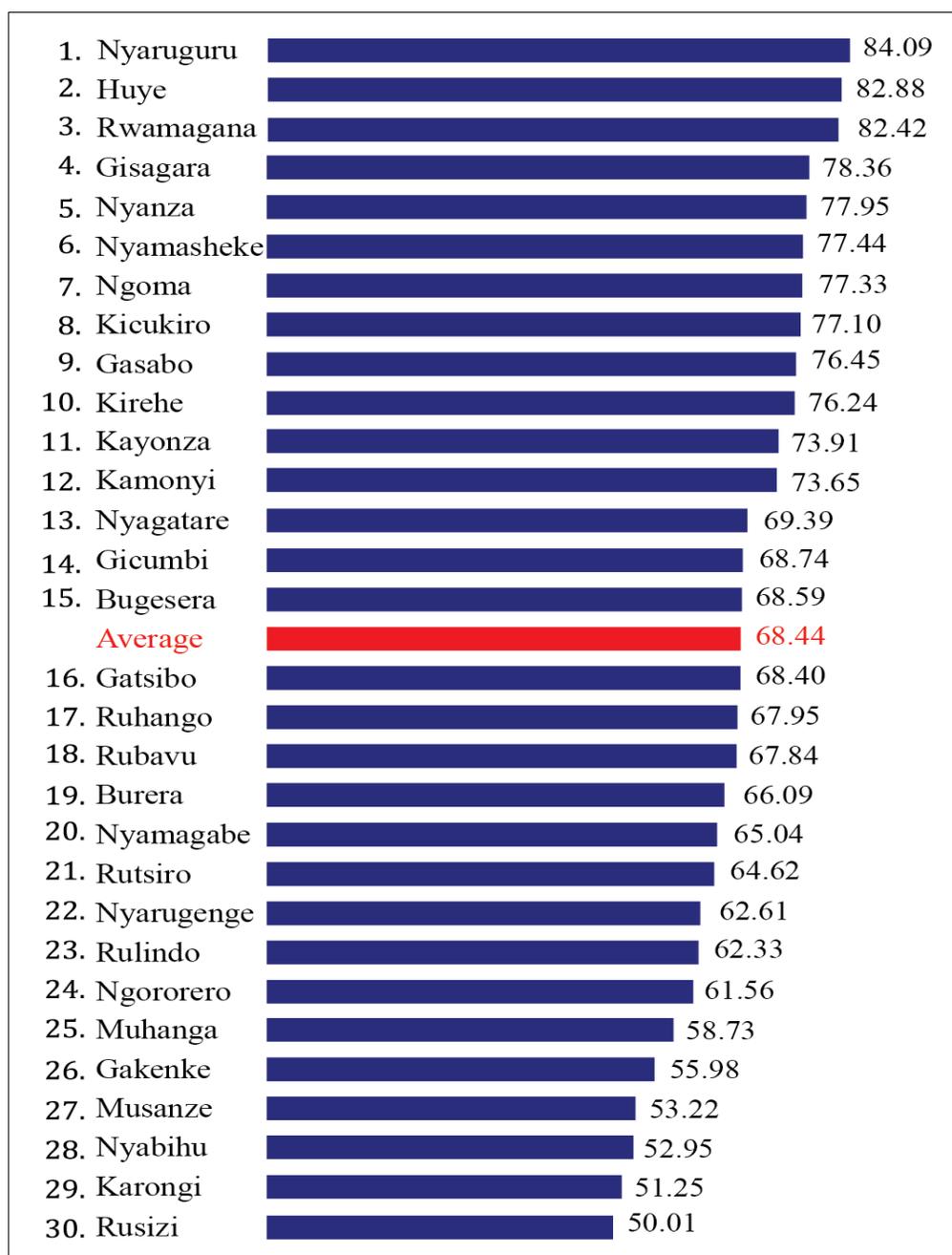
Performance at the Central level

The final Imihigo evaluation of 2019/2020 revealed that Ministries and Boards implemented their Imihigo at 69.10% in Transformational Governance Cluster, 71.94% in Economic Transformation, and 56.32% in Social Transformational Cluster.

Performance at District level

On average, districts implemented their Imihigo at 68.44%. Imihigo within Economic Transformation pillar registered the highest average of 71.88% while the Transformational Governance and Social Transformation pillars recorded 64.86% and 60.00% respectively. It is important to note that, according to the National Human Security Issues and Transformational Leadership evaluation, districts addressed human security and transformational leadership issues at 65.38% on average. District performances and ranking are summarized in the graph below.

Districts Performance (%) in 2019/2020 Imihigo Implementation



Source: NISR, 2019/2020 Imihigo, Evaluation Findings

Observations and Recommendations

Observations

Based on evaluation findings, good performance observed in implementing Imihigo is attributed to proper conceptualization and earlier implementation of Imihigo, especially in disruptive times like Covid-19, natural disasters and others. In addition, learning from previous experience facilitates improvements in implementation. However, the overall implementation performance was affected by Covid-19 pandemic, especially during the last quarter of the fiscal year.

Recommendations

The following are key recommendations:

- There is need to ensure timely identification of Imihigo. Official signing can take place at a later date, but confirmation should be done by end June. This calls for earlier review and brainstorming between concerned institutions;
- Early implementation is important, starting with the first quarter. This allows mitigation of challenges that might otherwise hinder implementation;
- Establish robust mechanisms to allow regular monitoring of Imihigo implementation. These mechanisms may include strengthening reporting frameworks, data collection and archiving;
- For the implementation of Joint Imihigo, planning and coordination mechanisms should be improved with clear division of roles and responsibilities;
- Institutions should be well prepared to manage effects of natural disasters on the implementation of Imihigo.

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Chapter 1: General Introduction

Imihigo is a public service performance contract. The concept of Imihigo originates from Rwanda's traditional systems of accountability whereby individuals or a community set goals to be achieved within a given period of time after which an evaluation is done to examine at which levels targets have been achieved. Since 2006, Imihigo have been adopted as a tool for good governance and accountability in the context of accelerating Rwanda's socio-economic transformation. Imihigo constitute important mechanism in development process as they offer an opportunity for regular assessments of progress at the local and central government levels.

In 2013/2014, Imihigo underwent significant changes in design and methodology. A key shift was from an auto-evaluation approach by which implementers could do their own assessment of their performance in relation to their set targets. A more rigorous methodology has been implemented over the past few years, with key objective to ensure that Imihigo continue to serve the purpose they were originally meant for: *transforming the lives of Rwandans*. Correspondingly, greater efforts have been made in ensuring that the design of Imihigo is linked to national development ambitions with main focus on prioritizing community needs identified as most pressing. As a result, citizen participation has increasingly gained a center stage in Imihigo.

