



College of Arts and Social Sciences

School of Governance

Master of Social Sciences in Local Governance Studies

**ANALYSIS OF THE CAUSES FOR POOR PERFORMANCE IN
IMPLEMENTATION OF PERFORMANCE CONTRACTS “IMIHIGO” BY
DISTRICTS: A CASE OF BURERA, KARONGI, NYAGATARE,
NYARUGENGE AND RUHANGO**

A dissertation submitted to the School of Governance in partial
fulfillment of the requirements for the degree of Master of Social
Sciences in Local Governance Studies

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DECLARATION

I, **NUWAGABA Stephens**, to the best of my knowledge, hereby declare that the work presented in this dissertation entitled “**Analysis of the causes for poor performance in implementation of performance contracts “Imihigo” by districts: A case of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango**” is my own work and has never been presented in any institution of higher learning for any academic award or qualification. All the resources used or quoted have been duly acknowledged in the references.

DEDICATION

This research work is dedicated to Local Government Family members that have been at the fore front of performance contracts – imihigo delivery, my loving family members (parents, uncles, aunts, siblings, relatives and in laws), my wife Mukaruziga Annet and children Akaliza Blessing Leila, Rwema Keith, Ineza Abiella Leina whose affection, love, encouragement, moral, spiritual, emotional and financial support made me gain strength and charisma to accomplish this dissertation.

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LIST OF ACRONYMS AND ABBREVIATIONS

AAP: Annual Action Plans

CG: Central Government

CSO: Civil Society Organisation

DDPs: District Development Plans

EDPRS: Economic Development and Poverty Reduction Strategy

EICV4: 4th Rwanda Population and Housing Census

ES: Executive Secretary

FBOs: Faith Based Organisations

FDS: Fiscal Decentralization Strategy

FY: Financial/Fiscal Year

GoR: Government of Rwanda

H.E: His Excellency

ICT: Information Communication Technology

IDEA: International Institute for Democracy and Electoral Assistance

INGOs: International Non-Governmental Organisations

IPAR: Institute of Policy Analysis and Research

JADF: Joint Action Development Forum

LED: Local Economic Development

LG: Local Government

LODA: Local Administrative Entities Development Agency

MBO: Management by Objectives

MDGs: Millennium Development Goals

M&E: Monitoring and Evaluation

MINAGRI: Ministry of Agriculture and Animal Resources

MINALOC: Ministry of Local Government

MINECOFIN: Ministry of Finance and Economic Planning

MININFRA: Ministry of Infrastructure

MTEF: Medium Term Expenditure Framework

NAR: Never Again Rwanda

NEC: National Electoral Commission

NGOs: Non-Governmental Organisation

NISR: National Institute of Statistics of Rwanda

OBL: Organic Budget Law

OECD: Organisation for Economic Co-operation and Development

PFM: Public Finance Management

PSF: Private Sector Federation

RBM: Results Based Management

REG: Rwanda Energy Group

RTDA: Rwanda Transport Development Agency

SEDO: Socio-Economic Development Officer

SMART: Specific Measurable Achievable Relevant and Timely

UNDG: United Nations Development Group

UN: United Nations

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ABSTRACT

This research study entitled “analysis of the causes for poor performance in implementation of performance contracts “imihigo” by districts: a case of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango, was carried out to establish the likely causes behind this poor performance. As stressed by H.E President Paul Kagame during “imihigo” signing ceremony on 13th August 2015, “*there is always a reason why there are best performing districts and those districts that lag behind hence need for more explanation as to why there are districts that are always last.*” In reference to this statement from the Head of State and after review of previous *imihigo* evaluation reports for the financial years 2013/2014 up to 2017/2018, it was observed that there are some districts that have consistently performed well in “imihigo” delivery such as Gasabo, Rwamagana, Gicumbi, Huye, Kicukiro, Rulindo, Ngororero, Kirehe, Gakenke, Kayonza and Gatsibo and those that have persistently performed poorly including Rusizi, Nyabihu, Karongi, and Rubavu in the West, Nyarugenge in City of Kigali, Gisagara, Kamonyi, Nyamagabe and Ruhango in the South, and Burera in the North. But this research focuses on one representative district in the Province and the City of Kigali based on their performance record: Burera, Karongi, Nyagatare, Nyarugenge and Ruhango.

Study investigate the causes behind their observed regular poor performance in regard to the implementation of their performance contracts-*imihigo*. Specific objectives of this study involve the analysis of the planning process of performance contracts-*imihigo*, assessment of their implementation, role of stakeholders, identification of causes for poor performance contracts “imihigo” implementation. Purposive sampling technique was used to select the respondents with skills and expertise in *imihigo* from planning to evaluation within the district. The total population of respondents is 175 from the five districts where each district was represented by 35 respondents. Target population included members of district council and executive committee, technical team, village leaders and stakeholders representatives. This research applied both qualitative and quantitative research approaches. The findings shows that there are both internal and externally linked causes or factors leading to district’s poor performance and they include lack of team work spirit among district leadership and staff, poor communication, coordination, weak monitoring systems, lack of adequate planning skills and focus among district leaders and staff. Some of the externally linked factors include contracts management challenges leading to delayed completion of planned *imihigo* activities or their abandonment, procurement irregularities as a result of conflict of interest, corruption and embezzlement tendencies, implementation of many *imihigo* activities in the last quarter like infrastructure related activities that require timely execution and completion, committing to achieve *imihigo* targets at 100% but evaluation finds some targets are uncompleted either due to disbursement delays or limited budget or procurement delays or irresponsibility of implementers, leadership and staff turnover at district level, lack or limited capacity building programs to empower leaders and staff and poor collaboration between Ministries and Districts.

Key recommendations to address the above causes or factors include; annual districts *imihigo* targets should be locally contextualized and identified through participatory and consultative planning process with staff, citizens and stakeholders so as to respond to the specific needs of the communities or citizens in order to enhance their ownership, effective implementation, spur transformation and sustainable impact to citizens’ livelihoods, building team spirit among leaders and staff, streamline communication, coordination and monitoring mechanisms, proper and verified feasibility studies, efficiency and transparency in procurement processes, empowered and skilled leaders and staff that are citizens minded and development centered to deliver annual imihigo targets, adequate financing and timely disbursements.

Key Words: *District, poor performance, implementation, performance contracts -imihigo*

CHAPTER ONE: GENERAL INTRODUCTION

1.0 Introduction

This chapter covers contextual of the study, statement of the problem, objectives of the study, research questions, and significance of the study, limitations, scope of the study and organization of the study. This will investigate the causes for poor performance in implementation of performance contracts “*imihigo*” by districts: a case of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango”.

1.1. Background of the Study

Performance contracting as one of the tools of management by objectives is not a stand-alone initiative. Launched in 1954 by Drucker through his book “the Practice of Management”, Management by Objectives (MBO), is the management tool that enables the increase in performance by focusing on results, not on the work itself, providing cascade and aligns the company achievement within particular aim of managers who are at diverse levels in the organization (Farcas, 2015).

According to Werner (2003), the recent management agenda calls for a main shift in focus where public service executives are anticipated to define anticipated results, focus attention on result accomplishment, measure performance frequently and accurately, learn from performance evidence, make adjustments and expand the efficiency and effectiveness of their sequencers. Performance objectives are the foundation from which extent takes place and enhancement begins. Without them, it is not possible to know whether performance is improving or falling behind. Targets for each indicator are established in relation to baseline data and thereby set the opportunities for performance over a fixed period of time. End-of-year performance targets are generally established as part of the annual work planning exercise. If an intervention is achieving its annual execution targets at all the output and short term outcome levels, then this is an indication that it is on track to achieve the medium-term outcomes by the end of the programming period. In short, using targets allows performance to be measured in relation to the starting and end point.

The concept of Result Based Management (RBM) has its modern roots in public sector reforms in a number of Organisation for Economic Co-operation and Development (OECD) countries in the 1980s and 1990s, in response to economic, social and political pressures. A central feature of the reforms was the emphasis on improving performance and ensuring that government activities achieve desired results. Countries such as the United States of America, Canada, Australia, New Zealand, the United Kingdom and the Scandinavian countries adopted RBM in the 1990s, which required their public sectors to measure performance and conduct evaluations as part of a comprehensive approach to RBM (UN-Habit, 2017).

The changeover to a outcomes-based culture has been lengthy and difficult, with organizations stressed to create environment that encourage performance and accountability, empower managers and staff alike and include them in the setting and accomplishment of programmatic goals” (Gavin et al., 2015). According to Mulikita (2014), public sector organisations across Africa have been come from under larger pressure to deliver findings. Indeed, the pressure for results based public sector institutions is more acute than other regions if one explores the key development statistics which propose that millions of Africans are in danger of slipping into deeper abject poverty.

In Sub-Saharan Africa particularly, ordinary people demand results established management approaches with in the civil services so that they can appreciate the sensible interest of sustainable development goals. When a state can't offer the empowering environment for sustainable development for citizens, the net result is an erosion of credibility and legitimacy (Mulikita, 2014).Politicians all over Africa to day recognize that the most effective strategy for re-election is the delivery of tangible results to the electorate. Both over the Continent, Heads of State, Ministers, Members of Parliament, vote for officials in Local Governments are reviewed on what outcomes they presented during their period with in an office (Gavin et al., 2015)

In Rwanda, there have been numerous attempts, assumptions and theories developed to focus on the problem of results depend on management or performance and performance contracts- *imihigo* being among them as a home grown initiative. *Imihigo* is a cultural exercise in the ancient tradition of Rwanda where an person would set himself/herself objectives to be achieved

during a specific period of time as well as to do so by occurring some opinions and receiving fortitude to overcome the possible disputes. Failure to achieve the individual set targets would lead to an person's dishonor and to his or her society in common (MINALOC, 2010).

Performance contracts-*imihigo* were re-established in the year 2006 as a home grown explanation to underpin government capacity in development planning, implementation, performance evaluation, speeding up national development and accountability as well as an avenue for citizen's participation (MINALOC, 2010) *Imihigo* was designed to serve the purpose of improving service delivery under a federalisation policy. In his keynote address to newly elected Mayors in 2006, President Paul Kagame said: "*Imihigo had its roots in a pre-colonial Rwandan cultural practice whereby leaders or warriors would publicly pledge to achieve certain goals—and face public humiliation if they failed. The modern imihigo process linked this traditional Rwandan practice with planning, monitoring and oversight*" (Scher, 2010)

Since 2006, the Government of Rwanda has adopted *imihigo* as a public service performance management policy. As a results-based planning, performance, and accountability tool, *imihigo* are signed at the beginning of every fiscal year. They involve the President and Ministers on behalf of their Ministries on the one hand and all District Mayors and the Mayor of the City of Kigali on behalf of the citizens on the other. Both the central and local governments use *imihigo* to plan, implement, monitor, and evaluate government programs delivery. Their purpose is to ensure that performance and accountability of each layer of government are measurable (Never Again Rwanda (NAR, 2018).In practice every institution's *imihigo* are cascaded to the level of every member of staff. The Districts stakeholders through Joint Action Development Forum (JADF) are also part of *imihigo* and also make express commitments to deliver on them.

Imihigo are depend on on three key principles. The first principle is that *imihigo* should be voluntary, but within guidelines set by public priorities and budgetary constraints. Goals and targets can be debated and particular generously, and are the choice of the community and the individual/officials who will undertake to achieve these goals. The second principle is ambition, and it is hoped that this will encourage community members and individual\officials to accomplish more, providing them the aspiration and fortitude to push existing limits of what is

thought possible. The third and last principle is excellence. *Imihigo* are intended to inspire ambitions and high probabilities of performance (MINALOC, 2010). But the present *imihigo* establishing has progressed and considers other principles to reference result orientedness, coordination, transformational, sustainability, clarity, timeliness (NISR, 2018).

Imihigo are used with in government organizations as performance instrument to offer emphasis, achievement of targets, obligation and ensure responsibility. Both levels of Government from the District to Ministries and Embassies are expected to plan and implement their *imihigo* and to have them evaluated on a fiscal year basis. In practice, district Mayors commit to deliver on specific targets within the economy, social, governance and justice sectors. The agreed on targets are the ones that turn into performance contracts-*imihigo* entered into H.E The President of the Republic of Rwanda. Also Ministers representative their respective Ministries sign performance contracts within H.E The President of the Republic of Rwanda committing to deliver Central Government priorities and targets and support to districts delivery on joint *imihigo* (MINALOC, 2010, IPAR-Rwanda, 2016).

There are also sub district level *imihigo* (from Sector to Households) levels that are mostly implemented by lower decentralized entities and citizens. The preparation of Sub-District entities *imihigo* will be driven by the country's socio-economic development imperatives and specific needs of the citizens. Managing principles for sub-district *imihigo* are fixing local accountability, promoting excellence and results-orientedness, transformational, area specific and community based and lastly revitalize and scale up local answers. The Ministry of Local Government (MINALOC) certify that strategic interventions approved upon during the annual plan and budgeting process as well as the identified local communities needs form the basis for *imihigo* urgencies setting. MINALOC and Local Administrative Development Agency (LODA) coordinate the process of sub-district *imihigo* preparation. This is done in close cooperation with other shareholders namely the City of Kigali, Provinces, Districts, Joint Action Development Forum, Civil Society Organizations, Faith Based Organizations. Procedure for sub-district *imihigo* involves elaboration of *imihigo* documents, quality assurance and approval of *imihigo* by competent organs (MINALOC, LODA, City of Kigali Provinces and Districts), submission of

duly signed hard duplicates of sub-district entities *imihigo* between Mayor of the District and Executive Secretary of the Sector for Sector *imihigo* and the same time between Executive Secretary of Sector and Executive Secretaries of the Cells for Cells *imihigo*. The transfer event is organised at district Level and covered by the media in order to raise awareness of citizens. The Executive Secretary of Cell sign *imihigo* with the Village leaders while heads of households sign with Village leaders. The preparation of family *imihigo* and associated targets are obtained from the remaining current family profiles and human security issues info as a starting point. The quality assurance and authorization team inspections and ensure if the local social and financial specificities of each executive entity are appropriately considered (MINALOC, 2019).

Since the initiation of the performance astringent approach in 2006 to date, appraisal of the employment of the constricted targets to be transported has been largely looking at the movement comprehension or accomplishment but since 2013/14 monetary year the evaluation method shifted from action achievement to effect and sustainability of the set targets to the beneficiaries and entire public in regard to improving people's lives and morals of living. The more the positive influence and sustainability of the constricted targets bring to the beneficiaries (citizens), the more the reward or weight it carries during evaluation which in the end brings about variation of districts performance rankings vis-à-vis the set targets in all pillars or sectors (IPAR-Rwanda, 2014). Through *imihigo*, public institutions including districts effectively account for their action or inaction with regard to the implementation of expansion policies. *Imihigo* have demonstrated to be an effective planning and monitoring tool to deliver on internationally, nationally, and locally agreed improvement goals (IPAR-Rwanda, 2015).

Imihigo has therefore become central to the Rwanda Government's planning, monitoring, and evaluation system. Evaluation is done on a regular annual basis and the general goal of the evaluation is to evaluate whether promised expansion actions in both pillars are realized and recognize the gaps confronted with in the procedure of *imihigo* employment for both central and local objects that employed performance contracts with in H.E, the President of the Republic of Rwanda. This fits into the persistence of taking stock of accomplishments and classes to increase the future planning and operation as well as updating policy on performance agreements ((MINECOFIN, 2010).According to (NISR, 2018), *imihigo* evaluation has been part of the *imihigo* progression. However, appraisal modes have progressed over time to reflect Rwanda's

development phase and context. Starting with self-evaluation at district level, an inter-sectoral committee comprising government organizations, the private sector and civil society was established in 2009 to evaluate *imihigo*. In 2013/14 an self-determining think tank - Institute of Policy Analysis and Research (IPAR) was contracted to do the valuation until 2016/2017 and from 2017-2018 *imihigo* going forward, evaluation is done by the National Institute of Statistics of Rwanda (NISR).

The process of evaluation mainly emphasizes towards appraisal of accomplishments against the performance objectives within the three pillars (economy, social, and governance/justice) depend on obtainable supporting documents and physical corroboration towards ground. Evaluators assess achievements for both dedicated targets through thorough verification of support evidence of claimed achievements. During the evaluation, particular attention is paid to the extent to which: district targets are allied to district development urgencies, national programs, stratagems and policies to validate whether planned yields are attained and whether the productivities have the possible effects on socio-economic alteration of population and role of numerous associates or shareholders as well as sustainability of the attainments. For joint *imihigo* evaluation, it would be worth revealing that corresponding to the appraisal formula; a specific weight is given to Central Government organizations that have not endorsed districts to accomplish their objectives, (NISR, 2018).

1.2. Statement of the problem

The concept of performance contracts - *imihigo* as a development strategy has led to auspicious outcomes by promoting an inexpensive spirit within decentralized administrative entities-districts and generating focused and enthusiastic energy of leaders which are indispensable elements to sustainable expansion. Further, the strategy has supported an effective system of monitoring and appraisal of development initiatives, which is necessary to encourage focused development. The use of performance contracts - *imihigo* approach by districts like any other development orientated technique has been indicated vulnerabilities and encountered challenges important to ineffective completion of the set *imihigo* urgencies and targets too annual basis.

During the official annual signing of *imihigo* by Local and Central Government Officials at Parliamentary Building, Kigali, 13 August 2015, H.E President Kagame Paul said,

“There is no doubt whatsoever that imihigo (signing of performance contracts) are visibly accelerating Rwanda’s development and ensuring no one is left behind. It is important to understand the progress we’re making in the context of the world we live in and the complexity of challenges Rwanda faces. There is always a reason why there are best performers and those who lag behind. We need more explanation as to why there are districts that are always last.”

In orientation to the above statement from the Head of State and basing on the general performance trend and average score as per *imihigo* evaluation reports of the last five financial years (2013/14-2017/18), some districts have emerged as the best performers that is Gasabo, Rwamagana, Gicumbi, Huye and Kicukiro whereas others like Burera, Karongi, Kamonyi, Nyamagabe and Ruhango districts have persistently performed poorly in implementation of performance contracts targets—*imihigo* they signed with H.E The President of the Republic. For this research, to have a balanced and a regional representation, Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts were selected to comprise this research as low performing districts per Province and City of Kigali for the last five years (2013/2014 - 2017/2018).