As an indigenous knowledge system, the essence of Imihigo is meant to transform people's lives while ensuring sustainability through citizen involvement. This is a deliberate shift to a truly inclusive and holistic approach to development. In other words, Imihigo intends to build the confidence of citizens as active participants in their own development by identifying and

applying approaches to socio-economic change they are familiar with – from the Rwandan culture.

Imihigo are expected to continue serving this role over the next horizon of national transformation: Vision 2050 and subsequent generations of NST. Further, Imihigo are expected to facilitate the growth of self-reliant, innovative, and economically vibrant communities across the country. However, for this to happen, there is a need for combining efforts geared towards refining Imihigo in both design and implementation, to really make it a particular framework for mobilizing the diversity of actors around a collective sense of purpose and responsibility.

This year, the implementation of 2019/2020 Imihigo at central and local government levels was affected by the Covid-19 pandemic. Imihigo that required citizen mobilization for their implementation were mostly affected.

1.1. Objectives of the final evaluation of 2019/2020 Imihigo

Broadly, the objective of this evaluation is to examine whether Imihigo commitments have been achieved.

Besides, it is important to identify, through evaluation, areas of strengths to serve as best practices for others to learn from, and weaknesses as lessons learnt for future improvement in planning and implementation of Imihigo.

Specifically, the assessment seeks:

- To evaluate Imihigo achievements against set institutional targets,
- To examine the implementation of joint Imihigo by both districts and ministries,

- To identify drivers of successes in Imihigo,
- To recommend areas that need improvements.

1.2. Deepening Imihigo for delivery

Imihigo is an integral part of the overall national annual planning and budgeting process. They aim to ensure alignment of Imihigo targets to the national development priorities and adequate resource allocation for their implementation.

Planning of Imihigo is guided by a number of principles that include:

- **Continuity:** Imihigo are planned and implemented on an annual basis; however, they also have a forward looking intent to achieve medium and long term results;
- **Joint efforts:** Imihigo planning and implementation should provide an opportunity to all stakeholders - Ministries, Districts, Civil Society Organizations, the Private Sector, and community members – to join efforts in delivering national development objectives;
- **Citizen engagement:** The planning of Imihigo at district level should reflect the voices of community members and prioritize their needs. Citizens are the principle beneficiaries of Imihigo.

Significant improvements have been introduced since 2018/2019 Imihigo. In planning, increased efforts were made to link contracts to national development ambitions and needs of the community. In implementation, coordination and mobilization of stakeholders have been improving over the years, to the extent that district authorities are increasingly relying on partnerships during implementation. In monitoring and evaluation, efforts have been made to

ensure that indicators are Specific, Measurable, Attainable, Relevant and Time Bound (SMART) and evidence-based evaluation is strengthened.

1.3. The Annual Action Plans

Before, there had been some activities outlined in annual action plans of districts, ministries and agencies that were not part of Imihigo. But currently, these action plans have been considered and evaluated. This inclusion of the action plans allows balancing between prioritization of key development projects and consideration of all other activities outlined in action plans. The annual action plan has a considerable weight of 25% in the final score.

1.4. Human Security Issues and Transformational Leadership

The districts performance in addressing issues related to “*Human Security*” and “*transformational leadership*” was also taken into account. Human security issues prioritized in this year’s evaluation include: Construction of houses for eligible vulnerable beneficiaries, construction of toilets for eligible vulnerable households and the proportion of children in red & yellow colors (indicating risk levels of child acute malnutrition) who graduated to Green, etc. The district performance to address these issues was evaluated by the National Human Security Issues task force joint secretariat led by MINALOC.

Chapter 2: Methodology of final evaluation of 2019/2020 Imihigo

Since 2013/2014, Imihigo evaluation methodology has been refined and improved. Methodological adjustments have been made to ensure that achievements against the set Imihigo targets are tangibly and accurately measured. Accordingly, these adjustments are meant to fast-track progress against national commitments throughout the implementation of NST1 and the Vision 2050.

2.1. Components of Imihigo Evaluation Methodology

The Imihigo evaluation methodology comprises the following four components:

- 1. Audit:** This consists of reviewing all documents and other forms of evidences presented by the implementers in support of the reported performance on a particular Umuhigo (e.g. completion reports, handover report, proof of payment of a given activity reported to have been completed, etc.),
- 2. Field visits and verification:** In the process of Imihigo evaluation, field visits are conducted to verify and confirm whether what is reported in Imihigo implementation documents match with the reality on the ground,
- 3. Evaluation of Annual Action Plans:** As usual, the methodology considered also the evaluation of annual action plans in the overall Imihigo evaluation scorecard of ministries, boards and districts. An annual action plan includes all activities that are not captured in the performance contracts (Imihigo). They are assigned a share of 25% of the overall score,
- 4. Focus Group Discussions and Interviews:** Normally, discussions and interviews with concerned officials are conducted in every institution under evaluation to understand

Imihigo implementation journey as well as challenges faced. Unfortunately this year, the Covid-19 pandemic made it impossible to conduct these face-to-face interviews. However, some authorities at central and local government were alternatively contacted remotely to avail more information related to the implementation of 2019/2020 Imihigo during document audit.

2.2. Imihigo Categories

The evaluation methodology groups Imihigo into two categories: Output and Outcome Imihigo.

- **Output Imihigo** constitute activities that cannot be put to use unless they have achieved completion (e.g. targets on construction of class rooms, a hospital, a market, etc.). The output Imihigo are given a score of 100% if completed on time as planned and 0% otherwise.
- **Outcome Imihigo** refer to activities that can be put to use progressively as they get implemented (e.g. targets to do with terraces, connectivity to electricity, access to health insurance, etc.). These Imihigo are evaluated based on the progressive level of achieved results at the time of the verification..

In addition to these two categories, Imihigo are also identified in two groups based on their implementation approach, namely Joint and Individual Imihigo as detailed below:

- **Joint Imihigo** are specific activities whose targets are jointly pledged by ministries and districts. These are mainly in the following seven areas: energy, export, urbanization and settlement, agriculture, service delivery, job creation and social protection. During scoring, joint Imihigo are weighed at 30% and 10% for ministries

and districts respectively. This is due to the nature of the projects and level of responsibility involved.

- **Individual Imihigo** consist of a set of targets whose implementation lies under full responsibility of a single institution (e.g. a Ministry or a District). For similar reasons, these are weighed at 40% and 30% for districts and ministries respectively.

2.3. Evaluation Modalities and Scoring

The evaluation modalities summarizing the above methodology are presented in table 1 below.

Table 1: Evaluation Modalities and Scoring

	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 0: Poor	1: Excellent 0.75: Above average 0.50: Average 0.25: Below average 0: Poor
	Timeliness of Umuhigo	1: Completed 0: Not completed	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

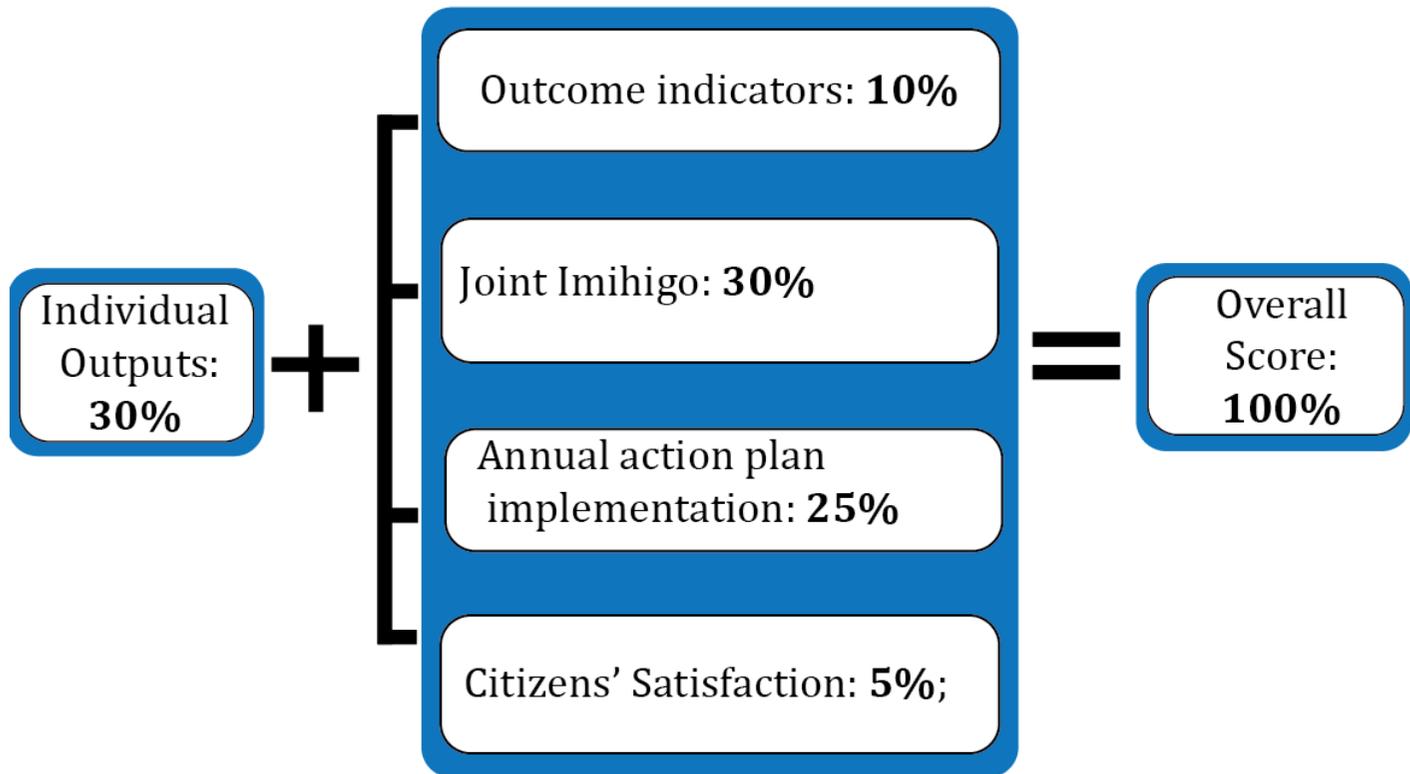
2.4. Scoring Imihigo at Ministries and Districts levels

In addition to the completeness and quality of investment, the score attributed to a specific Output Umuhigo depends on a range of factors, including:

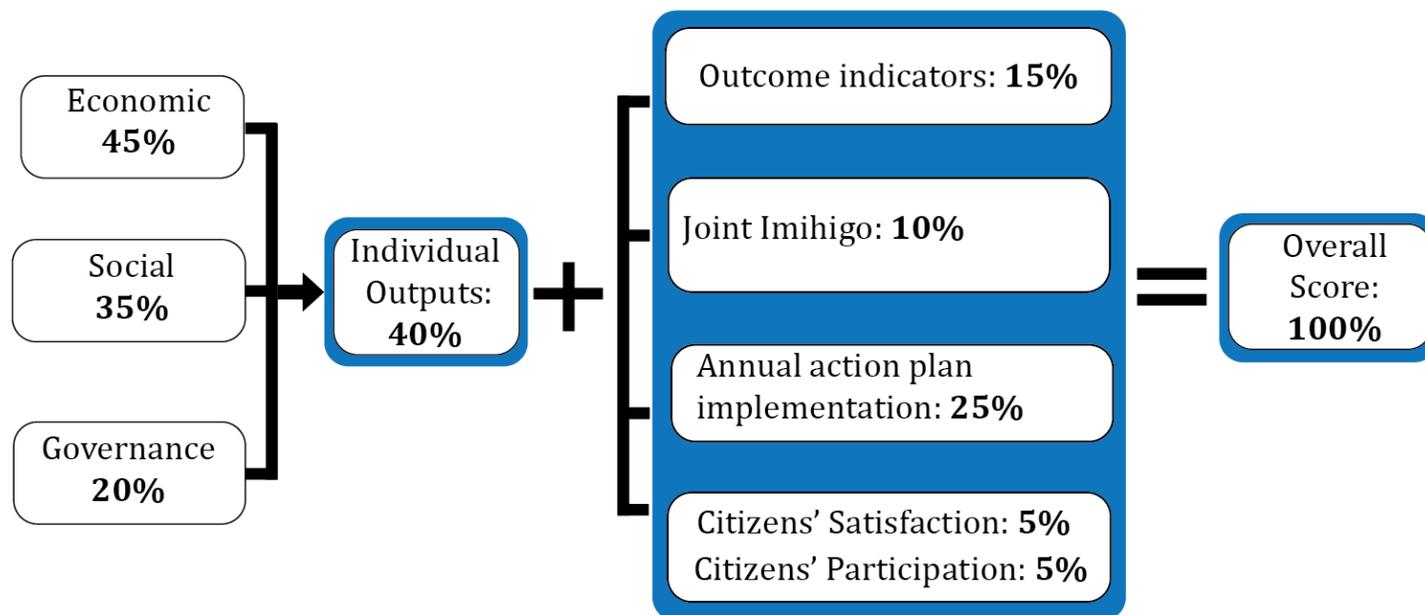
- The pillar under which it falls (economic, social or governance);
- Implementation approach: jointly or individually implemented, and;
- Whether that specific Umuhigo is an output or outcome.