Given the reasonable distribution of possessions, agreed on performance deliverables and effective coordination, collaboration and partnerships among all district stakeholders and support from the central level, one wonders why some districts like Burera, Karongi, Nyagatare, Nyarugenge and Ruhango have persistently performed poorly. The focus of this study is on Burera, Karongi, Nyagatare, Nyarugenge and Ruhango as a case study to investigate specific reasons per district leading to its poor performance in the implementation of performance contracts-*imihigo*.

Despite various equitable financial and technical nourishment that Government offers to both districts in addition to the existing district potentialities and influence from expansion partners in each district, the problem of unceasing poor performance in *imihigo* delivery has persevered in some districts of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango with no tangible reasons. IPAR and NISR have assessed districts *imihigo* and evaluation reports highlighted general challenges leading to poor performance and drivers for good performance.

The above revealed evaluation intelligences did not indicate clearly why some districts perform better and others don't while all are given the required earnings and support equitably to enable them effectively implement their respective performance contracts. Hence, there is scarce information that clearly explain what are the real causes for poor recital in the above districts.

The above literature apart, it's clear that no comprehensive study has been carried out to exactly means the reasons behind this is obstinate failure of some district leaders and its negative impact especially to the citizens of the concerned district since *imihigo* has entrenched the culture of competition among districts and their citizens vis-à-vis delivery of diverse government programs at local government levels.

Transforming Rwanda into a middle-income country as per Vision 2020 and 2050 for the realization of the sustainable development blueprint requires to set achievable targets, spur competition, initiate innovative solutions and culture of performance contract in the public institutions, an area that is not traveled by scientists mainly, few Rwandan or Africans, however, they did not emphasis about relationship or/and impact that performance agreement has to public organizational performance and its influence towards socio-economic improvement with in Rwanda.

It is in this light that this study pursues to fill this gap by critically measuring and establishing the reasons behind the failure of some districts in *imihigo* implementation while others performing well and yet the administrative equitably shared its financial and technical support every financial year. Based on these studies and the varying gaps in literature, there is essential to behavior comparable studies with in Rwanda.

1.3. Research objectives

1.3.1. General Objective

The general objective of this study is to investigate the causes of poor performance in *imihigo* implementation in Burera district of Northern Province, Karongi district of Western Province, Nyagatare district of Eastern Province, Nyarugenge district of the City of Kigali and Ruhango district of Southern Province.

1.3.2. Specific objectives

1. To analyse performance contracts-*imihigo* planning process in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts;
2. To assess the implementation of the performance contracts targets for Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts and role of stakeholders;
3. To establish causes and effects of poor performance in performance contracts-*imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts;

1.4. Research questions

In this study, the following research questions were emphasized:

1. How is performance contracts-*imihigo* planning process done in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts?
2. How efficient and effective is *imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango Districts and role of stakeholders?
3. What are the causes and effects of poor performance in performance contracts-*imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts?

1.5. Significance of the study

This study will help central and local government, development stakeholders, academia and citizens to know the causes behind poor performance in the implementation of performance contracts “*imihigo*” by districts in particular Burera, Karongi, Nyagatare, Nyarugenge and Ruhango but also other districts performing better or relatively better may consult the findings and design strategies on how to perform better and smarter in *imihigo* delivery.

Institutional and academic interest, the recommendations derived from this study are to be used by dissimilar strategy and decision makers counting the leadership, staff and stakeholders of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango as case study districts even other districts with in over-all in the area of operative planning, coordination and implementation, monitoring and evaluation of performance contracts-*imihigo*. The findings from this study are an supplementary to a body of prevailing skills about the results depend on administration and performance contracts-*imihigo*.

1.6. The scope of the research

1.6.1. Domain scope

The study is limited towards the analysis of causes and effects that have led to poor performance in the operation of performance contracts “*imihigo*” by some districts for the last five fiscal years, with focus on Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts.

1.6.2. Time scope

The time scope of this study spans from 2013 to 2018 performance contracts “*imihigo*” fiscal years. The choice of this period was considered by the researcher on basis that, it was from 2013/2014 onwards that Office of Prime Minister decided to hire an independent institution replacing the national evaluation team so as to carry out “*imihigo*” evaluation and give an independent view on the extent to which set targets in “*imihigo*” are attained. It is in this perspective that the National Institute of Policy Analysis and Research (IPAR-Rwanda) was commissioned by the Prime Minister’s Office to carry out an independent evaluation from FY2013/2014 to FY 2016/2017 “*imihigo*” evaluations and “*imihigo*” evaluation for the FY 2017/2018 done by the Institute of Statistics of Rwanda (NISR). The field research was conducted from August to October 2018 in the five selected districts and analysis and interpretation of research findings later.

1.6.2. Geographic Scope

The study take place s of of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts

1.7. Research methodology

The present study to be successful, various techniques and methods were used for the data collection and analysis. The techniques used in data collection include documentation, questionnaires and interview. In analyzing data, the methods of historical, analytical, descriptive, statistics and comparative were used to obtain qualitative and quantitative analysis.

1.8. Organization of the Study

This work includes with chapter five and is limited to the causes for poor performance in performance contracts “*imihigo*” implementation by some districts case study of Burera,

Karongi, Nyagatare, Nyarugenge and Ruhango districts. It is consequently, prepared into five chapters: Chapter one general introduction, chapter two theoretical framework and literature review, chapter three research methodology, chapter four on data presentation, analysis and interpretation and chapter five presents summary, conclusion and recommendations.

Chapter one of general introduction covers background of the study, concept of performance contract “*imihigo*” in Rwanda, statement of the problem, research objectives, research questions, scope of the study, significance of the study and ethical considerations.

Chapter two of theoretical framework and literature review tackles theoretical literature review, definition of key concepts and terms, performance management approach, performance contracts as drivers of performance management, the concept of performance contracts “*imihigo*” in Rwandan context, performance trends of districts in *imihigo* implementation for the last years, drivers of good performance and causes for poor performance in *imihigo* delivery.

Chapter three of research methodology covers research design, research procedure, description of study area, study population, sample size and sampling technique, source of data, data collection techniques, data processing and data analysis.

Chapter four on presentation of the data, analysis and interpretation of research findings covers profiles of respondents, perceptions of respondents on performance contracts-*imihigo* planning process, approval, implementation, monitoring and evaluation, perceptions of respondents on the causes of poor performance in *imihigo* planning, approval and implementation and causes for poor performance in *imihigo* implementation in each district.

Chapter five covers the summary of research findings, recommendations and conclusion.

CHAPTER TWO: LITERATURE REVIEW

2.0 Introduction

This chapter defines key concepts and covers theoretical literature, that is, what other scholars and researchers have theoretically said about performance contracts-*imihigo*, results based performance and performance management. It also made an appraisal of performance contracts – *imihigo* in Rwandan context including empirical studies showed on performance contracts and their different findings so as to find out the gap left unfilled.

2.1. Definition of key terms

2.1.1. District

It is a decentralized administrative entity that constitute the basis for community development with both personality and has administrative and financial autonomy (Art. 3 of Law No 87/2013 of 11/09/2013, Official Gazette No Special of 30/10/2013).

2.1.2. Performance contracts “*imihigo*”

This refer to literature agreement among government and a state agency transporting services to the public, where in computable targets are obviously quantified for a period of tin in one financial year (Mulei, Orodho, 2017). *Imihigo* is a cultural exercise with in the ancient institutions of Rwanda where an persaonal would set himself/herself targets to be attained within a precise period of time and to do so by subsequent some values and having purpose to overcome the conceivable issues. *Imihigo* is also well-defined as a performance organization tool whereby Ministers of Government on behalf of their Ministries and both the District Mayors, and the Mayor of the City of Kigali, on behalf of citizens sign a performance contract with His Excellency, The President of Rwanda every year (MINALOC, 2010).

According to this study, performance contracts-*imihigo* is defined as spoken and signed contracts between the President of the Republic of Rwanda with Ministers and District Mayors demonstrating their respective Organizations stipulating performance distribution targets to achieve in governance, justice, economy and social sectors at the end of every economic year.

2.1.3. Performance management

According to Armstrong (2006) describes performance management as a organized process for refining institutional performance by evolving the performance of persons and teams. It is explains of getting better fallouts by empathetic and managing performance in an agreement framework of planned aims, standards and capability necessities. Study describes performance management as a unceasing process of recognizing, measure and developing performance in organisations by linking each individual's performance and purposes to the organisation's overall mission and goals (Herman, 2013). The researchers defines performance management as 'the system through which governments design work objectives to realize, describe performance standards, apportion and evaluate work, deliver performance feedback, establish training and progress needs, and distribute rewards (Briscoe, Claus, 2008).

2.1.4. Performance Management Approach

Carroll and Dewar (2002) define four main elements that comprise of performance management. These include: (a) deciding the desired level of performance; (b) measuring performance; (c) writing or communicating performance news; and (d) using performance information to compare actual performance to the agreed performance level'. Thus, based on this conceptualization, 'it is authoritative that any performance management system should at least have some, if not all, of these components (Ohemeng, 2009).It has been claimed that performance management chiefs to executive freedom or self-sufficiency and that such that self-rule can enhance performance. Administrative freedom can be definite as 'the right to choose how to pursue a goal once it has been set by others, that is operational autonomy' (Ohemeng, 2009).It differs from planned self-sufficiency which can be defined as 'the freedom to set one's own agenda' (Verhoest et al. (2004). Performance management can be additional pretentious by the individual and management issues. (Flavia, 2010) made a alteration of these two issues as follows: The individual ones refer to different awareness, confidence, and promise of representatives that one has to complete his or her responsibilities in order to attain organizational and individual objectives while leadership factors are vital for presentation comprising for instance the quality of reassurance, leadership and sustenance providing by the executive and team frontrunners (Armstrong , et al, 1998); Flavia ,2010).

But, this method can face some restrictions, related to recognized capacity. They comprise lack of organizations of inducements and sanctions, lack of party-political commitment and seriousness, lack of exercise (Ohemeng, 2009). Despite these problems, some scientists like (Ohemeng, 2009) argued that: "performance management has become a main component with in the modern public sector management and consequently, many developing countries have familiarized it as a earnings to measure administrative and discrete efficiency in order to ensure that the public sector encounters the wants of the public'.

2.2. Theoretical review

2.2.1. Performance contracts as drivers of performance management

Every country, institution, organization and individual has got a vision, goals, and policies to achieve the set goals. It also sets short term, intermediate term and long term targets to achieve its vision. To achieve its vision, there are several players and stakeholders that contribute to the set targets. Various partners counting confined authorities and civil society institutes have an implementation role and thus have mutual accountability for the delivery of goods and services to the national experts and the local communities (United Nations Development Group/UNDG , 2011).

Performance contract organizations were first originated in France in the late 1960s (Simpson and Buaberg (2013). From this period, various countries assumed this new approach of working across sectors in different years and there are several models of performance contract across the sphere intended to advance public performance, comprising through the contribution of the private sector. Shirley and Xu (1997) cite four models, for instance 'the three-year contract targets (Senegal's contract plan); annual targets contract (Ghana's PC), India's Memorandum of Empathetic, Korea's performance evaluation and monitoring organizations, and Philippines' performance monitoring and evaluation system and Pakistan's signaling system. According to Simpson and (Buaberg, 2013), performance agreements can be contrarily unspoken based on the organizational structure of specific countries where they define them as 'contract-plan, memorandum of empathetic, signaling system, performance arrangement, consequences framework, inducement contracts, performance monitoring and evaluation system, and many more'.

According to Armstrong and Baron (2004), 'performance contracts are a subdivision of management science taken as management control organizations and is freely transferred performance agreement between the organizations and the individuals on one side and the activity itself in order to guarantee distribution of quality services to the public in a fair and equity manner for the sustainability of the organizations'. Performance contracts perceptibly spell out the desired end results expected of the officials who have signed them and are a quantity of their apparent capacity to gadget a combination of local strategies and vital decisions (Buaberg, 2013).

Performance contracting is a methodology implemented in many countries to foster result oriented planning, accountability and achievement of results (International Institute for Democracy and Electoral Assistance (International IDEA), 2013). It is constructed on Consequence Based Management (RBM) as an evolution in management, with its origins rooted in the management sciences and thoroughly linked to previous efforts to implement the management by objectives approach (Meier, 2003) Performance agreement has the legal consequence as it has been contended by (Rotish et al. , 2014) who quantified that 'Performance contracts are legally binding contractual obligations that tie an organization or individual to undertaking specified responsibilities at programmed levels of performance within a given period of time'. Performance contracts enable performance management through defining goals, specify targets, intentions, obligations, responsibilities, and pledges made by parties concerned. Performance can be measured as 'the managerial autonomy obligatory with in realizing the probable aims in a given a period of time frame' (Simpson and Buaberg, 2013) A well-established evidence from the literature on goal setting is that a specific and challenging goal improves performance (Locke and Latham , 2002).

Goal commitment, defined as an individual's determination to try, or keep trying, for a goal is a critical antecedent to goal accomplishment (Klein et al (2001), Meyer et al (2004). Commitment to a goal is essential to observe the positive possessions of goals on performance (Locke and Latham (2002). Goal setting investigate demonstrates that the association between goal difficulty and high performance is stronger as the commitment to the goal increases (Klein et al., 2009).

However, this observation is limited to surroundings where the challenging goal is still apparent by individuals as attainable (Locke et al, 1998). If a goal is perceived by individuals to be too problematic or unbearable to attain, they are less likely to commit to it (Klein, 2001). Indeed, in order to observe the positive association among difficult goals and performance, the goals assigned must be difficult, yet attainable. This has been evidenced in Rwanda's performance based technique of conveying to outcomes through setting and realizing performance contracts- *imihigo* targets whether difficult or easy for the last years since 2006.

2.2.2. Performance contracts “imihigo” in Rwandan context

The Government of Rwanda drew on features of the country's own culture as part of consequence grounded management and home grown answers in order to reconstruct Rwanda and nurture a shared national identity (African Development Bank, 2012). *Imihigo* is one of these home grown solutions. In ancient Rwanda, *imihigo* consisted of publically setting challenging targets and committing oneself to their achievement. Normally, Rwandans resorted to this social practice when they required to overcome a huge social problematic requiring voluntarism and commitment from an individual and an organized group or all citizens. The communal regarded such as a promise as an act of bravery and would expect committed individuals or groups to successfully achieve set purposes with in an actual and efficient manner, whatever the purpose of “*umuhigo* (MINALOC, (2010), Rwanda Governance Board, (2014))

For several centuries, the system of “*imihigo*” was the backbone of performance management in Rwanda. It was understood and used by the people for defining strategic goals and objectives, committing themselves to their fulfilment at the highest degree and reporting to the supervisor and the community. Performance rewarding included among others the appointment to senior positions, receiving cows and land grants, public praising, bravery recognition, respect, among others. The initiation of *imihigo* was envisioned to accelerate the attainments of government progress programmes and priorities there in national expansion frameworks (MINALOC, 2010). Both levels of government from the districts to ministries, agencies and embassies are required to plan and implement their “*imihigo*” and to have them evaluated on a fiscal year basis (IPAR-Rwanda, (2015). *Imihigo* has demonstrated to be a best tool of performance management and an effective method towards socio-economic alteration (Byamukama, 2012).

“*Imihigo*” could be measured as a tool of invention that is aimed at snowballing creativity of people in search of new solutions to new problems ((Scher, 2010).The contemporary “*Imihigo*” framework was redesigned to be adapted to a state functioning in the modern era. Within the current framework, a number of annual policy targets drawn from national policies are set by public institutions. Each policy target included in the “*Imihigo*” document is operationalized in terms of measurable indicators, price and timeframe(Masengesho Kamuzinzi, 2019).

With regard to public policy implementation, the new system severely changed the duties of local authorities. As it was in most African republics, in Rwanda, the “pre-*imihigo*” period was characterized by a high level of centralization where local administrative entities waited inactively for reserved funds to be transported from ministries or from two-pronged and multilateral collaboration activities to implement policies set by the central government (Wunsch and Olowu (1990). Local authorities had no accountability in setting local strategy targets altered to the specific needs of their districts and assembling financial means to deal with local necessities was not part of their duty ((Matovu, 2011).This arrogance due to over-centralization was really prejudicial to local entities, which in the context of Rwanda, increased very scarce financial resources from local taxes. Within the new system, local authorities have become active negotiators of exterior resources. Currently, districts’ attainments depend mostly on the size of their mayors to assemble diversified shareholders to join the public strategy implementation process. In otherwords, high-performing local leaders are those who are able to convince a large number of actors to include their initiatives in the district “*imihigo*” agenda (Kamuzinzi, 2016).

The planning of *imihigo* ensures that national objectives of growth and poverty reduction as stated in macro-development frameworks are attained. While the implementation certify that all planned activities are executed as planned considering the promotion of equitable local development by enhancing citizens participation, local fiscal autonomy, employment creation, poverty reduction and consolidation the local administration system with in the planning, monitoring, provision and delivery of services while maintaining effective functional and mutually accountable linkages between central and local administrations objects (MINALOC, 2012).

As he was presiding over the signing of 2014/2015 *imihigo* and presentation of the evaluation report of the 2013/2014 districts *imihigo* performance in Parliament, Kigali, on 12 September

2014, H.E Kagame Paul, The President of the Republic of Rwanda affirmed that, “*Imihigo is a performance contract between leaders and those you serve. Citizens will continue to hold you accountable. As leaders, you must put your words into action and walk the talk. As leaders, it is your responsibility to solve problems faced by citizens in an efficient and just manner. We must uphold a culture of accountability. The progress we have made is not an excuse for complacency. We should look ahead and work to accomplish even more with every step that we take*”.

To a wider extent, *imihigo* had numerous aims including to rapidly up employment of local and national development agenda, to ensure stakeholder ownership of the development agenda, to endorse answerability and transparency, to encourage result-oriented performance, to encourage competitiveness among districts, to ensure stakeholders’ (i.e. citizens, civil society, donors and private sector) contribution and engagement in planning, policy formulation, implementation and evaluation (MINECOFIN, 2010).

2.2.3. Planning process of performance contracts-*imihigo* at national and local government

The Government of Rwanda re-initiated *imihigo* in 2006 to accelerate service delivery across different levels in the government. Over the years, the practice has evolved into a performance-based tool for effective planning, implementation, performance evaluation and accountability for all public institutions. *Imihigo* are prepared every fiscal year according to the government priorities referenced in the national development frameworks namely Vision 2020/2050, National Strategy for Transformation (NST1), Sector Strategic Plans (SSPS), National Dialogue Council, National Leadership Retreat, Cabinet resolutions, Presidential Pledges and others. Ministries, Boards and Districts commit themselves to achieving certain targets on annual basis in the economic transformation, social transformation and transformational governance pillars.

A number of consultations are held between the central and local government on one hand, and between local government and the citizens on the other hand in order to decide on key priority areas which in turn form the basis of performance contracts-*imihigo* through bottom-up planning approach (see Appendice 6). The Quality Assurance Technical Team (Office of the President/Strategic Policy Unit, Prime Minister’s Office, MINALOC and MINECOFIN, NISR and LODA) has the task to check the alignment with and the contribution to national targets,

especially for long-term development goals, like poverty reduction. After the Quality Assurance Technical and National Steering Committee teams approves the *imihigo* contract, Ministers, Mayor of the City of Kigali and district Mayors sign the finalized *imihigo* contract with H.E, the President and implementation starts. As a way of improving planning, implementation and evaluation process, a new concept of ‘joint *imihigo*’ was introduced in FY 2013/2014. The ‘joint *imihigo*’ focuses on the following priority areas: (1) Export, (2) Agriculture, (3) Energy, (4) Job creation, (5) Urbanization and improved settlement, (6) Social Protection and (7) Service delivery. This implies the review of the actual evaluation methodology to reflect collective and individual accountability and motivate the joint planning (IPAR-Rwanda, 2016).

2.2.4. Relationship between performance contracts - *imihigo* and action plan

The action plan is a set of activities supposed to be realized within a determined period, in this particular case a period of one year, whereas performance contracts - *imihigo* are a subset of the action plan showing high priority and high impact activities to be used as a performance measure. The action plan contains additional activities of routine nature like payment of wages, salaries, auditing, procurement, meetings to mention but a few but performance contracts - *imihigo* mainly focus on key activities that have a significant impact on good governance, social welfare, economic development and poverty eradication.

The action plan is also the consolidated priorities from citizens’ demands and those priorities are analyzed to ensure the linkage to strategic orientations mainly district development strategies (DDSs) as well as other high level commitments. From the detailed action plan, *imihigo* targets are extracted to reflect the main interventions to be implemented on annual basis through the collaboration of stakeholders at district and other lower levels.

In this case, *imihigo* serves as complementary approach to deliver on key citizens demands contained in the action plan and are impactful to their wellbeing. But there are certain instances where districts and lower entities tend to focus on implementation of key identified *imihigo* targets and forget about implementing activities within the annual action plan.

Performance contracts approach help districts to speed up the implementation of their plans including action plan and *imihigo* constitute an important mechanism in development process as

they offer an opportunity for regular assessments of progress at the local and central government levels. *Imihigo* ensures continuity, joint efforts and citizen engagement which are the ultimate principles of national planning and control.

2.2.5. Financing or budgeting of performance contracts-*imihigo*

Allocating the budget to all planned activities is a crucial part of settling for *imihigo* targets. The budgeting process for the sub-national level and ultimately for *imihigo* is guided by Rwanda's Fiscal Decentralization Strategy (FDS) which is part of Rwanda's efforts to improve Public Finance Management (PFM). The FDS has been developed by the government in order to guide the implementation of the Fiscal and Financial Decentralization Policy (MINALOC, (2012). Intergovernmental fiscal transfers can broadly be categorized into six sources: own revenues of the district, earmarked transfers, block grants, transfers from LODA, contributions by development partners and external borrowing (Gaynor, 2014).

First, districts are allowed to collect local revenues from specific sources, such as market fees (Keijzer et al., 2014). Revenue collection remains low although mechanisms for districts have been implemented to fully exploit their potential in generating own revenues. The portion of own revenues in each of the districts' budget varies significantly. This variation largely reflects the economic potential of the regions and the resource base. Urban districts have higher local revenue collections than their rural counterparts because of the wider taxable base in urban than rural. Therefore, urban districts have higher financial means to fund their priorities (Ashoff , Klingebiel, et al (2014).

Second, the central government provides most of the local expenditures in form of earmarked transfers and these transfers are allocated towards specific purposes, typically associated with a sector (Keijzer and Janus, (2014). Third, a significantly smaller proportion of district expenditures are transferred directly from the national treasury to sub- national levels of government in form of block transfers. They are not earmarked but they are for financing (recurrent) expenditures for salaries of civil servants (Klingebiel and Mahn, (2014). Fourth, another source refers to transfers from Local Administrative Entities Development Agency (LODA) for investments in infrastructure development at the local level, such as feeder roads, water systems, markets. LODA distributes these transfers according to a pre-defined allocation

formula which is composed of aspects on the districts' surface area, population and poverty level. Fifth, the other source relates to contributions by development partners either to the districts directly or channeled through LODA. Lastly, although borrowing at district level (up to a district specific ceiling) is allowed, but it is not done frequently (Klingebiel, et al. , 2014).

As per the table (see Appendice 7), district own revenues rose from Rwf 13.9bn in 2006 to Rwf 51.5bn in 2017/18 that is 3.7% increase and Rwf 60.1bn in 2018/19 that is 4.3% increase. Transfers from central government (CG) to districts have been increasing over years where in 2006, Rwf 35.8bn was transferred, in 2017/18 Rwf 364.9bn was transferred that is 10.2% increase and Rwf 412.1bn transferred in 2018/19 that is 11.5% increase. Block grant from central government to local government has steadily increased as in 2009/2010, Rwf 16.7bn was disbursed to finance district recurrent expenditures, in 2017/18 Rwf 52.1bn was disbursed as block grant that is 3.1% increase and in 2018/19 Rwf 53.6bn that is 3.2% increase were disbursed for block grant. Financing districts through external grants has also increased over time where in 2009/10, Rwf 11.3bn were from external grants, in 2017/18 they were Rwf 23.7bn that is 2.1% increase and the fiscal year of 2018/19 external grants were Rwf 46.9bn that is 4.2% increase. This exponential growth in local government financing trend over past years is attributed to diverse drivers including but not limited to the LGs being the implementation arm of the government, there are imperatives that were captured in the Vision 2020, NST1 and DDPs that have to be achieved if the country wants to maintain its growth rate, there is a decreasing reluctance on the part of the CG earmarking institutions when it comes to the capacity of the local governments to properly use the transferred money its intended purpose, due to the progressive economic growth and national income, the funds allocated to LODA (statutory 10% of the national income) have been increasing, hence financing projects in various sectors at the local government level (infrastructure, education, environmental protection, social protection).

Other reasons for increased financing trend (see Appendice 8) include also social protection, malnutrition and basic infrastructure (mainly for health and WASH) related budget that has been increasing over time (due to intended government efforts to negotiate funding from development partners, mainly the World Bank (WB) and International Monetary Fund (IMF) in order to improve on the country poor performance on human capital development. The fiscal and

financial decentralization policy and strategy commits to increased transfers to local governments and to ensure that the proportion of the budget over which districts have discretionary powers increases over time (this is also captured in the Governance and Decentralization Sector Strategic Plan), there is a tendency (positive) for development partners (like World Vision and Bridges to Prosperity) to commit a certain percentage (most of the time above 50%) of the cost of local government projects, which prompts the sourcing of another matching amount as the contribution of the Government of Rwanda (GoR)/(Districts in this case). This also compels increased allocation of funds to LGs that in turn enables the performance of districts when these funds are timely disbursed, allocated to impactful priorities implemented in a given time framework with the jointness of all stakeholders including citizens. But on another note, increase of district budget does not correlate directly with their performance where the impact might be realized after a certain period of subsequent years of investment. In most cases, district performance largely depends on its leadership and staff capabilities, stakeholder's collaboration and coordination, availability of funds to implement planned priorities and timely disbursement of these funds.

2.2.6. Implementation of performance contracts - imihigo

The districts are responsible for implementing the committed performance contracts targets during the fiscal year while central government institutions with sectoral targets to deliver on, provide technical guidance during planning and implementation and earmark the required budget to finance and realize sectoral targets by the district mostly in case of joint *imihigo* to create progress in achieving development goals and to cause an impact and improve the quality of life of people living in a district. Implementation of performance contracts is also done by sub-district entities (sector, cell, village), household and also district stakeholders under the umbrella of Joint Action Development Forum (Civil Society and Faith Based Organisations, the Private Sector and Development Partners) for their activities in district's *imihigo* they pledged to finance and implement as their contribution towards district development and performance in general.

During the implementation certain aspects play a crucial role: the contributions of the population and funding gaps, the collaboration with partners as well as unexpected events during the implementation process. Motivating the population to participate in the implementation of *imihigo* activities is generally no challenge, especially when they foresee the direct benefits out

of pledged activity targets (i.e. contributing in the construction of schools, so that their children can attend school; land use consolidation so that they can increase their crop production) and that they have been participating in selecting the priorities. To ensure the continuation of the contributions of the population, the mobilization of the population by the district has to be high for their increased participation in priorities that improve and impact their wellbeing. Therefore, the districts and other administrative entities need to motivate their citizens and discuss with them the choice and the progress of *imihigo* targets (Gonsior et al, 2015).

It is clear that participation and contribution of citizens, but also of other stakeholders working in a sector or a district, is crucial, because this is one of the major reasons for failure or success in implementing a given activity. It is also one indicator for the quality of the relationship between authorities and citizens. Trust, honesty and the shared notion of mutual assistance are the collaterals of the relationship between authorities and citizens (Bizoza, 2011) If there is no trust between district's authorities and the population and no commitment of the population towards *imihigo* implementation, then mobilization of citizens will be difficult and achievement of set performance targets in district's *imihigo* becomes a challenge because no ownership and active participation and contribution to the attainment of set outputs.

2.2.7. Coordination, Monitoring and evaluation of performance contracts – imihigo

The coordination framework for *imihigo* preparation, implementation, coordination and monitoring is led by the Ministry of Finance and Economic Planning (MINECOFIN) to ensure that strategic interventions agreed upon during the annual planning and budgeting process form the basis for *imihigo* priorities during the *imihigo* preparation. MINECOFIN also tracks implementation progress on quarterly basis through the established mechanisms as well as a bi-annual review of progress including field visits supported by cluster leads, Strategy Policy Unity (OTP) and Government Action Coordination Unit (GACU/PMO). MINALOC and Districts have been leading preparation, monitoring and eventual evaluation of sub district level performance contracts – *imihigo*. Private Sector Federation and Joint Action Development Forum members also play a crucial role in *imihigo* process complementing Government efforts. Since 2018, National Institute of Statistics leads in the confirmation of indicators, support in the review of

quarterly monitoring reports and finally does independent evaluation of *imihigo* implementation in Ministries and Districts to show performance delivery of agreed on targets (see Appendice 9).

All the evaluations for *imihigo* for the last years had to assess *imihigo* processes from the planning to the evaluation stage and the independent evaluator whether IPAR or NISR was expected to inform the Government of Rwanda the following areas: relevance of *imihigo* targets in respect to the evolving development priorities of the government and effectiveness of the collaboration between the districts and the central government in planning and implementation of *imihigo*; the extent to which the outcomes have been achieved and whether the outputs of *imihigo* contributed to achieving the intended outcomes and impacts; how efficient is the resource allocation in achieving *imihigo* and how this is converted into tangible outputs such as goods and services?; the degree of responses to the needs and complaints of the target population, and whether *imihigo* products and services address citizen's social and economic expectations; level of beneficiaries or local populations' involvement in the planning process and implementation of *imihigo* and assurance of sustaining the positive changes observed beyond *imihigo* and increasing knowledge about what policies and programmes work, enabling the government at central and local levels to build an evidence base for future policy development and enabling the identification of innovative ways of increasing effectiveness (IPAR, 2014).

Imihigo evaluation also helps to identify the performance gaps and propose improvements in the next generation of *imihigo* planning and implementation; identify the drivers of successful implementation of *imihigo* in all districts and ministries and potential causes for non-performance; assess the extent to which *imihigo* targets are contributing to the outcomes of citizens' socio-economic transformation; investigate how "joint signing of higher level *imihigo*" are contributing to the joint planning and the overall performance contracts both at central and local government; assess the sustainability of implemented *imihigo* both in terms of bringing the expected changes and their continuity without *imihigo* incentives and recommend areas of improvement for developing and implementing *imihigo* so that they provide more robust, result based, and sustainable management system (account for relevance, effectiveness, efficiency, utility, sustainability, timeliness and spill-over effects/impact) (IPAR-Rwanda, 2016).

During imihigo signing ceremony on 6th October 2017, at Parliament, H.E Kagame Paul stressed that, “*Imihigo is about evaluating our performance, learning from our mistakes and moving forward together. What imihigo shows us is that we still have areas where we need to improve, that we need to do what it takes to improve and reach our goals. Imihigo is not just a ceremony: it is about achieving our goal of transforming the lives of every citizen; the pledges have to translate into action and tangible results for every citizen. We need to improve the way we work together; there must be consequences for any failure to coordinate among each other. Providing services to every citizen is your responsibility; it is not about who or when you choose to serve.*”

The outcome of the evaluation has been an overall score for each district based on the extent to which targets across the three pillars, economic development, social development and governance have been achieved as seen in (see Appendice 10). The classification of *imihigo* projects by economic, social and governance clusters and their weights have been modified to be 45% for economic, 35% for social and 20% for governance. In addition, annual action plan implementation has been included with a significant weight of 25% to ensure that it is given attention because it includes some other important projects that should not be necessarily included in *imihigo*. In addition, the consideration of the action plan when evaluating *imihigo* has to be commented as it was another milestone towards increased performance initially districts had a tendency to leave out some milestones which were in the action plan and yet they also had an impact in changing the citizens socio-economic conditions. Outcomes indicators carry 15%, joint *imihigo* scored at 10%, citizens’ satisfaction carries 5% and citizens’ participation scored at 5%. Therefore, for any district to be evaluated and emerge as among the best performers, an independent evaluator is guided by the above scoring criteria and score. In the context of this study, there was a review and analysis of the existing *imihigo* evaluation reports from 2013/2014 to 2016/2017 done by IPAR and 2017/2018 *imihigo* evaluation report by National Institute of Statistics of Rwanda (NISR) both commissioned by Prime Minister’s Office to carry out an independent *imihigo* evaluation for Ministries, City of Kigali and Districts in addition to citizens’ satisfaction survey on service delivery done by Rwanda Governance Board.

Considering the overall performance trends as showcased by the *imihigo* evaluation reports for the financial years from 2013/2014 to 2017/2018 evaluation results (see Appendice 11), the last

five poor performing districts in *imihigo* implementation were Burera, Karongi, Kamonyi, Nyamagabe and lastly Ruhango district. Unfortunately, this cannot give us representative and objective results since the last three districts are from the same region, Southern Province. Hence, for the purpose of this study, we considered the last performing district on average in every Province and City of Kigali that is Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts (see Appendice 12). Overall performance of these districts in *imihigo* implementation also includes citizen's satisfaction and participation scores conducted by Rwanda Governance Board through Citizens Report Card (CRC) survey that captures citizen satisfaction at district level in order to strengthen vertical accountability and a people centered governance in Rwanda. The CRC scores 10% for *imihigo* where citizen's satisfaction is 5% with regard to accessibility and quality of services rendered to them particularly those in sectors of agriculture and livestock, education, health, land, local administration, water and sanitation, infrastructure (roads, electricity and ICT), social protection, justice, governance and social cohesion, security and gender based violence and citizen's participation in programs designed to improve their lives is at 5%. CRC results have contributed to district performance in "*imihigo*" either in a positive way or negatively affecting the performance of a given district. CRC results for the selected districts since 2014 – 2018 are shown (see Appendice 13). From the above citizen report card surveys, the performance of the five districts is characterized by a strong volatility over time. Although all five districts recorded a slight improvement from 2014 to 2018, apart from Nyarugenge, the remaining four districts recorded a decrease in 2017 and 2018 despite the fact that they performed above average as regards citizens' satisfaction from the services provided to them at local level including their participation in the implementation of the programs designed to improve their lives. But one wonders why no district among these has ever scored above 8/10 which explains why they have persistently performed poorly in *imihigo* achievement.