The scoring formulas for ministries and districts are presented in figure 1 and 2 below.

Figure 1: Ministries/Boards Imihigo Evaluation

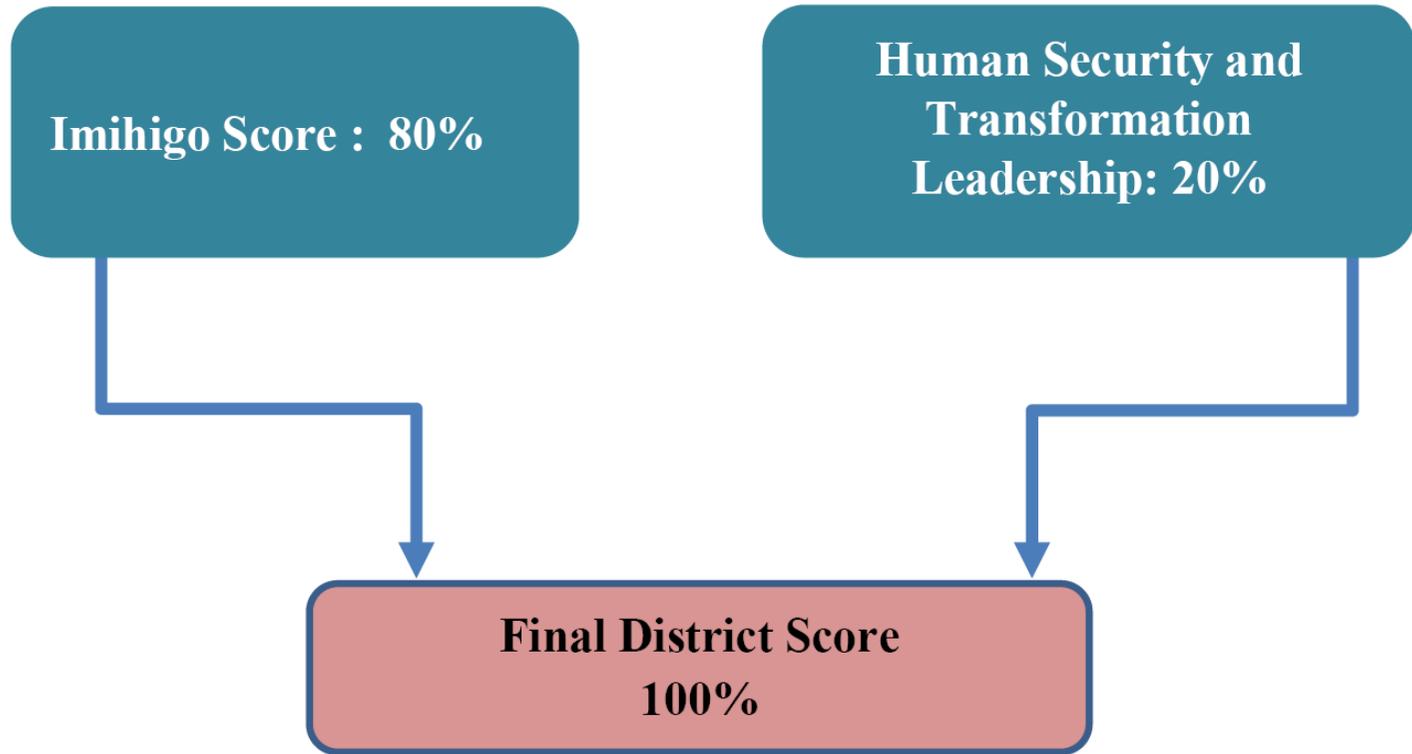


Note: Annual action plans for ministries or boards with no Joint Imihigo were evaluated at 30%.

Figure 2: Districts Imihigo Evaluation Formula

The Imihigo scoring process in districts includes the scoring of achievements in addressing issues related to human security and the transformational leadership. These components are scored by the National Human Security issues task force joint secretariat led by MINALOC. The Final Scoring formula is shown in Figure 3.

Figure 3: Imihigo Evaluation, Final district score



Chapter 3: Evaluation Findings

This section summarizes findings of the final evaluation of 2019/2020 Imihigo for central and local government levels. The findings at central government level comprise of Imihigo performance of ministries and boards grouped in their respective clusters, while those at local government level represent performance for the City of Kigali (CoK) and the 30 districts. This evaluation also briefly analyses the performance Imihigo that are jointly implemented by central and local Government.

3.1. Imihigo Evaluation in the Central Government

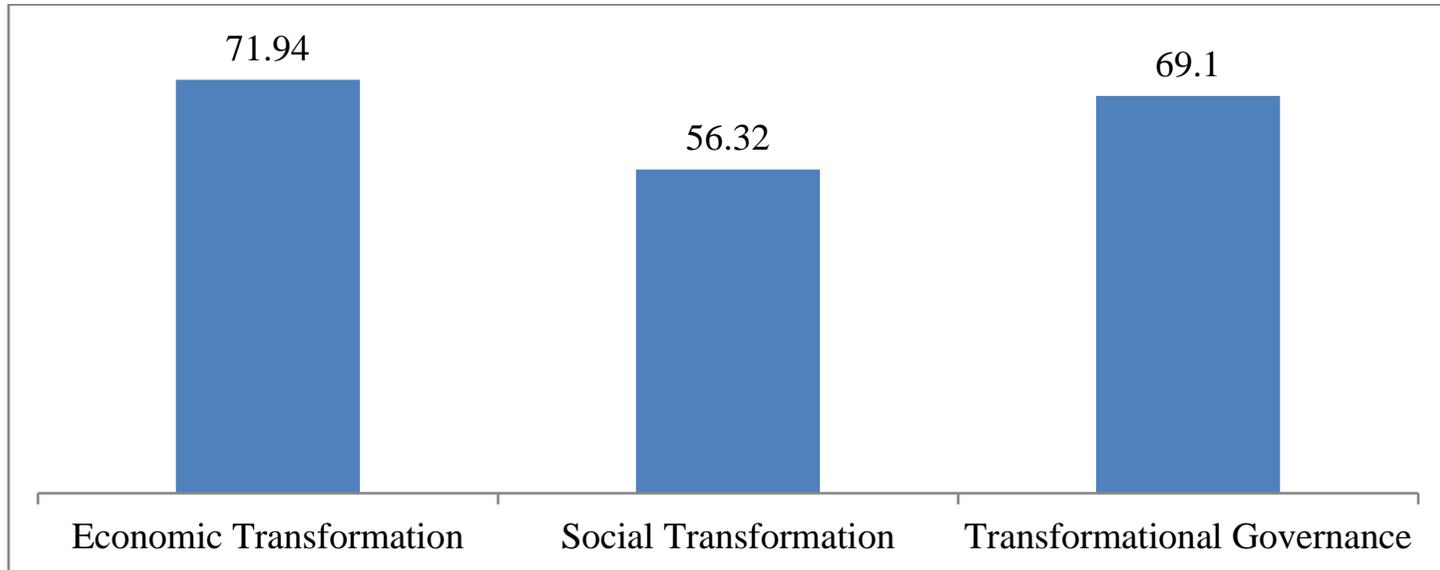
Ministries and selected Boards were evaluated according to their respective clusters as summarized in the table below.