Citizens report card surveys have also determined the performance of the districts where those performing high in implementation of *imihigo* targets to a large extent perform better in citizens satisfaction of the services rendered and their participation in government programs implemented at local level and districts performing poorly in *imihigo* implementation experience similar poor performance in citizens satisfaction and participation survey results. CRC survey results have shown the impact on district performance and how citizens perceive and become too much

demanding on service delivery and participation. Districts that will endeavor to meet citizens demands will maintain their best performance trend but districts that will fail to cater for citizens demands, will remain performing poorly in terms of their satisfaction unless they mobilize more financial resources and increase their delivery spirit at local level to meet the citizens satisfaction. Overall analysis of *imihigo* evaluation reports mainly those conducted by IPAR and the one of 2017/2018 accomplished by NISR, confirms that there is improvement in planning and implementation of *imihigo*. However, *imihigo* evaluation reports since 2013/2014 to 2017/2018 expressed some of the drivers that have enabled some districts to perform well and causes that have led to the poor performance of some districts for the last five years. It is in this regard, that we identified some key drivers behind good performance and causes for poor performance as classified below:

2.2.8. Drivers of good performance and causes for poor performance in *imihigo* delivery

| Drivers of good performance in <i>imihigo</i> | Causes of poor performance in <i>imihigo</i> |
|---|--|
| Capacity of district leadership in consultation, identification and consolidation of citizens or communities' priorities | Inability of the district leadership to consult, identify and consolidate citizens or communities priorities |
| Setting <i>imihigo</i> targets that are challenging and transformative in nature scoring high | Setting soft <i>imihigo</i> targets that are not impactful scoring less |
| Good projects designs, feasibility studies & capacity of contractors lead to timely completion with quality and sustainability | Poor design of projects, poor feasibility studies and weak contractors lead to delays in completion even with poor quality and no sustainability |
| Effective coordination and collaboration with stakeholders under the umbrella of JADF | Weak coordination and collaboration with stakeholders under the umbrella of JADF |
| High level of citizens engagement, participation, trust, ownership of <i>imihigo</i> implementation and development priorities | Low level of citizens engagement, low participation, mistrust and low ownership of <i>imihigo</i> delivery and development priorities |
| Strict adherence to the implementation road map of planned <i>imihigo</i> and timely requests for disbursements as per the procurement plan | Most <i>imihigo</i> targets are implemented in the last quarter due to delays in disbursements or delays in disbursements requests |

| | |
|---|---|
| Team spirit, motivated, staffed, capable, stable, focused and skilled leadership and staff with high spirit of performance delivery of <i>imihigo</i> targets | Divided, demotivated, turnover, weak, unstable, unfocused and unskilled leadership and staff unable to implement <i>imihigo</i> targets |
| Proper documentation and reporting of planned and achieved <i>imihigo</i> targets | Insufficient and inaccurate documentation on planned and achieved <i>imihigo</i> targets |
| Scoring high in joint <i>imihigo</i> due to collective ownership | Lack of collective ownership in joint <i>imihigo</i> |
| High score of citizen's service delivery satisfaction and participation generated through citizens report card surveys | Low score of citizen's service delivery satisfaction and participation generated through citizen report card surveys |
| Strong monitoring and evaluation framework leading to high performance | Weak monitoring and evaluation framework often leads to low performance |
| Favorable climatic conditions contributes to delivery of <i>imihigo</i> targets | Climate change effects like severe drought and floods affects agriculture targets |

Source: IPAR, imihigo evaluation reports 2013/2014 – 2016/2017 & NISR imihigo evaluation 2017/2018

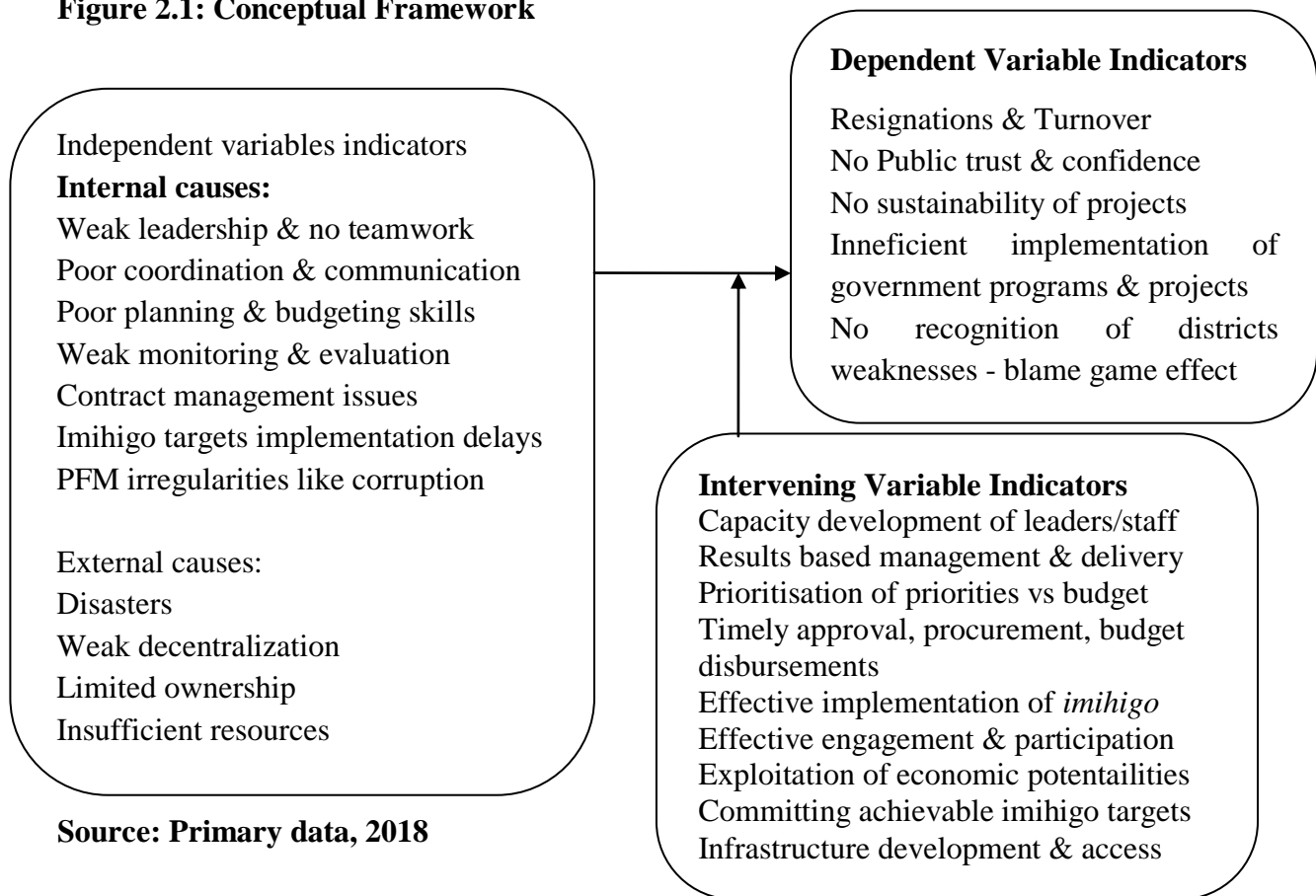
The above drivers for district's good performance and causes for poor performance in *imihigo* implementation are general to all districts as highlighted in *imihigo* evaluation reports of IPAR and NISR but during this research it was found out that most of these drivers and causes were expressed during focused group discussions, expressed on research questionnaire and even during interviews with central government institutions selected officials. There are other specific socio-economic and cultural factors that contribute to the poor performance of every sampled district that is Burera, Karongi, Nyagatare, Nyarugenge and Ruhango during *imihigo* implementation for the previous years and they are very causes that have persistently affected them towards featuring among the best performing districts.

2.3. Conceptual framework

This figure below indicates the measures variables indicators in analysis of the causes for poor performance in implementation of performance contracts. In this research the dependent variable

and the independent variable are distinguished according to their respective features. The difference between these two types of variables is shown below:

Figure 2.1: Conceptual Framework



The conceptual framework above entails independent variable indicators under this research considered as causes for poor performance in performance contracts-*imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts. These causes are either internally or externally attributed among these sampled districts.

Among internal causes are attributed to weak district leadership from district to cell level with no team work spirit to plan, coordinate implementation and delivery of imihigo targets. The weakness of leaders whether in Executive Committee or Council transcends to their poor coordination and communication within their respective administrative entities, among stakeholders and sectoral institutions they are supposed to jointly implement committed performance targets together hence failure for effective coordination and communication leads to imihigo delivery gaps resulting into district poor performance. Lack of proper planning and

budgeting skills leads to poor planning and budgeting and in the end results into inefficient implementation of performance contracts and poor performance delivery.

Inefficient implementation of *imihigo* is also attributed to weak monitoring and evaluation mechanisms in place to fast track timely implementation of districts performance contracts on a monthly and quarterly basis and this has affected the above districts when it comes to efficient and effective implementation of *imihigo*. Poor contracts management between districts and contractors has also adversely affected timely delivery of projects that are impactful and with high scoring during evaluation hence these districts had contracts management issues where some contracted works in *imihigo* were abandoned by contractors, others were performed poorly or delayed completion of *imihigo* targets and sometimes attracts penalties sanctioned against contractors by affected districts since its has negatively affected their performance and ranking after evaluation. Public finance management irregularities mainly corruption and embezzlement malpractices by district leadership, contractors and technical staff have been cited as among internal causes that contributes to poor performance of some districts due to poor quality works accomplished, failure to accomplish on time contracted works due to insufficient budget and capacity issues of some of these contractors that win tenders after bribing and corrupting chief budget managers and leaders.

Among external causes that have affected the performance of districts in implementation of *imihigo* targets include the issue disasters in form of floods, landslides, drought affecting agriculture production and productivity, loss of lives and property all contributing to the poor performance of the district and this was common in Karongi, Ruhango and Nyagatare and Nyarungenge districts. Weak decentralized administrative entities from Sector to Cell level has also been a cause for poor performance in *imihigo* implementation and these entities are weak to conceive, plan, implement, monitor and evaluate performance delivery of committed *imihigo* targets on annual basis and this is also attributed to lack of ownership of *imihigo* targets implementation by local leaders, citizens and stakeholders even. Districts respondents also expressed the issue of insufficient financial resources and even the allocated budget is not disbursed by Ministry of Finance and Economic Planning on time and some districts taxation period in the month of march like Nyarungenge derails their *imihigo* implementation as most own

revenues are collected and spent during the last quarter and this has also contributed to poor performance of the sampled districts.

The above causes contributing to poor performance in imihigo implementation by some districts have also posed negative effects in this research considered as dependent variables indicators for Burera, Karongi, Nyarugenge, Nyagatare and Ruhango districts which include resignation and turnover of district executive committee members like in Karongi, Ruhango and Nyagatare districts which in turn affected their consistency performance delivery in imihigo targets and their poor performance would result into mistrust, demoralization, loss of public trust and confidence in district leadership by the citizens, stakeholders and high authorities as they see districts leaders to be weak, incompetent, no teamwork and without leadership and managerial skills to drive them towards the best performing districts in the next imihigo delivery.

Poor performance in implementation of performance contracts has also resulted into inefficient implementation of diverse government programs and projects due to delays in execution, poor quality deliverables that are substandard, abandoned projects due to inadequate skills and knowledge to implement them thereby having the challenge of no sustainability of programs and projects which in turn affects district best ranking in imihigo achievement in addition to contributing to a less significant impact towards socio-economic transformation of the lives of citizens and the general district development across divers sectors.

Last but not the least, there has been a persistent failure by most poor performing districts after imihigo evaluation to acknowledge their district weakness, incompetence and poor ranking in imihigo achievement and instead of concentrating on how to design strategic actions to improve their poor performance record some tend to shift the blame game towards imihigo evaluation team or central government institutions or district stakeholders or citizens themselves as the sole causes for their failure to implement and achieve their respective imihigo targets as planned.

To overcome the above causes or challenges leading to poor performance in *imihigo* delivery and side effects resulting from this poor performance within sampled districts of Burera, Karongi, Nyagatare, Nyarugenge and Nyarugenge, there are intervening variables indicators that these districts need to focus at in improving their performance ranking in the future imihigo implementation and they include building and strengthening capacities of its leaders, staff and

stakeholders mostly in strategic planning and management, results based management and delivery, prioritisation of priorities as per the resource envelope, timely approval, procurement, budget disbursements and effective implementation of *imihigo* targets and monitoring mechanisms in an all-inclusive approach that creates ownership, engagement and participation of local government leaders, staff, stakeholders and citizens. There is a need for proper linkages between district and sub district *imihigo* that would spur competitive spirit at community level, district must fully exploit their local economic potentialities to the benefit of the citizens and driving district performance, districts must focus at committing achievable *imihigo* targets in a given time frame, putting in place enabling infrastructure that citizens can easily access and use and all these would result into the desired performance, transformation and impact on citizens lives through effective *imihigo* implementation by decentralized administrative entities.

The above figure shows the independent indicators as causes of poor performance in the implementation of performance contracts “*imihigo*”, among those factors includes internal and external factors namely; lack of adequate planning skills, weak teamwork, poor communication, poor budgeting skills, weak monitoring and evaluation process, contract management issues, weak decentralization, limited ownership, insufficient resources, corruption challenges. While dependent variables indicators include to improve living conditions of citizens, economic activities increase, committing achievement, implementation of many *imihigo* and last but not least there are intervening factors namely; culture and beliefs increase, education planning, social infrastructures, central government policies and LG strategies and programs.

2.4. Empirical review

The Government of Rwanda re-initiated *imihigo* in 2006 to accelerate service delivery across different levels in the government. Over the years, the practice has evolved into a performance-based tool for effective planning, implementation, performance evaluation and accountability for all public institutions. *Imihigo* targets are extracted from the detailed action plan to reflect the main interventions to be implemented on annual basis through the collaboration of stakeholders at district and other lower levels. In this case, *imihigo* serves as complementary approach to deliver on key citizens demands contained in the action plan and are impactful to their wellbeing. But there are certain instances where districts and lower entities tend to focus on implementation

of key identified *imihigo* targets and forget about implementing activities within the annual action plan. Performance contracts approach help districts to speed up the implementation of their plans including action plan and *imihigo* constitute an important mechanism in development process as they offer an opportunity for regular assessments of progress at the local and central government levels. *Imihigo* ensures continuity, joint efforts and citizen engagement which are the ultimate principles of national planning and control (IPAR-Rwanda, 2016).

During the implementation certain aspects play a crucial role: the contributions of the population and funding gaps, the collaboration with partners as well as unexpected events during the implementation process. Motivating the population to participate in the implementation of *imihigo* activities is generally no challenge, especially when they foresee the direct benefits out of pledged activity targets (i.e. contributing in the construction of schools, so that their children can attend school; land use consolidation so that they can increase their crop production) and that they have been participating in selecting the priorities. To ensure the continuation of the contributions of the population, the mobilization of the population by the district has to be high for their increased participation in priorities that improve and impact their wellbeing. Therefore, the districts and other administrative entities need to motivate their citizens and discuss with them the choice and the progress of *imihigo* targets (Gonsior et al., 2015).

Trust, honesty and the shared notion of mutual assistance are the collaterals of the relationship between authorities and citizens (Bizoza, 2011) If there is no trust between district's authorities and the population and no commitment of the population towards *imihigo* implementation, then mobilization of citizens will be difficult and achievement of set performance targets in district's *imihigo* becomes a challenge because no ownership and active participation and contribution to the attainment of set outputs. As argued by Armstrong and Baron, 1998) that the performance can be affected by the leadership factor where the absence of quality of encouragement, guidance and support provided by the managers lead to poor performance. We linked this with the arguments of (Ohemeng, 2014) who stated that lack of political commitment and seriousness, the lack of incentives and lack of training are barriers to excellent performance of the organisational institutions.

The study shows that the financing or budgeting of performance contracts-*imihigo*, allocating the budget to all planned activities is a crucial part of settling for *imihigo* targets. Intergovernmental fiscal transfers are categorized into six sources: own revenues of the district, earmarked transfers, block grants, transfers from LODA, contributions by development partners and external borrowing (Gaynor, 2014). Urban districts have higher local revenue collections than their rural counterparts because of the wider taxable base in urban than rural. Therefore, urban districts have higher financial means to fund their priorities (Ashoff and Klingebiel, 2014). Increase of district budget does not correlate directly with their performance where the impact might be realized after a certain period of subsequent years of investment. In most cases, district performance largely depends on its leadership and staff capabilities, stakeholder's collaboration and coordination, availability of funds to implement planned priorities and timely disbursement of these funds.

All the evaluations for *imihigo* for the last years had to assess *imihigo* processes from the planning to the evaluation stage and the independent evaluator, IPAR was expected to inform the Government of Rwanda the following areas: relevance of *imihigo* targets in respect to the evolving development priorities of the government and effectiveness of the collaboration between the districts and the central government in planning and implementation of *imihigo*; the extent to which the outcomes have been achieved and whether the outputs of *imihigo* contributed to achieving the intended outcomes and impacts; how efficient is the resource allocation in achieving *imihigo* and how this is converted into tangible outputs such as goods and services?; the degree of responses to the needs and complaints of the target population, and whether *imihigo* products and services address citizen's social and economic expectations; level of beneficiaries or local populations' involvement in the planning process and implementation of *imihigo* and assurance of sustaining the positive changes observed beyond *imihigo* and increasing knowledge about what policies and programmes work, enabling the government at central and local levels to build an evidence base for future policy development and enabling the identification of innovative ways of increasing effectiveness (IPAR, 2014).

Imihigo evaluation also helps to identify the performance gaps and propose improvements in the next generation of *imihigo* planning and implementation; identify the drivers of successful implementation of *imihigo* in all districts and ministries and potential causes for non-

performance; assess the extent to which *imihigo* targets are contributing to the outcomes of citizens' socio-economic transformation; investigate how “joint signing of higher level *imihigo*” are contributing to the joint planning and the overall performance contracts both at central and local government; assess the sustainability of implemented *imihigo* both in terms of bringing the expected changes and their continuity without *imihigo* incentives and recommend areas of improvement for developing and implementing *imihigo* so that they provide more robust, result based, and sustainable management system (account for relevance, effectiveness, efficiency, utility, sustainability, timeliness and spill-over effects/impact, (IPAR-Rwanda, 2016).

According to Kamuzinzi (2019), the reinforcement of external evaluation mechanisms and the ranking of districts at the end the fiscal year has pushed lower performing districts to learn from successful ones. Districts try to achieve more public actions with scarce resources or compete with others to seize more external opportunities in order to be the best achievers. The current performance based (*imihigo*) system is far more complex and multidimensional than the traditional *imihigo* form, where great achievements relied mainly on self-commitment to participate in a collective initiative. The current system is deliberately kept open to a diversity of actors and contexts affecting public policy implementation in the modern era, where success rests on an efficient management of inter-institutional interdependences. Placed in the context of decentralisation, this could mean that different districts could make different ‘pledges’ based on the same policy and not necessarily adopt the same implementation mechanisms to achieve the targeted output.

Top downers put a lot of emphasis on the role of policy designers, bottom-uppers believe that their choices do not significantly affect what happens on the ground. For them, what matters is not necessarily the clarity of the goals. How service delivers and how beneficiaries interpret and own the projected activities and outcomes are more important. Consequently, the same national policy can be executed in a variety of ways depending on the significance that implementers attribute to each objective and action. Bottom-uppers showed that contextual factors within the implementing local environment can completely alter rules set by central planners. To reduce the high rate of failure observed in top-down implementation processes, bottom-uppers advocate for increased freedom at the local level so that they can adapt national policies to local conditions

(Kamuzinzi, (2019). Public policy implementation is result-based. Good policy designers are those who are able to set measurable targets translating clearly political orientations into achievable targets. Performing policy implementers are those who achieve the targeted outputs in due time and by using efficiently the provided means. The new public management has significantly influenced the current Rwandan *imihigo* system. It is the poor performance of the ancient bureaucratic system that mainly incited the government to base policy implementation on *imihigo* (Kamuzinzi, 2016).