Table 2: Evaluated Ministries and Boards

Cluster	Ministries and Boards
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, Petroleum and Gas Board (RMB)
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)

The best performing cluster is the Economic Transformation with 71.94%. The Social Transformation Cluster registered an average of 56.32%. The graph below illustrates the performance in different clusters.

Figure 4: Imihigo Performance (%) in the Central Governance by Cluster

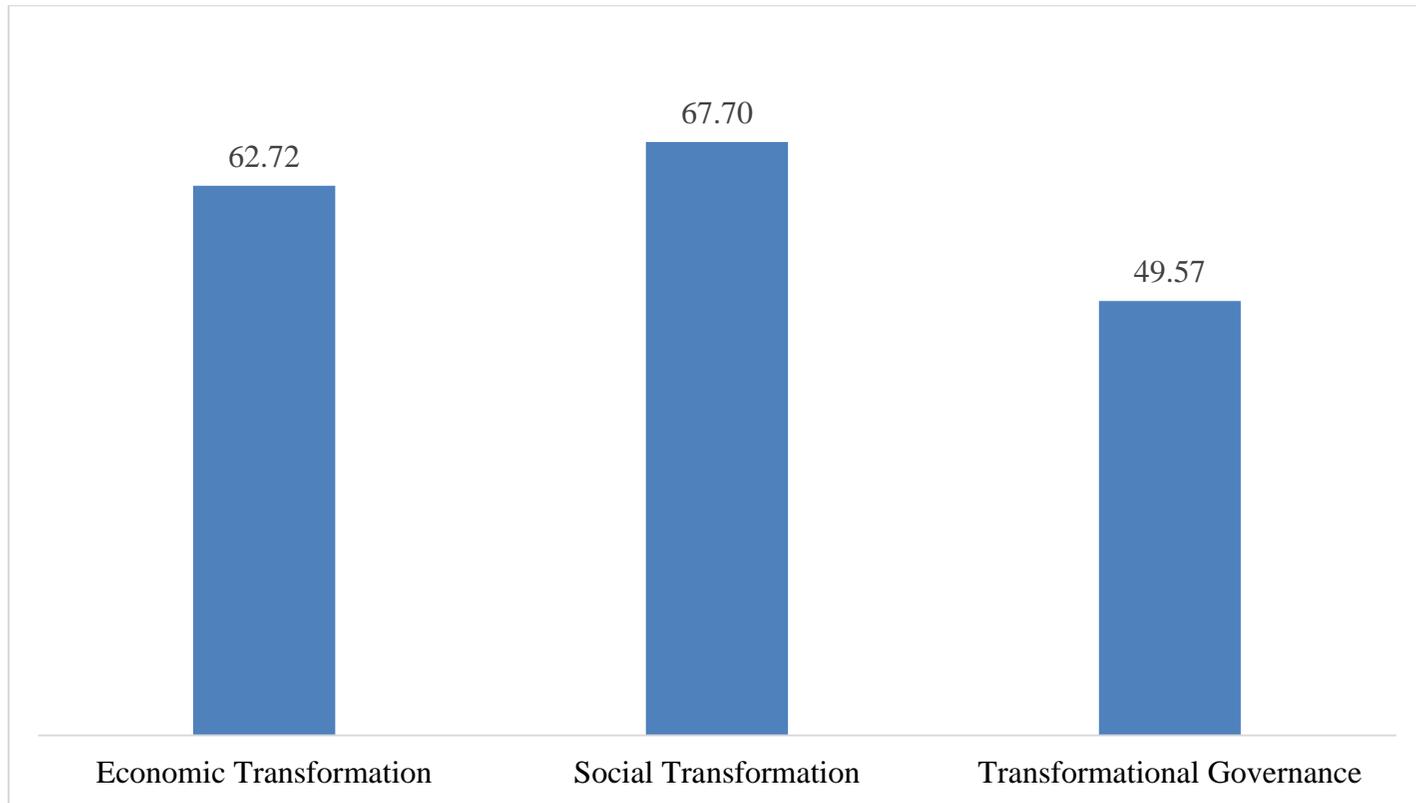


3.2. Imihigo Evaluation in the Local Government

3.2.1. Imihigo evaluation in the City of Kigali

The evaluation of Imihigo in the CoK focused on the implementation performance recorded along the three pillars as depicted in the figure below.

Figure 5: Imihigo Performance (%) in the City of Kigali



The total number of Imihigo pledged by the City of Kigali for fiscal year 2019/2020 was 142. The overall performance of the CoK in 2019/2020 Imihigo is **63.16%**.

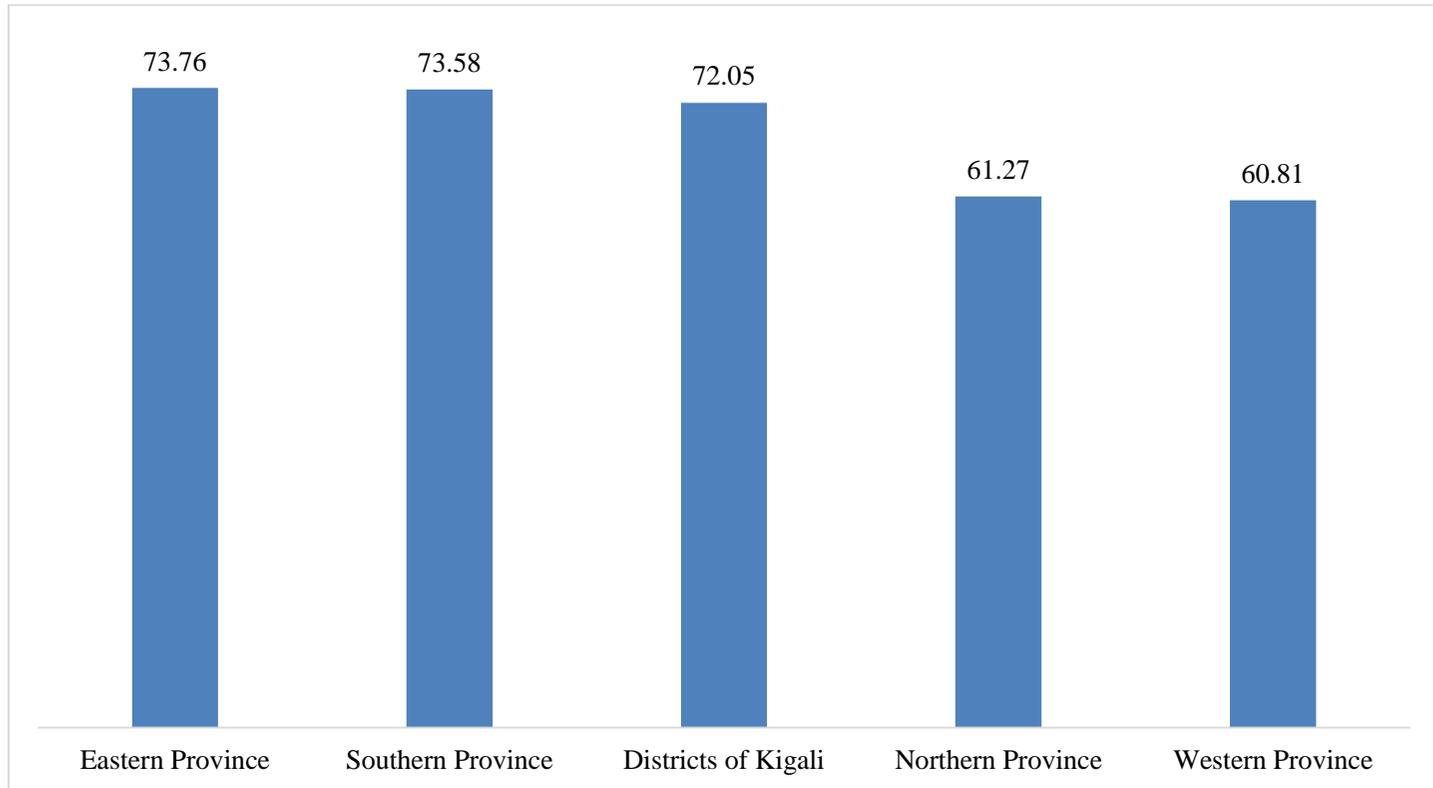
According to the evaluation, the prevalence of Covid-19 pandemic and related lockdown measures affected the implementation of 2019/2020 Imihigo by CoK, especially in clusters

requiring citizen mobilization. Examples of these include citizen complaints settled through abunzi, Ndi Umunyarwanda interactive sessions, own revenues, to mention but a few. In addition, some construction projects in this pillar were not completed until the end of the fiscal year.

3.2.2. Imihigo Evaluation in Provinces and Districts

As illustrated in Figure 6, averages of district performances in provinces indicate that Imihigo in the Eastern Province were implemented at 73.76%, while in the Western Province, Imihigo were implemented at 60.81%, which is the lowest implementation performance. This low performance in Western Province might be explained by the fact that most of districts in the province were affected by natural disasters and the Covid-19 pandemic.

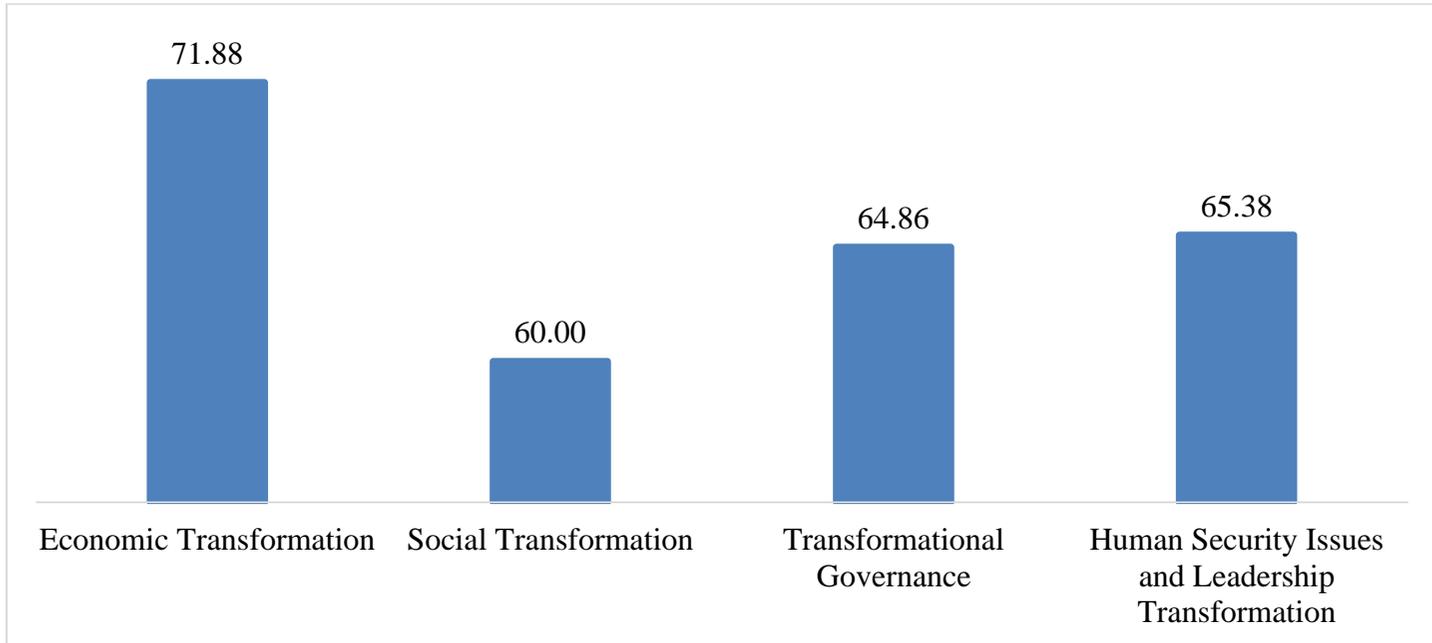
Figure 6: Average Performance (%) by Province



Imihigo performance in Districts by pillars

The Figure 7 below illustrates that on average, the highest performance is in Economic Transformation pillar with 71.88%, while the lowest is observed in the Social Transformation with 60%.