During *imihigo* signing ceremony on 6th October 2017, at Parliament, H.E Kagame Paul stressed that, *“Imihigo is about evaluating our performance, learning from our mistakes and moving forward together. What imihigo shows us is that we still have areas where we need to improve, that we need to do what it takes to improve and reach our goals. Imihigo is not just a ceremony: it is about achieving our goal of transforming the lives of every citizen; the pledges have to translate into action and tangible results for every citizen. We need to improve the way we work together; there must be consequences for any failure to coordinate among each other. Providing services to every citizen is your responsibility; it is not about who or when you choose to serve.”*

2.5. Gap identification

Despite various equitable financial and technical nourishment that Government offers to all districts in addition to the existing district potentialities and influence from respective development stakeholders or partners in each district, the problem of unceasing poor performance in *imihigo* delivery has persevered in some districts of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango with no tangible reasons. IPAR and NISR have assessed districts *imihigo* and evaluation reports highlighted general challenges leading to poor performance and drivers for good performance.

The literature exposed to evaluation intelligences did not indicate clearly why some districts perform better and others don't while all are given the required resources and supported equitably to enable them effectively implement their respective performance contracts. Hence, there is scarce information that clearly explain what are the real causes for poor recital in the above districts. Basing on the existing literature it is clear that no comprehensive study has been

carried out to exactly establish reasons behind this obstinate failure of some district leaders and its negative impact especially to the citizens of the concerned district since *imihigo* has entrenched the culture of competition among districts and their citizens vis-à-vis delivery of diverse government programs at local government levels. And Even if, there are many writings on the performance contracts, no study indicates the causes for poor performance in implementation of performance contracts within mentioned districts.

CHAPTER THREE: RESEARCH METHODOLOGY

3.0. Introduction

This chapter presents the methodology used in the operationalization of the study. It explains in detail the methodological and systematic aspects undertaken to complete this work within the defined scope. It also highlights procedures used in the collection of primary and secondary data, research design, research procedures, study area, target population, sampling, data collection instruments, reliability and validity of the instruments, data processing and analysis.

3.1. Research design

Grinnell and William (1990), define research design as a conceptual structure within which research is conducted. It is a plan for collecting and utilizing data so as to obtain the desired information. This research adopted descriptive and correlative study design where descriptive statistics were applied to analyze data from questionnaires and interview guides. According to Waltz and Bausell, (1981) a descriptive design may be used for the purpose of developing a theory, identifying problems with current practice, justifying current practice, making judgments, or determining what others in similar situations are doing. This study was descriptive because it identified the drivers for good performance in *imihigo* and causes leading to poor performance in *imihigo* delivery for the selected districts and measures that respondents proposed to serve as mechanisms to improve performance of districts in *imihigo* implementation.

This research applied both qualitative and quantitative research approaches. Quantitative research was used to quantify responses from respondents in terms of descriptive statistics (percentages) while qualitative research was used to tap information from the respondent's views, perceptions and ideas. Both approaches helped to derive at valid and dependable conclusions and recommendations.

In analyzing the secondary data, *imihigo* evaluation reports from financial year 2013/2014 to 2017/2018 were reviewed. All respondents were selected from the five selected districts and key officials in charge of planning and *imihigo* from the Central Government Institutions.

3.2. Study area

University of Rwanda issued an introduction letter that was presented to the leadership of selected districts to be allowed to conduct research as a study area and districts would also grant permission to commence research in the district using questionnaires, interviews and group discussions.

3.2.1. Description of study area (sampled districts)

Burera district is one of the five districts of Northern Province with 17 administrative sectors, 69 cells and 571 villages with a population of 336,455 (NISR Census 2012). The main economic activities in the district are agriculture (crops and livestock) practices due to volcanic land and moderate climate, tourism sector (twin lakes of Burera and Ruhondo, Urugazi and the Virunga national park), fishing, mining, commerce & trade and arts. Bordering with Uganda promotes its cross border trade among business community and has a hardworking population involved in agro processing and mining activities (Burera DDP, 2013).

Karongi district is one of the seven districts of Western Province with 13 administrative sectors, 88 cells and 537 villages. Karongi district stretches over an area of 993 km². The district is among the most mountainous districts and due to its relief and topography, soil erosion and landslides are frequent in Karongi (Karongi DDP, 2013). According to the 4th Rwanda Population and Housing Census (EICV4), Karongi district has 331,808 inhabitants (156, 073 males, 175,735 females). The district counts 73,326 households, the population density is 334 inhabitants per km². Due to its landscape situation, the settlement in Karongi district is scattered at 53.6% compared to 50.8% at national level. Urban areas of Karongi district are not well developed only at 0.2% while its rural areas suffer from limited basic infrastructures. Karongi has vast economic potentialities including but not limited to suitable land for crop production, mineral deposits, forests, lake Kivu for fish production and transportation, quarries deposits, marshlands for crop production and fruits growing.

Nyagatare district is among seven districts of Eastern Province with 14 administrative sectors, 106 cells and 628 villages and spread over an area of 1,741 km² making it the largest district of the country by area. It is known for its low inclined topography hills and dry valleys with fertile soils favorable for modern and mechanized agriculture production, cattle breeding, dairy production, industrial exploitation of granite and its close proximity to Akagera national park

that attracts touristic opportunities. The 2012 Population Census (NISR) indicates that Nyagatare district is the second most populated district of Rwanda with a total population of 465,855 inhabitants of which 228,325 are males (49%) and 237,530 are females (51%) grouped into 105,885 households. The district average density is 242 inhabitants per km² and with this density, the district remains under the national density figure of 321 inhabitants per km² (Nyagatare DDP, 2013). Nyagatare economic potentialities include suitable land and large marshlands for agribusiness, water resources for agribusiness, high market demand for infrastructure, manufacturing and service development, mineral deposits and quarries for mining development, arts and crafts for manufacturing development (Nyagatare LED Potentialities, 2017).

Nyarugenge district is one of the three districts that make up the City of Kigali with 10 administrative sectors, 47 cells and 350 villages. It has the highest population density with 2,149 inhabitants per km² and is the least populated district in Kigali City with 284,561 inhabitants (NISR census (2012)). As an economic nexus of the country, Nyarugenge district has economic potentialities like high market demand for infrastructural investment, manufacturing and service development, abundant human capital for education and skills development, attractions for tourism promotion; arts and crafts for manufacturing development, suitable land and large marshlands for agribusiness (Nyarugenge District LED Potentialities, 2017).

Ruhango district is one of the districts in the Southern Province with surface area of 671.2km² and 319,885 inhabitants (167,810 are women and 152,075 are men) with 60,809 households (NISR Census (2012)). It has 9 sectors, 59 cells and 533 villages (Ruhango DDP, 2013). It has economic potentialities that would enable it perform better in performance contracts-*imihigo* implementation and attain the desired development of the district mostly urban development for Byimana, Kinazi and Bweremana urban centers owing to their strategic location and access to national high way road and has potential for agriculture transformation in Amayaga belt suitable for cassava, rice, beans and coffee cultivation (Ruhango DDP, 2013). Despite of the enormous economic potentialities, Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts have not fully exploited them to spur their performance delivery in *imihigo* implementation but have been characterized with persistent poor performance in *imihigo* for the last fiscal years.

3.3. Population and Sample

The study population for Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts included members of district council bureau, district executive committee members, heads of council commissions (economic, social and governance), district executive secretary, district division manager in charge of corporate services, district directors, district planners, joint action development forum bureau (JADF) and its permanent secretary, chair of sector councils, sector executive secretaries, cells executive secretaries and village leaders in a representative manner.

3.3.1. Total Population

In line with the above, the total population of the study from the five districts was 3,246 people disaggregated into 15 districts executive committee members, 15 districts council bureau members, 15 heads of districts council commissions, 15 members of JADF bureau, 5 district executive secretaries, 5 corporate division managers, 50 district directors, 5 district planners, 63 sector executive secretaries and 369 cells executive secretaries, 2,618 village leaders and 8 director generals from central government institutions.

3.3.2. Sample Population

The sampled target population was 175 respondents from these five (5) districts where each district was represented by 35 respondents that are directly or indirectly linked with imihigo planning, approval process, implementation and monitoring of performance contracts-imihigo. They are disaggregated into 75 district executive committee members, executive secretaries, district corporate division managers, district directors and district planners, 20 district council bureau members and heads of commission, 20 sector executive secretaries and sector council chairpersons, 20 cells executive secretaries, 25 village leaders and 15 JADF Bureau and Permanent Secretary. *The respondents were selected on the basis of their proximity location to the district, experience, seniority, skills, knowledge and involvement in the day to day planning, approval, implementation and monitoring of performance contracts – imihigo from cell to district level in addition to mobilisation of citizens at village level to own and implement imihigo targets.*

This study used the total population of 175 respondents as the sample size but only 165 respondents answered the issued questionnaires on the research survey. The researcher also interviewed 8 participants from central government institutions with the planning, monitoring and evaluation portfolio in their mandate and having a significant role in *imihigo* planning, budgeting, approval process, implementation, monitoring and realisation at local level (Annex I).

Table 3.2: Survey respondents

| Administrative Entity | Selected key respondents/category | Number by district | Total for 5 districts |
|------------------------------|--|----------------------------|------------------------------|
| Village | Village Leaders | 5 | 25 |
| Cell | Cell ESs | 4 (Dean & 3 ESs) | 20 |
| Sector | Sector ESs & Council Presidents | 4 (Dean, 1 ES & Council 2) | 20 |
| District | Executive Committee, ES, DM, Directors and district planners | 15 | 75 |
| | Council Bureau, Heads of Council Commissions | 4 | 20 |
| | JADF Bureau | 2 & JADF PS | 15 |
| Grand Total | | | 175 |

Source: Primary data 2018

As per the table above, each district was represented by 5 village leaders making a total of 25 village leaders, 4 cell executive secretaries represented each district totaling 20, sector was represented by 2 sector executive secretaries and 2 council chairpersons per district making a total of 20 respondents, at district level there were 15 respondents selected from executive committee members, district executive secretaries, district corporate division managers, directors and district planners totaling to 75, a total of 20 respondents represented district council bureau and heads of council commissions and lastly the JADF bureau and its permanent secretary were represented by 15 respondents all making it 175 respondents sampled for this research.

Table 3.3: Distribution of sample selection in selected five (5) districts

| Province/City of Kigali | District | Selected respondents from Village to District | Stakeholders | Total respondents |
|-------------------------|------------|---|--------------|-------------------|
| Northern | Burera | 32 | 3 | 35 |
| Western | Karongi | 32 | 3 | 35 |
| Eastern | Nyagatare | 32 | 3 | 35 |
| City of Kigali | Nyarugenge | 32 | 3 | 35 |
| Southern | Ruhango | 32 | 3 | 35 |
| Grand Total | | 160 | 15 | 175 |

Source: Primary data 2018

The table above shows the representation of selected respondents from village to district levels where Burera was represented by a total of 32 respondents, Karongi 32 respondents, Nyagatare 32 respondents, Nyarugenge 32 respondents and Ruhango 32 respondents plus 3 respondents per district from stakeholders (JADF) making it 15 respondents hence a total of 175 respondents.

3.3.3. Sampling techniques

The researcher used purposive sampling when picking and choosing survey respondents that were well versed with imihigo planning, approval, implementation and evaluation process. Sampled respondents included Council Bureau & Chair of Council Commissions, executive committee members, directors, some staff, JADF Bureau & PS, representatives of Sector Council Chair, ESs, Cell ESs and Village leaders. Sampled also are officials from some of Central Government institutions having planning, monitoring and evaluation including imihigo in their mandate.

In this research, the purposive sampling technique was used to select the respondents and participants in focused group discussions (FGDs) basing on the knowledge, expertise they have in *imihigo* from planning to evaluation within the district

3.4. Source of data

In this study, both primary and secondary data were used. The primary data is composed of information got from questionnaires respondents and interviews held with selected respondents. The secondary data of this research was extracted from textbooks on performance contracts or management, concept notes on performance contracts-*imihigo*, *imihigo* evaluation reports done

by IPAR from 2013/2014 till 2016/2017 and NISR evaluation report for the financial year 2017/2018 and other previous research documents on performance contracts-*imihigo*.

3.5. Data collection techniques/methods

In this study, data was through self-administered questionnaires to local leaders and their stakeholders, structured and unstructured interviews with central government representatives during collection of primary data, also by review of previous *imihigo* evaluation reports, researches and publications to constitute secondary data. Focus group discussion of 9-12 people on average was used as a qualitative approach to obtain supplementary information from local and opinion leaders, technical staff, councilors, development stakeholders on the causes for poor performance in performance contracts-*imihigo* implementation and measures to for better performance in their districts.

3.5.1. Personal interviews

According to Campion (1994), an individual meet may be a discussion between two individuals (the questioner and the interviewee) where questions are inquired by the interviewer to get data from the interviewee. The most assignment in meeting is to get it the meaning of what is the interviewee's connection to the issue beneath examination (Kvale, 1996). Individual interviews coordinate into the think about since they offer assistance to induce the story behind the participant's encounters.

This strategy is additionally accommodating in pursuing in-depth data around the subject. The strategy included holding face-to-face verbal communications whereby the analyst inquired the respondents' questions expecting to inspire data or suppositions. The strategy is supportive in collecting data that will be specifically watched or which was troublesome to put down in composing and capture the implications past the words. As of this strategy, one interviewee approached respondents to ask some related questions with poor performance in implementation of performance contracts; "*Imihigo*".

3.5.2. Observation

Observation is the method of empowering analysts to memorize about the exercises of the individuals beneath ponders within the formal setting through watching and taking part in those

exercises (Dewalt, 2002). It provides the context for advancement of examining rules and meets guides. It is additionally the method of learning through introduction to or association within the day-to-day or schedule exercises of members within the analyst setting. The method utilized in information collection since it makes a difference to supply analyst with ways to check for verbal expression of sentiments, decide who can have connected with whom, and get a handle on how members are communicating with each other. Therefore, the study was observed by administrative staff from mentioned districts officers.

3.5.3. Questionnaires

The investigation may be a perceptual-based study; subsequently a survey receives and adjusts for the inquire about work. A survey may be an inquire about instrument comprising of an arrangement of questions and other build prompts for the reason of gathering cleverly or academic information from respondents (Sigmund, 2003). For scholastic and for academic reason; surveys are one of the foremost common and prevalent instruments to assemble information from a huge number of individuals. A well-constructed and organized survey can be an effective instrument to advise the quality of inquiries about assessment (Cooper, 2006). And in the event that ineffectively outlined, the survey can make investigate troublesome and deluding for both those the analyst and the examination of information. Survey for the most part comprises of a constrained number of questions that inquire members their recognition or rate the viability of different perspectives of exercises (idem).

The focused of the inquire about questions reflects the key assessment questions and the related observing questions that recognized the key factors within the inquire about plan. Asking questions that don't relate to develop factors questions may be a squander of time and exertion, and may moreover affect the reaction rate in the event that members see the survey to be as well long, ineffectively built and unedited. Questionnaires have preferences over a few other sorts of overviews in that they are cheap, don't require as much exertion, and frequently have standardized answers that make it basic to compile information (Dawson, 2002). In any case, such standardized answers may disappoint clients. Surveys are too strongly restricted by the reality that respondents must be able to examined the questions and react to them. The survey offered assistance me to gather quality information from respondents and to keep them for information quality appraisal and information investigation. Therefore, the study was

questionnaired to administrative staff, council members and stakeholders from mentioned study survey districts.

3.6. Administration of Data Collection Instruments

The analyst used the procedure of dropping the survey questionnaire to who was chosen among the respondents to reply the questions and choose it after replying. The surveys dropped to them in difficult duplicate; respondents were to reply the questions and write the responses within the space was given. This strategy is utilized because it gives respondents the time to reply security. It gives the analyst the opportunity to gather more data in small time. The auxiliary information was utilized too counting yearly report, distribution, websites, diaries, etc.

3.7. Data Analysis Procedures

Wanyama (1982) states that analyzing and preparing information requires to create a strata of respondents and getting their sees in arrange to analyze it well, here the analyst make a gather of information and prepare them in an assortment of ways in arrange to appear what they are significant and to encourage their elucidation. The information which gotten from the field through the surveys dispersed to the respondents were analyzed utilizing the Factual Bundle of Social Sciences (SPSS) version 21.0 and was displayed within the frame of tables and figures. Particularly, the examination was conducted by use of the recurrence and rate of the reactions on the survey things.

3.8. Ethical considerations

Malhotra (2006) indicates that ethical consideration includes informed consent, voluntary participation, doing from harm to the respondents, confidentiality, selecting the respondents fairly. In this investigate work, the analyst clarified the reason of consider and after that ask for formal consent. After getting the clearance from specialists of the area, the analyst gotten too the assent from the respondents by using authorization letter for the survey. This was supportive in guaranteeing respondents that the data collected from them was utilized as it were for scholastic purposes. Encourage, the respondents guaranteed of privacy of any data they given thus they were inquired to demonstrate their names and URA owed data collection to MINALOC for approval to collect data with mentioned districts , after completing data information kept secure and confidentiality and authorized researcher with letter.

CHAPTER FOUR: PRESENTATION OF THE DATA, ANALYSIS AND INTERPRETATION OF RESEARCH FINDINGS

4.0. Introduction

This chapter sets out to present, analyze and interpret research findings from quantitative and qualitative data collected from the five selected districts that is Burera, Karongi, Nyagatare, Nyarugenge and Ruhango.

4.1. Demographic Characteristics of Respondents

This part is showing identity of respondents including age, marital status, education background and experience, etc.

Table 4.1. Profiles of respondents

| Respondents profiles | Variables/ District | Burera | Karongi | Nyagatare | Nyarugenge | Ruhango | Total | Percentage % |
|---------------------------------------|------------------------|-----------|-----------|-----------|------------|-----------|------------|--------------|
| Gender | Male | 24 | 20 | 22 | 19 | 16 | 101 | 61 |
| | Female | 9 | 11 | 10 | 16 | 18 | 64 | 39 |
| Age | 20-30 | 3 | 2 | 3 | 7 | 6 | 21 | 13 |
| | 31-40 | 14 | 12 | 13 | 14 | 16 | 69 | 42 |
| | 41-50 | 13 | 15 | 14 | 12 | 11 | 65 | 39 |
| | 51+ | 3 | 2 | 2 | 2 | 1 | 10 | 6 |
| Marital Status | Single | 3 | 4 | 6 | 8 | 3 | 24 | 15 |
| | Married | 30 | 27 | 25 | 27 | 30 | 139 | 84 |
| | Divorced | 0 | 0 | 1 | 0 | 1 | 2 | 1 |
| Education | Primary | 3 | 4 | 3 | 3 | 4 | 17 | 10 |
| | Secondary | 7 | 5 | 7 | 8 | 7 | 34 | 21 |
| | Higher/ University | 23 | 22 | 22 | 24 | 23 | 114 | 69 |
| Total Respondents per District | | 33 | 31 | 32 | 35 | 34 | 165 | |

Source: Primary data 2018

As per the age of 165 respondents, they are structured into four age groups: 21 (13%) respondents are between 20–30 years, 69 (42%) respondents are between 31–40 years, 65 (39%)

respondents are between 41–50 years and 10 (6%) respondents aged 51 years and above. The age groups of 31- 40 years and 41-50 years dominate serving in local government as councilors, leaders, directors and technicians at the district, sector and cell levels and in charge of *imihigo* implementation and delivery. Regarding the marital status of 165 respondents, 24 (15%) respondents are single, 139 (84%) respondents are married and 2 (1%) respondents divorced. A great number of respondents are the married ones and this gave confidence to the researcher that his engaging responsible, committed, mature and serious respondents that would respond objectively and give realistic information on the causes of poor performance in *imihigo* implementation in their districts. Looking at the education level of 165 respondents from the five districts, 17 (10%) respondents have primary level, 34 (21%) respondents have secondary level and 114 (69%) respondents have Higher or University education. This shows that a big number of respondents are educated and knowledgeable even with required capacity to conceive, prioritise and orient *imihigo* implementation and delivery at decentralized administrative entities.

4.2. Perceptions of respondents on performance contracts-*imihigo* planning process, approval, implementation, monitoring and evaluation

4.2.1. Perceptions in *Imihigo* Planning Process

The perceptions on performance contracts – *imihigo* planning process covered the extent to which citizens’ demands and needs are considered, the extent of engagement of stakeholders, planning with innovation, if there are consultation meetings on *imihigo* preparation and whether districts provide feedback to citizens and stakeholders on approved *imihigo*.

Table 4.2. Consideration of citizens demands during planning process

| DISTRICTS/ PERCEPTION SCORES | Consideration of citizens demands during planning process (%) | | | |
|---|--|----------------------|----------------------|----------------------|
| | 1¹ | 2² | 3³ | 4⁴ |
| BURERA | 14 | 17 | 25 | 44 |
| KARONGI | 13 | 14 | 34 | 39 |
| NYAGATARE | 8 | 20 | 39 | 33 |
| NYARUGENGE | 7 | 23 | 38 | 32 |
| RUHANGO | 13 | 11 | 34 | 42 |
| AVERAGE (%) | 11 | 17 | 34 | 38 |

Source: Primary data 2018

¹ 1 To a small extent perception is between 1% - 25%

² 2 To some extent perception is between 26% - 50%

³ 3 To a large extent perception is between 51% - 75%

⁴ 4 To a very large extent perception is between 76% - 100%

In analysis of the extent to which citizens’ demands and needs are taken into consideration during planning process, priority identification and setting, an average 38% of the respondents express that citizens demands and needs are considered to a very large extent, followed by 34% of respondents affirming that to a large extent citizens demands and needs are considered, 17% of respondents confirm that to some extent citizens demands and needs are considered and 11% of respondents attested that to a small extent citizens demands and needs are considered during *imihigo* planning and approval process. Looking at the combined average of 38% and 34% making it 72% demonstrates that citizens demands and needs are given due consideration in District *imihigo* contrary to the average 28% of respondents saying citizens demands and needs are considered to a small extent and to some extent. This implies there are some of the citizens demands that are not considered because they require more resources to be implemented and even some citizens demands are not considered because they are not among the national sectoral priorities. Failure to consider citizens demands and needs in district *imihigo* may create mistrust, demoralization and less ownership and implementation of approved priorities without those expressed by citizens. Again the level of citizens participation and engagement in *imihigo* planning and approval process may not increase over time if their priorities are not given the due consideration they deserve in district’s *imihigo*. One of the leaders in focused group discussions in Karongi district said that, *“The population has a long list of needs and demands, which are actually basic needs; so we discuss and agree with citizens on which demands are in public interest including their basic needs and even fit in the district and national priorities.”*

Table 4.3. Engagement of stakeholders during imihigo planning

| DISTRICTS/ PERCEPTION SCORES | Engagement of stakeholders (%) | | | |
|---|---------------------------------------|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 10 | 25 | 35 | 30 |
| KARONGI | 14 | 20 | 43 | 23 |
| NYAGATARE | 17 | 18 | 42 | 23 |
| NYARUGENGE | 18 | 22 | 39 | 21 |
| RUHANGO | 16 | 20 | 36 | 28 |
| AVERAGE (%) | 15 | 21 | 39 | 25 |

Source: Primary data 2018

Looking at the perception survey results in regard to the extent to which all stakeholders are engaged during *imihigo* planning process and priority setting for purposes of participation and ownership and eventual implementation, an average perception from the five districts revealed that 39% of respondents affirm that stakeholders are engaged to a large extent, 25% of respondents confirm that stakeholders are engaged to a very large extent, 21% of respondents express that stakeholders are engaged to some extent and 15% reveal that stakeholders are engaged to a small extent. Considering an average perception of 85% (39%, 25% & 21%) of respondents it is evident that district stakeholders are always engaged during *imihigo* planning and priority setting to have their annual targets considered in districts performance contracts. This has been as result of Joint Action Development Forum at District level where all stakeholders through the JADF Commissions, JADF General Assembly and JADF Bureau first discuss and agree on priorities they can partner with the district and be implemented through *imihigo* approach. This has increased ownership and support of stakeholders during *imihigo* planning process and implementation where stakeholders have even financed some of the activities assigned to their responsibility of delivery at local level. Districts however, expressed a challenge of some stakeholders' fiscal calendar that differs from theirs; hence experience financing delays or disappointments which in turn affect timely implementation of agreed on priorities of district stakeholders.

This is also reported in the previous Imihigo evaluation findings where during Imihigo evaluation for FY 2014/2015 in regard to collaboration with partners, noted delays in the Imihigo targets fully implemented by district partners (local private sector). It is affirmed that some local investors encountered financial challenges (e.g long bank procedures) which delayed the smooth and timely implementation of their committed targets. On the other hand, a mismatch between the Rwandan fiscal year and that of development partners also negatively affected the timely implementation of Imihigo targets under their commitment hence cited among causes of low performance as a result of no respect of commitments by some of the development partners (IPAR-Rwanda, Imihigo Evaluation FY 2014/2015).

One of the respondents from JADF however challenged that *“in planning process all stakeholders are engaged but during final priority setting and approval, only the district executive committee and planning department does it alone without engaging again stakeholders to conclude together the planning process.* But this cannot be affirmed as a common practice in all districts, it might be one case in isolation and it was also highlighted on during the previous Imihigo evaluation reports. The evaluation report asserted that the multiplicity of stakeholders implies shared responsibilities in the design and implementation of Imihigo. But the evaluation revealed a number of challenges related to the division of responsibilities among district stakeholders. One of these was poor follow-up in the implementation of Imihigo targets by concerned entities after their inclusion in the district Imihigo. Here, the evaluation noted that the chief concern is for each entity to ensure that their outputs are included in the Imihigo, after which little follow up is done. A key consequence is that concerned entities are not updated on the status of progress. What is likely to happen under such conditions is that an entity may succeed in placing an item of interest in the Imihigo but fail to provide the promised resources for its implementation, thus negatively impacting the extent to which Imihigo are achieved (IPAR-Rwanda, Imihigo Evaluation FY 2013/2014, September 2014).

Evaluation findings for Imihigo evaluation of FY 2015/2016 also recognized the coordination and collaboration with different stakeholders as another factor that shapes the implementation of Imihigo. Indeed the districts with good performance in achieving their Imihigo targets have managed to leverage on the work done by non-state actors, namely the community, the private sector and, CSOs, NGOs. Partnership networks and inclusion of diverse stakeholder perspectives have been found to be central elements to collective decision-making on effective implementation of Imihigo. It is increasingly recognized that districts cannot do everything and that some targets and activities are better handled by other actors (NGOs, private sector and the community, etc.). This implies that the districts have to be responsible, not just for coordination, but for managing strategies and this allows major stakeholders to have common vision and shared understanding of performance contracts. The capacity of district to cooperatively engage other stakeholders (especially the private sector, CSOs and NGOs) to pursue its own agenda, is one of key requirement for effective implementation of Imihigo (IPAR-Rwanda, Imihigo Evaluation FY 2015/2016, August 2016).

Table 4.4. Planning for innovation during imihigo planning

| DISTRICTS/ PERCEPTION SCORES | Planning for innovation (%) | | | |
|---------------------------------|-----------------------------|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 8 | 39 | 40 | 13 |
| KARONGI | 6 | 38 | 41 | 15 |
| NYAGATARE | 5 | 31 | 47 | 17 |
| NYARUGENGE | 7 | 29 | 45 | 19 |
| RUHANGO | 9 | 38 | 42 | 11 |
| AVERAGE (%) | 7 | 35 | 43 | 15 |

Source: Primary data 2018

Respondents were also asked to what extent do they plan for innovation during *imihigo* planning process and priority setting; an average of 43% of respondents from five districts affirmed that to a large extent they plan for innovation, followed by an average of 35% of respondents who confirmed that to some extent they plan for innovation, an average of 15% of respondents said to a very large extent they plan for innovation and an average of 7% affirmed they plan for innovation to a small extent. Since *imihigo* delivery is about implementation, sustainability and impactful, districts task lower administrative entities and engage their stakeholders under JADF to initiate some innovations that spur competition among communities/citizens and best innovations are always replicated to enable implementation and achievement of *imihigo* in other areas and most local innovative solutions are seen in economic, governance and social pillars. Districts with more local innovative solutions like in addressing human security issues, promotion of unity and reconciliation, community health basic insurance, saving schemes, poverty eradication schemes, agriculture productivity, security, hygiene and sanitation, safe and prospering families to mention but a few have facilitated them to deliver on most of the planned *imihigo* priorities hence impacting positively on the general performance of the district (s). Most districts with local innovative solutions and mechanisms to deliver on planned *imihigo* have achieved them and ranked the best performers after meeting the scoring approach of every individual *Umuhigo* irrespective of its category (economic, social and governance) that is evaluated at 100% with three (3) evaluation components: completeness of *umuhigo* (50%), quality of completed *umuhigo* (30%) and timeliness of completed *umuhigo* (20%).

Table 4.5. Consultation meetings on imihigo preparation

| DISTRICTS/ PERCEPTION SCORES | Consultation meetings on Imihigo preparation (%) | | | |
|---------------------------------|--|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 6 | 20 | 43 | 31 |
| KARONGI | 11 | 17 | 42 | 30 |
| NYAGATARE | 10 | 19 | 43 | 28 |
| NYARUGENGE | 6 | 24 | 43 | 27 |
| RUHANGO | 7 | 15 | 49 | 29 |
| AVERAGE (%) | 8 | 19 | 44 | 29 |

Source: Primary data 2018

Analyzing the perception above on the extent to which there are planning or consultation meetings in the district specifically for *imihigo* preparation, an average perception of 44% of respondents' state that to a large extent there are planned meetings on *imihigo* preparation organized at district, sector and cell levels specifically to discuss and agree on next financial *imihigo* priorities and targets , an average of 29% of respondents affirmed that to a very large extent there are planned meetings for *imihigo* preparation which qualifies with a total average perception of 73% (44 & 29%) which affirms *imihigo* planning and consultation meetings, 19% of respondents said to some extent districts or sectors plan meetings for *imihigo* planning and priority setting. An average of 19% and 8% of respondents said to some extent and to a small extent there are consultation and planning meeting on *imihigo* preparations respectively. *“There is a common misconception that district planners are able to plan and prepare district imihigo alone, while specific meetings on district imihigo are not given enough time by district leadership and technical departments”* affirmed by one of the focused groups respondents.

Table 4.6. Feedback to citizens and stakeholders on approved imihigo priorities

| DISTRICTS/ PERCEPTION SCORES | Feedback to citizens and stakeholders on approved Imihigo (%) | | | |
|---------------------------------|---|-----------|-----------|----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 14 | 44 | 34 | 8 |
| KARONGI | 24 | 41 | 29 | 6 |
| NYAGATARE | 10 | 45 | 35 | 10 |
| NYARUGENGE | 24 | 38 | 29 | 9 |
| RUHANGO | 23 | 42 | 28 | 7 |
| AVERAGE (%) | 19 | 42 | 31 | 8 |

Source: Primary data 2018

Given the perceptions on the extent to which citizens and other stakeholders are given feedback on approved priorities and notified of the left out priorities, an average of 42% of respondents from the five districts expressed that that the feedback is given to some extent, an average of 31% of respondents' asserted that the feedback is given to a large extent, an average of 19% of respondents say that feedback is given to a small extent whereas an average of 8% confirm that feedback is given to a very large extent. Considering the combined average of 73% respondents that is 42% & 31% of respondents, this justifies that districts provide feedback to citizens and stakeholders on approved *imihigo* priorities and those to be implemented through community based approaches and those differed to be considered in next financial year. But there is an average perception of 27% (19% & 8%) who attest that feedback is given to a small extent and to a very large extent respectively implying for districts attain citizens and stakeholders awareness and ownership of approved *imihigo* and support their implementation need to improve on citizens and stakeholders engagement when it comes to communicating back the approved *imihigo* priorities and this would also increase the level of citizens participation in planning, implementation and their satisfaction in services rendered to them as captured and score by citizens report card. Therefore, through Citizens Outreach Sessions carried out by District Council and Executive Committee Members, Community Assemblies, end of month community work (*umuganda*) and JADF forums should be used to always provide timely feedback on considered *imihigo* priorities to both citizens and stakeholders and where some of the priorities that were not considered engage citizens to implement them through unconventional means (*umuganda*) or seek for stakeholders additional financing to deliver to the demands of citizens and as the end result increase their performance rating on citizens and stakeholders' participation and ownership in *imihigo* planning, implementation and monitoring.

The experience of other countries as regards mechanisms of feedback to citizens and stakeholders, it was found that E-participation has become a common instrument used by governments across the world as part of their e-government toolbox. In Europe at the beginning of the 21st century, e-participation was seen as a way to re-create trust in public institutions, increase their legitimacy, and re-engage citizens in democratic processes in the face of growing indifference toward formal political processes. E-participation was thus seen as an opportunity to bridge the “democratic deficit” in Europe. In developed and developing countries, E-

participation means are evidenced in construction of political discourse through political parties' website, social media, voting advice applications, parties platforms, candidates' website, social media, e-voting and m-voting, agenda setting like e-parties and collaborative electoral platforms. It is also seen in policy-making through provision of information on laws, regulations, strategies, budgets, administrative processes, ideation forums (platforms where citizens can submit ideas or proposals), parliamentary inquiries, consultations on draft policies including feedback from government, e-voting and m-voting (e.g. for part. budgeting, referendum), citizens' initiatives like e-petitions & participatory budgeting. Lastly, E-Participation is applied in public service delivery through provision of information on public services, open government data, customer feedback, consultations on services, participatory planning (e.g. urban), co-production (e.g. crowdsourced disaster maps), co-creation of new public services (e.g. innovation competitions, hackatons sponsored by public agencies) (Blanc, 2020).

In the United States, by 2008 all levels of governments had widely adopted e-government by putting in place e-participation features like e-consultations and use of social media (Mossberger et al., 2013). Vosidées platform are used in Luxembourg (Feilner, 2016); Westminster e-petition system used in the United Kingdom (Asher et al., 2019), e-petitions used in Germany (Jungherr and Jürgens, 2010). Some European countries are lately using the "citizens' initiative", by which citizens can submit proposals which (upon meeting certain conditions, e.g. in terms of support) can be voted upon by citizens directly, without passing through the executive or legislative institutions. Other recent trends include the rapid development of initiatives based on crowdsourcing, as hackatons and innovation competitions, to create new e-services. Information is used in Indonesia, Argentina, Republic of Korea Spain and Thailand, Citizen feedback and complaint systems used in Indonesia, India, Mexico & Uzbekistan, Consultation used in Brazil, Republic of Korea, Armenia; Coproduction used in Indonesia, Malaysia & Mauritius, e-petition applied in Republic of Korea; Ideation forum used in Austria; Multi-function platform applied in Argentina, Singapore and Participatory budgeting used in Australia, Colombia, Republic of Korea then Portugal (Blanc D, 2020).

In Rwandan context, since we haven't rolled internet in all parts of the country to implement e-participation mechanisms applied by the Western World, there are other effective channels of feedback that decentralized administrative entities can use to provide feedback to citizens and other stakeholders. These include use of Community Score Card where planning, implementation and evaluation all are driven by citizens appreciation towards their leaders, Public Accountability Days where local entities show to the public what they have accomplished and respond to public questions, Open Days organized by private sector to exhibit their products for citizens to learn from them and even market or buy their products, Town Hall Meetings bringing together all stakeholders and citizens to deliberate on issues affecting their lives and development, use of information and communication technology (ICT) – e-citizens feedback system on issues of concern and demands addressed to decentralized entities and use of media channels mainly community radios programming to amplify, reach, and promote increased engagement and access to information among citizens and stakeholders.