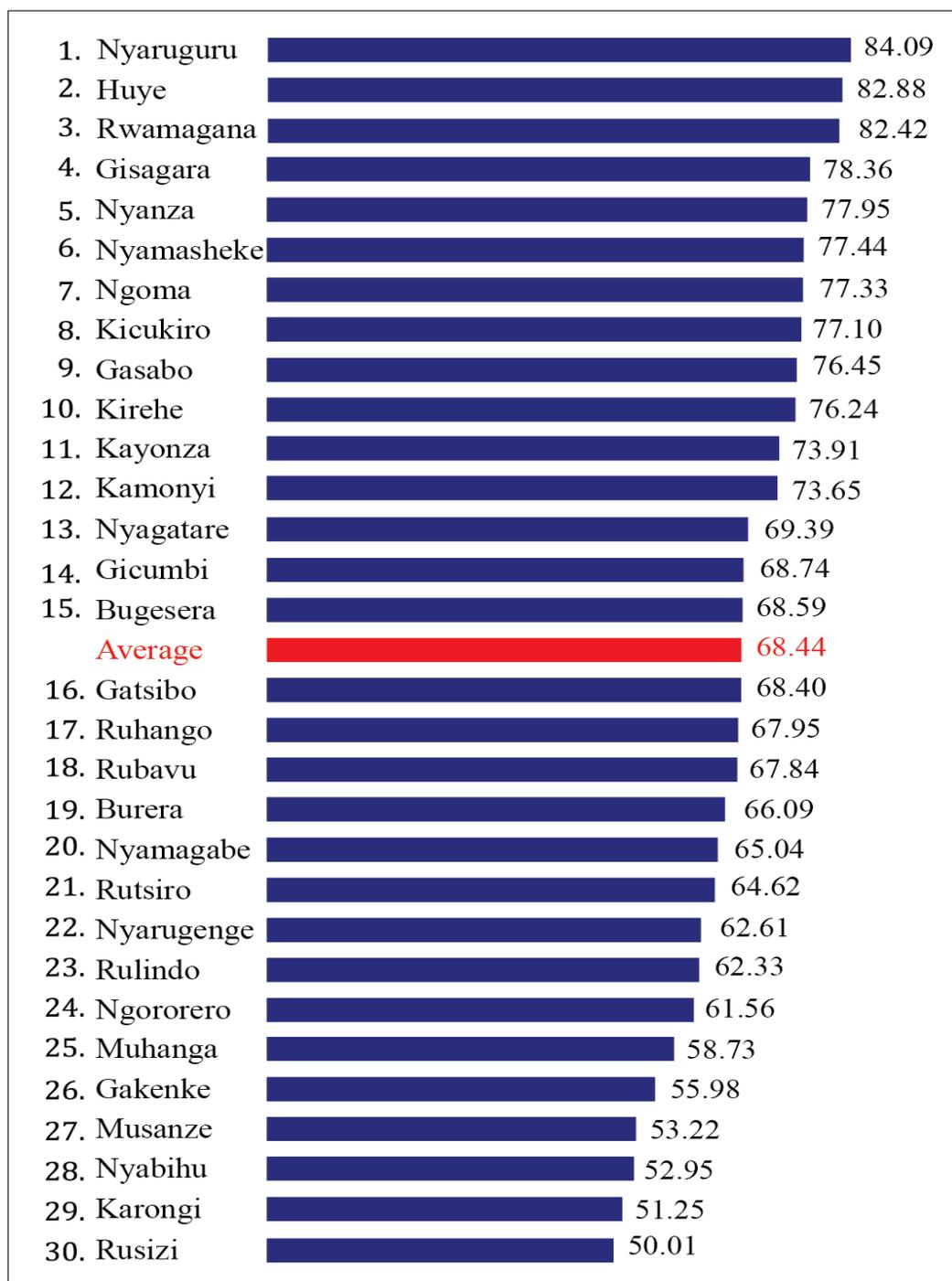
Figure 7: Average Districts’ performance (%) by Pillars



The overall performance (%) of Districts

As illustrated by the Figure 8, the overall performance average is 68.44%. It is realized that 15 districts have implemented their Imihigo at a score that is below the average. Nyaruguru, Huye and Rwamagana are the best three performers in 2019/2020 Imihigo. Only 12 districts scored above 70%.

The overall performance and ranking of districts is summarized in the graph below. Among the five best performers, four are in Southern Province.

Figure 8: Overall Performance of Districts (2019-2020)