4.2.2. Perceptions in performance contracts-*imihigo* implementation process

Table 4.7. Citizens and stakeholders engagement in *imihigo* implementation

| DISTRICTS/ PERCEPTION SCORES | Citizens and stakeholders engagement in <i>imihigo</i> implementation (%) | | | |
|---------------------------------|---|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 3 | 27 | 49 | 21 |
| KARONGI | 3 | 32 | 47 | 18 |
| NYAGATARE | 2 | 24 | 52 | 22 |
| NYARUGENGE | 1 | 39 | 44 | 16 |
| RUHANGO | 1 | 33 | 48 | 18 |
| AVERAGE (%) | 2 | 31 | 48 | 19 |

Source: Primary data 2018

Given the above perception survey in regard to the extent to which citizens and other stakeholders are engaged in the implementation of *imihigo* for attainment of the set targets, it was found out that an average of 48% of respondents from the five districts affirmed that to a larger extent citizens and stakeholders are engaged in implementation process, an average of 31% respondents confirm that to some extent citizens and stakeholders are engaged in

implementation process, 19% of respondents asserted that to a very large extent citizens and stakeholders are engaged in *imihigo* implementation whereas 2% of respondents say to a small extent citizens and stakeholders are engaged during *imihigo* implementation. Therefore, based on the perception results of a combined average of 79% (48% & 31%) of respondents affirming there are engagements with citizens and stakeholders during *imihigo* implementation in addition to an average of 19% of respondents affirmed to a very large extent this engagement happens. This shows that when citizens and stakeholders are fully engaged from planning process to *imihigo* implementation, it becomes an added advantage for districts to achieve easily their respective planned *imihigo* targets and perform better after evaluation. Again, this high rate of perception on engagement of citizens and stakeholders is also linked to the fact that most of the targets are in the economic, governance and social clusters and they attach to lives of many people hence most of the citizens are fully involved in delivering to *imihigo* targets in one way or another through household *imihigo*, village, cell or sector *imihigo* and this has greatly increased the level of engagement, participation and ownership not only at planning stage but also after approval and the entire implementation process to ensure that their respective districts emerge as the best performer or feature among the best performers.

But on the other hand, in districts that have continued to perform poorly in *imihigo* implementation due to limited engagement and close follow up at decentralized entities where you find that *imihigo* at family, village, cell and sector levels lost momentum and these districts do focus on priorities at district level for achievement and best ranking than instilling the culture of *imihigo* ownership, implementation and competition at lower decentralized administrative levels for sustainable and progressive performance together with socio-economic transformation.

In next phase of decentralization, there is need to develop sustainable capacity for effective decentralization, strengthen the local governance system, enhance and sustain citizens' participation in planning processes and decision making through empowering local communities and lower decentralized administrative entities and to instill among citizens values of collective responsibility, personal worth and productive involvement in implementing sub-district *imihigo* using local innovations and voluntary initiatives to derive at the desired local economic development.

Table 4.8. Allocation of enough budget for imihigo targets implementation

| DISTRICTS/ PERCEPTION SCORES | The available budget is enough for <i>imihigo</i> targets implementation (%) | | | |
|---------------------------------|--|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 15 | 53 | 19 | 13 |
| KARONGI | 14 | 55 | 17 | 14 |
| NYAGATARE | 16 | 42 | 24 | 18 |
| NYARUGENGE | 14 | 47 | 22 | 17 |
| RUHANGO | 16 | 53 | 18 | 13 |
| AVERAGE (%) | 15 | 50 | 20 | 15 |

Source: Primary data 2018

The survey also looked at the perception of respondents on the extent to which the allocated budget is enough for *imihigo* targets implementation in order to attain the expected results, an average of 50% of respondents from the five districts affirmed that to some extent the allocated budget is sufficient, an average of 20% of respondents said to a large extent the allocated budget is enough to help their respective districts deliver *imihigo* targets, while an average 15% of respondents assert that the allocated budget for *imihigo* implementation is enough to a small extent and similarly an average 15% of respondents said that the allocated budget for *imihigo* targets implementation is enough to a very large extent. Given these perceptions of 50%, 20% & 15% respondents represent a total of 85% when all combined affirming the sufficiency of allocated budget to finance *imihigo* targets and this goes with prioritization of annual targets.

The average of 15% of respondents who asserted that the allocated budget for *imihigo* targets realization is not enough to a small extent can be seen in statements of some of the them during focused groups discussions where one respondent in Nyarugenge district said that; *“The district commits to achieve imihigo targets 100% when it has no adequate funds to finance planned and committed imihigo activities. Sometimes it implements imihigo targets in piece meals like construction of a drainage channel partly because of insufficient funds and it has some negative technical implications hence some projects should not be implemented in parts or pieces if we are aiming at realizing the positive impact of the implemented project towards the citizens”*.

During research, it was also found out that Nyarugenge District had budget constraints due to the fact that own revenues are collected in the month of March when *imihigo* activities are remaining with 3 months of completion hence it is hard to implement hard infrastructure like roads due to time constraint and availability of budget towards the end of the financial year. An alternative solution was expressed by another respondent who stressed that, “*Nyarugenge wish to do a lot of developmental projects but has the challenge of insufficient budget to finance more priorities for the district of the City. Due to budget constraints, the execution of big projects in imihigo is planned and budgeted in multi-year framework for ease of implementation and financing*”.

An official interviewed among central government respondents reiterated that, “*Some districts have the feeling that for all activities to be planned and implemented have to wait for government budget, the spirit of innovation and engaging other stakeholders (CSO, FBOs & PSF) to financially support their planned priorities without government budget has reduced to some extent due to over dependency of government funding*”. Basing on these responses, one should wonder whether *imihigo* should always be driven by availability of enough funds. Looking at the current trend of delivery through achieving *imihigo* targets, *imihigo* may lose its meaning as leaders and people do not want to stretch beyond the available means and mobilise more resources, use individuals and community engagements to technically support them to effectively contribute to the delivery of some *imihigo* targets.

Besides this issue of allocation of enough budget for *imihigo* implementation, respondents also raised the challenge of delays in disbursement of the allocated budget to enable districts implement *imihigo* targets as planned per quarter hence most of the districts *imihigo* implementation has been affected by delayed disbursements of allocated funds on time. One respondent highlighted that, “*Ministry of Finance and Economic Planning often delays the disbursement of allocated budget as per the submitted district cash flow plan for the first quarter of July, August and September and this in turn delays implementation of planned imihigo activities in the first quarter*. Related to this, another respondent cited that; “*Some NGOS and CSOs commit funds to implement some activities in imihigo but amidst fail to raise these funds when their activities have been committed and becomes a challenge to the concerned district. There are even other CSOs or NGOs that abruptly stop funding imihigo activities and as a result affects the completeness of the set targets hence difficult for the district to deliver on them due to*

failure of a development stakeholder to honour financial commitment which leads to poor performance of the district in imihigo after evaluation of unimplemented targets". This was reported and was observed in Karongi, Ruhango and Burera districts and as result contributed to their poor performance due to delayed completion *imihigo* targets.

During the research, it was noted through interviews with central government officials that; sometimes delays in budget disbursements are due to lack of liquidity, delayed submission of cash flow plans or districts poor cash flow planning, which do not take into consideration the exact time when the money is needed. To ease their life, some of the district budget officers prefer to divide the annual budget by four to have available funds to be requested per quarter and this negatively affects timely delivery on *imihigo* when quarterly disbursements delays or when disbursed they are not sufficient to the required funds supposed to finance *imihigo* activities being implemented. It is also important for districts to avoid putting all the milestones at the end of the fiscal year to avoid delays in implementation. One of the interviewee from central government officials asserted that; *"Some districts are highly organized and they break down their imihigo targets to sector and cell levels after signing for timely implementation and this goes with starting procurement process earlier. Some districts engage the concerned sectoral institutions to go together during implementation and monitoring of sectoral targets on regular basis but there are some districts that recall break down of imihigo targets, procurement process or to engage concerned sectoral institutions when it is evaluation and reporting time and as a result these districts will automatically perform poorly in performance contracts-imihigo implementation"*.

4.2.3. Performance contracts-imihigo monitoring

The researcher explored on whether there are monitoring mechanisms during performance contracts-*imihigo* implementation and how efficient and effective they are. *Imihigo* monitoring is usually done by Executive Committee and Council members, Directors, Staff and Stakeholders to fast track the implementation status of *imihigo* activities on a monthly and quarterly basis and this has eased timely implementation and delivery of *imihigo* targets leading to better performance of some Districts. One respondent from the District Council Bureau affirmed that, *"District Council Commissions in their outreach programs plan to monitor imihigo*

implementation progress in their respective clusters through field visits for selected activities in certain Sectors to fast track implementation and where there are challenges, give advice on ground and report to the Council for decision making, information, guidance or advocacy to higher authorities for appropriate action”. Another respondent among District Planners said, “District convene meetings with employees who follow up implementation of the planned imihigo even with some of the concerned stakeholders and this is done during morning briefs, management meetings and others depend on prevailing situations. More to this, District Council Members, Executive Committee Members, Staff, JADF members and other Partners carry out regular and periodic joints field visits to assess the implementation progress of planned imihigo activities”. The perception survey results on all stakeholders monitoring imihigo implementation are presented in the table below.

Table 4.9. Regular monitoring of imihigo implementation by all stakeholders

| DISTRICTS/ PERCEPTION SCORES | Regular monitoring of <i>imihigo</i> implementation by all stakeholders (%) | | | |
|---|--|----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 5 | 12 | 41 | 42 |
| KARONGI | 3 | 13 | 43 | 41 |
| NYAGATARE | 3 | 5 | 45 | 47 |
| NYARUGENGE | 5 | 7 | 42 | 46 |
| RUHANGO | 4 | 8 | 44 | 44 |
| AVERAGE (%) | 4 | 9 | 43 | 44 |

Source: Primary data 2018

On the extent to which monitoring of *imihigo* implementation is done on regular basis and by all stakeholders, an average of 44% of respondents and an average of 43% of respondents confirm that monitoring of *imihigo* implementation is regularly done by all stakeholders to a very large extent and to a large extent respectively whereas 9% and 4% of respondents affirmed that monitoring of *imihigo* implementation is regularly done by all stakeholders to some extent and to a small extent respectively. With these respondents, it is justifiable that monitoring is regularly done by all stakeholders as key partners in *imihigo* planning & implementation process. Districts

that have fully engaged and collaborated with their respective stakeholders in implementation, monitoring and reporting of *imihigo* have realized the positive part of it in terms of delivery. It is also worth mentioning the role of the Province in coordinating the monitoring of *imihigo* implementation is paramount. There are also Public Accountability Days held by Districts to show case what has been achieved in *imihigo* implementation and where they have been well planned and held, they are very useful not only for engagement purposes but also delivery.

However, there is still a challenge of capacity in monitoring *imihigo* implementation in some districts where some projects and programs do not yield intended outcomes because of poor monitoring mechanisms a case of economic and social impactful projects where some are poorly implemented or abandoned by contractors when not well monitored and technically guided hence need to put in place *imihigo* dashboards, IT monitoring tracking systems for *imihigo* activities implementation status, build capacities of leaders, planners and technical staff involved in monitoring implementation. Practically, monitoring and evaluation framework for *imihigo* exists and that there has to be quarterly reports that are submitted to MINECOFIN for districts *imihigo* and to the districts for sub-district *imihigo* hence it has to be streamlined across all districts including use of innovative tracking IT solutions to help us fast track easily *imihigo* delivery.

4.2.4. Performance contracts-imihigo reporting

Districts reporting on *imihigo* implementation progress is supposed to be done monthly and quarterly since they serve as evidenced based reporting tools for reference during scoring activity achievement during mid-term and annual evaluation exercise. It is worth mentioning here that the reporting framework that was put in place by MINECOFIN compels districts to submit quarterly implementation reports and there is no districts so far that does not comply. One of the respondents affirmed this saying that, “*imihigo implementation progress reports are done monthly, quarterly, annually, there is even site visit reports and management meeting reports which are shared with all stakeholders for ownership and higher authorities for intervention and orientation*”. These monthly or quarterly reports should match with the reality on ground without any bias or misrepresentation of facts and figures in regard to implementation progress reports.

4.2.5. Performance contracts-imihigo evaluation

The Office of Prime Minister finalizes with an Independent Evaluation Organ on the evaluation methodology and timeframe of evaluation of all Ministries and City of Kigali and Districts, The Minister of Local Government communicates to City of Kigali, Provinces and Districts in writing the agreed on evaluation methodology and timeframe. One of the respondents said, “*We know imihigo evaluation period and methodology as it is communicated to all District Mayors ahead of evaluation time. So every District is aware how and when the evaluation will take place and how it will be conducted. This helps us to organize preparatory meetings for evaluation of imihigo with all local leaders from District to Cell level and stakeholders before the evaluation team arrive*”. The perception survey results on awareness are presented in the table below:

Table 4.10. Awareness of leaders, staff, citizens & stakeholders imihigo evaluation methodology

| DISTRICTS/ PERCEPTION SCORES | Leaders, Staff, Citizens and stakeholders’ awareness of <i>imihigo</i> evaluation period and methodology | | | |
|---------------------------------|---|-----------|-----------|-----------|
| | 1 | 2 | 3 | 4 |
| BURERA | 3 | 38 | 45 | 14 |
| KARONGI | 1 | 35 | 52 | 12 |
| NYAGATARE | 0 | 34 | 49 | 17 |
| NYARUGENGE | 4 | 40 | 41 | 15 |
| RUHANGO | 2 | 38 | 48 | 12 |
| AVERAGE | 2 | 37 | 47 | 14 |

Source: Primary data 2018

The extent to which leaders, staff, citizens and stakeholders in *imihigo* implementation are aware of evaluation period and methodology, an average of 47% of respondents to a large extent and an average of 37% respondents to some extent are aware of the evaluation period and methodology for preparedness to receive and handle evaluation team whereas an average of 14% of respondents and an average 2% of respondents confirms this awareness be at a very large extent and to a small extent respectively. This awareness of evaluation period and methodology is through preparatory meetings ahead of *imihigo* evaluation, where the District Mayor convenes a meeting bringing on board all local leaders, staff and stakeholders having a stake in *imihigo*

targets to be evaluated. It is through such preparedness meetings, that the implementation status of each performance target is presented and discussed with verification means of completion or justification of targets not yet completed in preparation of evaluators.

4.3. Perceptions of respondents on the causes of poor performance in imihigo planning, approval, implementation and monitoring processes

This section covered feedback from the open questions that respondents from the five selected Districts of Karongi, Nyarugenge, Burera, Nyagatare and Ruhango expressed common issues or challenges that they seem to consider as a contributing factor to district poor performance right from *imihigo* planning, approval, implementation and monitoring process. Key issues or challenges expressed by most respondents at all these levels are presented below:

During Imihigo planning process respondents expressed common issues and challenges experienced and they include the issue of prioritization of presented activities when all are relevant and important for consideration in districts imihigo but to limited budget some of the activities are left out and some groups of citizens feel not valued and inconsiderate when their presented priorities are not approved either differed to the next fiscal year or to be implemented using unconventional means like Umuganda which is not a guarantee to citizens to attain their priority. There is also the issue of lack of sufficient planning skills among leaders, directors, planners & technical staff that would be participatory, inclusive and sector wide to consider national and local developmental needs. There is lack of reliable baseline data to inform planning process by establishing expected outcomes/outputs in reference to the baseline of all planned deliverables. An issue of exclusion of some stakeholders in planning phase also affects imihigo planning process and in most cases results into duplication of priorities and funding even from development partners that were not engaged at first to cater for their priorities even budgets to allow districts focus on other activities without stakeholders funding. Another challenge for districts is planning for big projects that are not achievable in one year that instead should have been committed to be delivered on over a multi-year period and would be evaluated as per the targeted percentage to be achieved per year than committing to deliver the impossible achievement. There is also an issue of poor coordination and communication within the district itself, district and central government institutions and districts with their stakeholders which in

the end affects performance delivery. Respondents expressed the issues of their districts setting soft *imihigo* targets that are easily achieved but will low scoring and leading to low performance of a given district.

During *imihigo* approval process, common issues and challenges expressed included presented projects with poor or without feasibility studies are not approved to be included in districts *imihigo* hence less impactful projects are implemented but with no significant impact that may contribute to district's best performance. They expressed the challenge of budget constraints leading to neglect of important projects as a result of prioritization and consideration of projects that are budgeted for which derails not only district development but also performance in *imihigo*. There is also the issue of CG Institutions targets that are not reflecting reality on ground and in some cases encounter difficulties during approval process. There is also an issue of inactive District Council delays approval processes even where approval process takes time and delays implementation in quarter one that may lead to delayed allocation of budget to some activities that constitute *imihigo* and timely implementation of *imihigo* targets.

Common issues and challenges expressed by respondents when it comes to *imihigo* implementation and monitoring included poor monitoring mechanisms at local levels to fast track implementation of *imihigo* targets, poor coordination and communication with all concerned stakeholders to drive implementation and delivery of *imihigo* targets, external factors like disasters, floods, severe drought affect delivery on agriculture targets, budget disbursements delays affect timely delivery of some of *imihigo* priorities, lack of ownership by leaders & staff to drive *imihigo* delivery when it would be their day to day pre-occupation, inadequate staff & staff turnover at local levels affecting timely implementation and delivery of targets , lack of team work spirit among leaders & staff to steer & coordinate implementation, disappointments from stakeholders who fail to honour their commitments at the last moments and it affects the district delivery of some *imihigo*, delays in procurement process and tender re-advertisements derails implementation of planned activities/projects as a result of conflict of interest among leaders and staff leading to corruption and embezzlement of public resources, engagement of citizens and stakeholders to actively participate in *imihigo* implementation is minimal, contract management challenges leading to abandonment of some projects, CG Institutions delays in joint

imihigo implementation and *Imihigo* targets with errors that cannot be rectified after H.E The President signature which would have been verified prior by the quality assurance team.

One of the respondents among planners stated that, “*planning process gives districts only two weeks to submit their development projects which will constitute imihigo and no enough time given to them to consult amongst themselves and it reaches June when districts are still changing their priorities that will be implemented in forthcoming fiscal year and this in turn affects district’s delivery on imihigo*”. A respondent among central government officials asserted that, “*there is the issue of capacity in planning where some projects are planned to be implemented without well designed feasibility studies and at the implementation phase it becomes impossible for the district hence requires project redesign leading to implementation delays or moved to be implemented in the next fiscal year*. But this issue has been checked with public investment committee in MINECOFIN that approves projects to be allocated budget and implemented at local government with feasibility studies, environmental impact assessment and budget.

Another respondent among central government officials expressed that, “*in some Districts, there is a challenge of District Executive Committee and Council Members not agreeing on what should be prioritized and implemented in imihigo, each Councilor wish his or her Constituency demands should constitute District imihigo to be realized at the end of the fiscal year*”. This leads to ego clashing and alliances among leaders which is against the principle of consensus in decision making. Councilors instead should go back to their respective constituencies to provide feedback to the citizens on what was prioritized and to be implemented in *imihigo* so that non-prioritized activities can be implemented using unconventional community approaches like umuganda, ubudehe or leave them to be considered in the next fiscal year in case they require budget to be implemented.