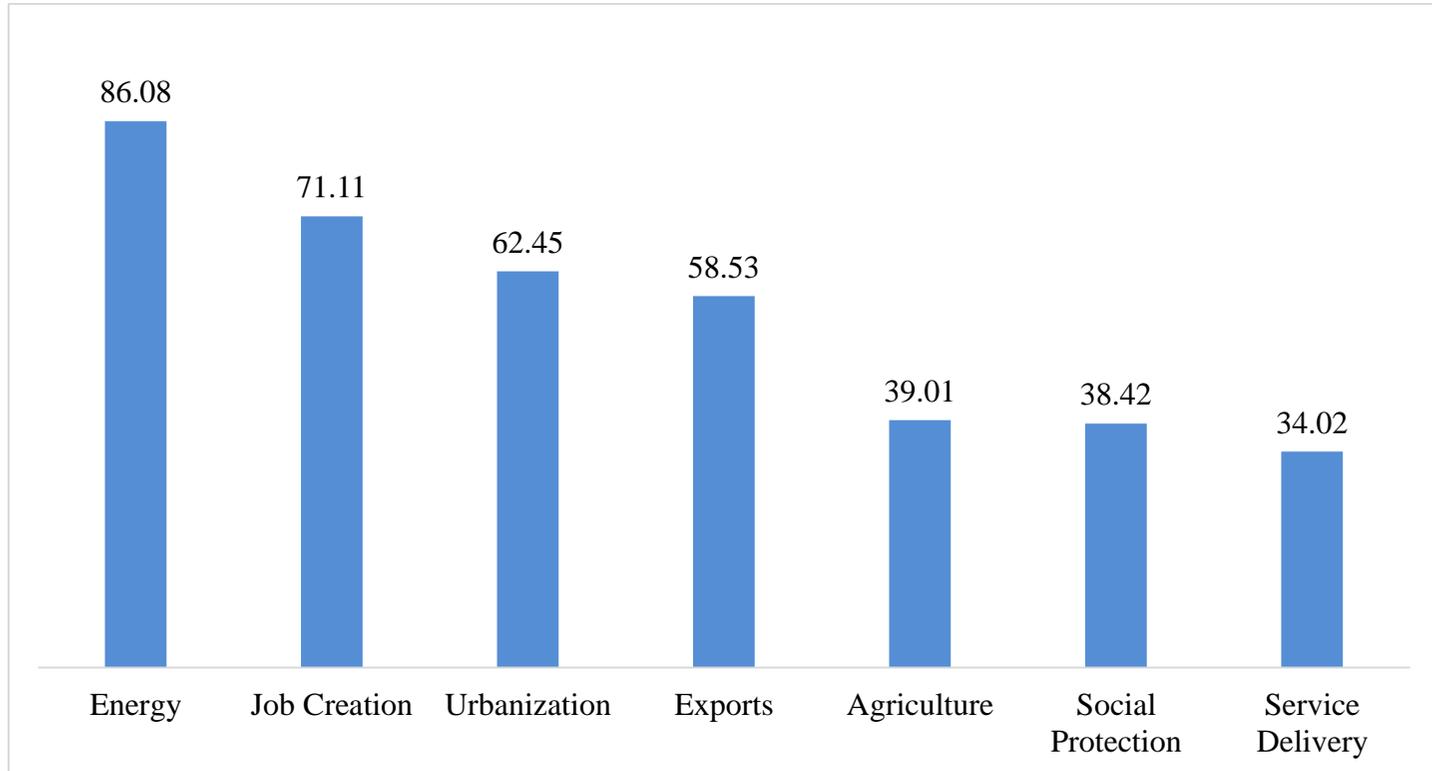
Source: NISR, 2019/2020 Imihigo, Evaluation Findings

3.2.3. Performance in Joint Imihigo

Joint Imihigo are Imihigo that are jointly implemented by two or more ministries or by a ministry and a district. This type of Imihigo are grouped in seven priority areas, namely: agriculture, urbanization and settlement, social protection, service delivery, energy, job creation and export.

The evaluation illustrated that Joint Imihigo for Energy, Job Creation, Urbanization and Exports were implemented at more than 50%. The remaining joint Imihigo which scored below 50% are Agriculture, Social Protection and Service Delivery. The lowest performance is observed in Service delivery Joint Imihigo with 34.02%. The underperformance of these Imihigo can be attributed to Imihigo that failed, mostly because of Covid-19 pandemic and related measures impacts.

Figure 9: Performance (%) in Joint Imihigo



3.3. Performance Analysis

3.3.1. Drivers of Imihigo good performance

The commonly observed drivers of good performance in Imihigo for institutions are as follows:

- **Strong coordination of stakeholders:** Ability to engage all key stakeholders in the planning of Imihigo and regular monitoring of their implementation. This is mainly done through meetings of the Joint Action Development Forums (JADF). This practice resulted in a high level of understanding, ownership, and strong commitment to Imihigo achievements;
- **Strong Citizen engagement:** Ability to extensively mobilize citizens to implement Imihigo that are subject to delivery through community approaches. This was mainly observed in the first three quarters of 2019/2020 through Umuganda. With this, good quality works like housing units for widows and construction of cell offices were completed. As the result, inhabitants are more aware of Imihigo and their role in implementing them.
- **Early implementation:** Institutions that start implementation at the beginning of the year and sustain timely completion of targets along the year, achieve good performance.

3.3.2. Factors associated with poor Imihigo performance

The following were identified as key factors associated with poor performance in Imihigo implementation:

- In the last quarter of 2019/2020, the Covid-19 pandemic and the subsequent lock down affected several activities requiring mass mobilization,

- The efforts and resources used to manage natural disasters affected the implementation of Imihigo in 2019/2020,
- Delayed disbursement of funds or materials by lead ministries jeopardized the implementation of Imihigo and affected the district performance for non-joint Imihigo. This was observed in sectors of Education and Health.

3.3.3. Imihigo implementation challenges

- i. There were some delays in confirmation of some Imihigo of 2019/2020 which affected implementation;
- ii. Procurement and contract management: In some cases, there were problems in finalizing procurement processes due to the fact that some tenders did not have bidders on time, leading to re-advertisement. In addition, some contractors (Rwiyemezamirimo) don't respect their legal engagement towards implementation of Imihigo especially in the infrastructure sector. This affected timelines of achieving these Imihigo;
- iii. Poor collaboration between Ministries and Districts from planning to implementation negatively affected the implementation of Joint Imihigo;
- iv. The staff turnover in some districts.

Chapter 4: Conclusion and Recommendations

4.1. Conclusion

The regular evaluation of Imihigo is important to ascertain efforts by central and local government levels to accelerating progress for achieving national development aspirations. The final evaluation of 2019/2020 Imihigo was done in the same context.

This year's evaluation realized a satisfactory level of achievements despite the effect of Covid-19 effects and natural disasters. The pillar of Social Transformation was the most affected by this pandemic. The evaluation realized also that efforts to manage natural disasters and their effects impacted the performance of Imihigo implementers.

All in all, as Imihigo are increasingly becoming a tool for fast-tracking the national development, their implementation calls for strong and proper planning and coordination as well as ownership by all the actors, especially the implementation of joint Imihigo, without leaving behind a preparedness of all implementers to deal with natural disasters and pandemics such as Covid19.

4.2. Recommendations

The following are recommendations for improvement in Imihigo process:

- There is need to ensure timely identification of Imihigo. Official signing can take place at a later date, but confirmation should be done by end June. This calls for earlier review and brainstorming between concerned institutions;

- Early implementation is important, starting with the first quarter. This allows mitigation of challenges that might otherwise hinder implementation;
- Establish robust mechanisms to allow regular monitoring of Imihigo implementation. These mechanisms may include strengthening reporting frameworks, data collection and archiving;
- For the implementation of Joint Imihigo, planning and coordination mechanisms should be improved with clear division of roles and responsibilities;
- Institutions should be well prepared to manage effects of natural disasters on the implementation of Imihigo.