Another respondent among central government officials reiterated that, “CG Institutions submit priorities to be implemented at Local Government level and Districts consider them in imihigo, but when it comes to implementation, some of the CG Institutions are not active, there are delays in timely implementation or implement agreed on priorities partially and there has been no consequence thereof to that CG Institution instead would affect the concerned Districts overall performance ranking in imihigo achievement”. During the survey, it was observed that there are

some districts that have struggled with frequent changes in management (leadership turnover) and no good handover made and as a result it has contributed to their poor performance delivery in *imihigo* implementation.

To overcome the above challenges and issues leading to poor performance in *imihigo* delivery, districts need to focus at building and strengthening capacities of its leaders, staff and stakeholders mostly in strategic planning and management, results based management and delivery, prioritisation of priorities as per the resource envelope, timely approval, procurement, budget disbursements and effective implementation of *imihigo* targets and monitoring mechanisms in an all-inclusive approach that creates ownership, engagement and participation of local government leaders, staff, stakeholders and citizens. There is a need for proper linkages between district and sub district *imihigo* that would spur competitive spirit at community level that would result into the desired transformation and impact on citizens lives through *imihigo*.

4.3.1. Causes for poor performance in imihigo implementation in each district

This section captured feedback from respondents of every district where they were asked if there are any causes that might have led to poor performance in *imihigo* implementation in their district. This was an open question, where each respondent would provide what he or she considers, feels, thinks or justify as likely causes of poor performance in his or her district. The presented causes are from Council Members, Executive Committee members, Directors, Staff, Stakeholders, Sector Council Members and Executive Secretaries, Cell Executive Secretaries and Village Leaders from the five selected districts. There are common causes for all districts, there are specific reasons for poor performance in each district and causes that are endogenous and those that are exogenous in nature.

4.3.2. Common causes for the five districts poor performance

There are common causes or factors that are internally within the district control and those that are external or exogenous beyond district control but there are factors or causes that are both internal and external linked. Among the common internal causes or factors they include lack of team work spirit among district leadership and staff to drive and sustain *imihigo* delivery, poor communication, coordination and weak monitoring systems to fast track *imihigo* implementation, lack of adequate planning skills and focus among district leaders and staff on drivers of district

development and performance, poorly designed feasibility studies that affect *imihigo* implementation, limited ownership during *imihigo* planning and implementation by district leaders where *imihigo* delivery was considered as the business of director of planning and planning officer, planning for *imihigo* priorities was a copy and paste approach from other districts priorities than taking into consideration citizens demands and own district priorities, realities and challenges to be addressed, mindset of citizens which is still low to actively participate, contribute and drive their district *imihigo* achievement and mismanagement of development stakeholders that decide to relocate and work with conducive and hospitable districts.

There are common causes or factors that are internally and external linked to mention; contracts management challenges leading to delayed completion of planned *imihigo* activities or their abandonment hence no impact to citizens livelihoods and district development, procurement irregularities as a result of conflict of interest, poor communication, corruption and embezzlement tendencies, implementation of many *imihigo* activities in the last quarter when they would have been implemented in their respective quarters like infrastructure related activities that require timely execution and completion, committing to achieve *imihigo* targets at 100% but evaluation finds some targets are uncompleted either due to limited budget or procurement delays or irresponsibility of implementers, leadership and staff turnover at district level has also affected district's delivery leading to poor service delivery to citizens, lack or limited capacity building programs to empower leaders and staff with skills and knowledge to ably and effectively implement planned *imihigo* and poor collaboration between Ministries and Districts from planning to implementation negatively affected the implementation of joint *imihigo*.

There are common external causes or factors that attribute to the poor performance in *imihigo* implementation include weak decentralized administrative entities from village to district level, the efforts and resources used to manage natural disasters affected the implementation of *imihigo* and delayed disbursement of funds or materials by lead ministries jeopardized the implementation of *imihigo* and affected the district performance for non-joint *imihigo*.

4.3.3. Specific causes or factors per sampled district

In Burera district, respondents expressed specific causes or factors behind its poor performance in *imihigo* implementation which include failure to operationalize accomplished projects like Burera Beach Resort, Crafts Center & Cyanika cross border market that would have impacted delivery of the district; rotational transfer of staff all year mostly Cell ESs and SEDOs has created instability in performance delivery and this affects *imihigo* implementation; poverty & dependency mindset among people despite of VUP coverage in most Sectors; setting family *imihigo* as a formality and households do not achieve them on time; limited participation of stakeholders in *imihigo* implementation process and contracts management challenges leading to execution delays of some *imihigo* projects.

In Karongi, respondents engaged expressed the following as specific causes they consider to have led their district to persistently poor performance in *imihigo* implementation: limited ownership in *imihigo* planning and implementation by leaders where *imihigo* delivery was considered as the business of director of planning and planning officer; conflicts between the council and executive committee members and by extension to staff hence affecting *imihigo* implementation; limited participation of stakeholders in *imihigo* implementation process; cliques' formation within the district council leading to divisions & inefficiency; recruitment based on nepotism which resulted into hiring weak and incompetent staff in addition to the issue of turnover where Karongi had 118 vacant positions and this affects service delivery and lack of master plan for Karongi Town has affected urban and rural development. One respondent in Karongi affirmed that, *"in our district there is low citizens' engagement and participation in imihigo planning and implementation hence no ownership of district imihigo by citizens because what citizens want to be done is not what is done, the district does what it has planned and this has led to persistent disconnect of citizens demands against district's imihigo."*

In Nyagatare district, specific causes for its poor performance delivery in *imihigo* implementation that were expressed by most respondents include: issue of land misuse and mismanagement by some residents has led the district score poorly in citizens perception and satisfaction surveys; poor working relations among the executive committee members affected the district during the last mandate; lack of continuity of strong leadership as newly elected executive committee members are inexperienced in local government administration and

management; leadership and staff turnover at district level has also affected district's delivery; transfer of cell ESs to far work stations without considering their living conditions has tremendously affected their performance delivery; work overload at cell level as every needed data and statistics has to be provided by the cell ES; the size of Sectors and Cells is bigger compared to other districts' sectors and cells hence a challenge to service delivery due to inadequate and non-functional infrastructure facilities. One respondent said, *“how do you expect to achieve imihigo targets in education and social sectors when you do not have the required staff to implement them a case of vacant positions for teachers and social affairs at Sector and Cell levels that have took long unfilled. It was found out that Nyagatare district had 175 vacant positions”*.

In Nyarugenge district, respondents expressed specific likely causes of its poor performance in the implementation of performance contracts-*imihigo* as follows: budget constraints as own revenues are collected in March when *imihigo* activities are remaining with 3 months of completion; past weak and divided leadership that failed to manage and coordinate *imihigo* activities implementation, monitoring and evaluation of *imihigo* targets at lower levels; rural urban migration in search of jobs and required many services including social protection leading to too much spending to meet their needs than to put money on district development programs; low citizens' participation in community assemblies as city dwellers are always pre-occupied with day to day activities to be able to meet basic needs. One respondent complemented that, *“Nyarugenge would wish to do a lot of developmental projects but is affected with budget constraints where even some NGOS, CSOs & FBOs commit funds to implement some activities in imihigo but at the end fail to raise these funds or stop funding the activities and as a result affects the completeness of the set targets. It is difficult for the district if a development partner or stakeholder commits to finance certain planned activities but at a later stage does not honour the financial commitment which automatically affects the district's performance in imihigo”*.

Another respondent from JADF said that, *“since most of the priorities are from Central Government, citizens do not own and implement them because they are from high levels without taking into account citizens demands. Even when citizens are interviewed whether they are aware of imihigo targets, they responded that they are not aware of those activities from above. They are inquisitive about their priorities and when they find that they were left out because of*

Central Government targets, they are discouraged and unwilling to own and implement priorities from high authorities”. “It is hard for citizens to accept the 20th position of Nyarugenge district in 2017/2018 imihigo evaluation when they worked hard in terms of construction of tarmac road network, schools, health centers, water supply systems to mention but a few”, stressed another respondent in Nyarugenge district.

In Ruhango district, respondents expressed specific causes that are the likely drivers for its poor performance in the implementation of performance contracts-*imihigo*. They include: planning for *imihigo* priorities was a copy and paste approach from other districts priorities than taking into consideration citizens demands and own district challenges; nepotism and corruption tendencies during recruitment of district staff in Sectors, Health Centers, Schools and District units; lack of potential development stakeholders as a result of bribery and corruption that characterized the leadership and staff where any stakeholder that wished to work in the district had to first pay a certain amount of money as bribe and this attitude led to many stakeholders leave Ruhango to operate in other welcoming and non-corrupt districts hence a district without potential stakeholders could not compete with other districts having many and supportive stakeholders and finally the issue of potential business people who after accumulating wealth abandon Ruhango and relocate to Kigali or Muhanga which is the same case for Ruhango intellectuals who work in other areas but are not bothered to giving back to their home district.

One of the respondents in Ruhango affirmed that, *“corruption, conflicts and poor working relations among the district leadership begun during the mandate of 2011 until 2017, so how would you expect a competitive and effective implementation of imihigo amidst such conflicts since there was no team spirit. Management of staff performance based on district leaders’ cliques that were formed basing on selfish leader’s interests not for work related interests. With such cliques among leaders and staffs, staffs were no longer held accountable over tasks they had failed to deliver within their responsibilities in particular imihigo targets and this contributed greatly to the poor performance of Ruhango district. Worse still, the failure of the district would be a celebration of others.”*

During the research there are some of the cultural, social and structural causes or challenges that contributed to poor performance of the these districts like in Karongi with religious believers who don’t pay or discourage others from paying community health based insurance, in

Nyarugenge they have issues of rural urban migration out matching services like public transport, in Burera a big number of the population is under poverty line and in categories 1 & 2 with dependency mindset and cannot embrace easily modernity and with polygamous marriages leading to family conflicts and family breakdown, Nyagatare is structurally faced with an issue of increased influx of immigrants from other Provinces to settle in this district resulting into inadequate services provision (electricity and water supply, education, health insurance) together with poor living conditions that may result into malnutrition and school dropout. The district also has a challenge of having a big surface area compared to other districts which requires more budget and staff to run its administration and operations across. In Ruhango district, citizens were not used to chemical fertilizers hence reluctant to use them while planting crops leading to low use of fertilizers hence low agriculture productivity contributing to its low performance in agriculture sector.

In conclusion, the causes for poor performance in performance contracts-*imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts are mostly similar since all operate under the same system of Government but what has persistently affected their performance delivery ranges from weak leadership built on divisive, conflictual, biased and cliques within leaders, council members and staff; poor planning and targeting of *imihigo* priorities; poor coordination and communication between leaders, staff and stakeholders; delayed implementation of planned performance targets; lack of team spirit among leaders and staff; inadequate resources to finance all the planned *imihigo* activities; weak monitoring and evaluation mechanisms to oversee the effective and efficient implementation of *imihigo* targets; public finance management irregularities like corruption, embezzlement and external factors like disasters that destroyed properties, agriculture fields and lives a case of Karongi District.

4.4. Effects as a result of poor performance in imihigo implementation

The above causes contributing to poor performance in imihigo implementation by some districts have also posed negative effects in this research for Burera, Karongi, Nyarugenge, Nyagatare and Ruhango districts which include resignation and turnover of district executive committee members like in Karongi, Ruhango and Nyagatare districts which in turn affected their consistency performance delivery in imihigo targets and their poor performance would result into mistrust, demoralization, loss of public trust and confidence in district leadership by the citizens,

stakeholders and high authorities as they see districts leaders to be weak, incompetent, no teamwork and without leadership and managerial skills to drive them towards the best performing districts in the next imihigo delivery.

Poor performance in implementation of performance contracts has also resulted into inefficient implementation of diverse government programs and projects due to delays in execution, poor quality deliverables that are substandard, abandoned projects due to inadequate skills and knowledge to implement them thereby having the challenge of no sustainability of programs and projects which in turn affects district best ranking in imihigo achievement in addition to contributing to a less significant impact towards socio-economic transformation of the lives of citizens and the general district development across divers sectors.

Last but not the least, there has been a persistent failure by most poor performing districts after imihigo evaluation to acknowledge their district weakness, incompetence and poor ranking in imihigo achievement and instead of concentrating on how to design strategic actions to improve their poor performance record some tend to shift the blame game towards imihigo evaluation team or central government institutions or district stakeholders or citizens themselves as the sole causes for their failure to implement and achieve their respective imihigo targets as planned.

CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.0. Introduction

This chapter presents a summary, conclusion and recommendations based on the research findings as per the data analysis and interpretation in chapter four to derive at the main objective of the research which was to investigate the causes of poor performance in *imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango districts. There was even analysis of performance contracts-*imihigo* planning process in these districts, assessed the implementation of the performance contracts-*imihigo* and role of stakeholders, established causes for poor performance in performance contracts-*imihigo* implementation by these districts and finally recommendations that would enable them perform better in the next *imihigo* implementation. Besides expressing the summary of findings, conclusions and key recommendations, the chapter also brings to the attention of future researchers others areas in performance contracts-*imihigo* that require further research then strengths and limitations of the study.

5.1. Summary of findings

This research survey covered a total of 165 respondents from the five districts that is Burera 33 respondents, Karongi 31 respondents, Nyagatare 32 respondents, Nyarugenge 35 respondents and Ruhango 34 respondents. Among the 165 respondents, 101 (61%) respondents are male and 64 (39%) respondents are female. Most of these respondents from village leaders, executive secretaries, councilors and stakeholders fully understand the concept of *imihigo* and its rationale, they know their role from planning, priority setting, implementation, monitoring and evaluation from village to district level. They affirmed that they consult citizens to express their *imihigo* priorities they wish to be in village, cell, sector and district *imihigo* and priorities they can implement and monitor within their means, they guide citizens to choose key priorities in conformity with district and national strategic plans, provide feedback to citizens on the selected priorities, ensure every household has a filled *imihigo* booklet and mobilize citizens to own and actively contribute to the implementation of district and sub-district *imihigo*.

Interviewed respondents from the five districts affirmed that village members identify activities they wish to feature in *imihigo*, prioritise them according to the most pressing ones and are

submitted to the cell for consideration. The cell consolidates together citizens' priorities per village and they are submitted to the sector which also forwards them to the district for consideration and prioritization of targets from all sectors to select from what kind of transformative or impactful targets that would constitute district performance targets - *imihigo*.

It was also observed that at village level, most households commit their targets in hygiene, sanitation, construction of toilets, flooring and smearing of houses, developing and renovating pathways or small roads connecting communities or villages, small crossover bridges, community based health insurance, kitchen gardens, electricity access, use of fertilizers and improved seeds, owning a domestic animal (cow, goat, sheep, pig, rabbit, etc) that are written in the household *imihigo* booklet. But, there are some households that neither have *imihigo* booklets nor implement any *imihigo* at family level and most of these households are of the literate people even with financial means but with i don't care attitude. To address this I don't care attitude of some households, we found out that some of the village leaders visit households that failed to deliver on committed targets and engage them to know the reason behind failure to honour and implement household *imihigo* and in certain instances report defiant families to the Cell Executive Secretary for further action.

Given the perceptions results of respondents on performance contracts-*imihigo* planning process, approval, implementation, monitoring and evaluation; on consideration of citizens demands and needs during process a combined average of 72% of respondents (38% to a large extent & 34% to a very large extent) affirmed that citizens demands are considered during planning process but there is the remaining combined average of 28% of respondents (11% saying to a small extent and 17% asserting to some extent) claiming citizens demands are considered to a relatively low extent during planning process and this is the result of too many citizens demands that do not match with the available budget and national priorities and end up being referred to be implemented in the next fiscal year or recommend use community approach to deliver them. On the engagement of stakeholders in *imihigo* planning process, an combined average of 85% respondents (21% to some extent, 39% to a large extent and 25% to very large extent) affirmed high level of stakeholders engagement and this has been attributed mainly to the creation of Joint

Action Development Forum (JADF) at district level that brings together all development stakeholders. This has resulted into active participation, financing and ownership of stakeholders in district's *imihigo* implementation but districts expressed the challenge of some stakeholder's fiscal calendar that does not match with theirs causing disbursement delays or financing disappointments. The remaining average of 15% of respondents say stakeholders are engaged to a small extent by district officials as it was expressed by some stakeholders who claimed that they are engaged during planning process but neglected in final priority setting done by district planning unit.

Regarding consultation or *imihigo* planning meetings, the perception surveys revealed that an average of 44% of respondents affirm that consultations are there to a large extent and an average of 29% of respondents confirmed consultation meetings to a very large extent then an average of 19% expressed that consultations takes places to some extent and an average of 8% of respondents reiterated that such consultative planning meetings takes place to a small extent. This shows that consultative meetings are held to effectively prioritize *imihigo* targets. Considering the perception survey on feedback to citizens and stakeholders over approved *imihigo* priorities, a combined average of 73% (42% to some extent & 31 to large extent) of respondents justified that this feedback is given via the existing forums districts interact with citizens and stakeholders expressing approved *imihigo* targets to be implemented using ordinary budget and those referred to the next fiscal year or to be implemented using community approach like *umuganda* but we still have a challenge as expressed by an average 19% of respondents that the feedback is provided to a small extent and districts need to devise ways and improve on timely feedback to both citizens and stakeholders to gain their ownership and participation during implementation.

The perceptions on the extent of engaging citizens and other stakeholders when it comes to performance contracts-*imihigo* implementation, an average of 48% of respondents affirmed this engagement to a large extent even an average of 31% of respondents said to some extent citizens and stakeholders are engaged in implementation and an average of 19% of respondents asserted for this engagement to a very large extent and considering these perceptions together, it evident that citizens and stakeholders are engaged in the implementation of *imihigo* either active

participation in implementation and contribution to their delivery since most of the targets directly or indirectly have a direct impact on their citizens lives mostly those delivered at household, village, cell and sector levels but this one does not rule out an average of 2% of respondents who expressed that this engagement is still at a small extent and sometimes it affects districts CRC rating in terms of participation in and satisfaction of citizens from programs designed for them including *imihigo* as evidenced in some districts that have continued to perform poorly in *imihigo* implementation due to limited engagement and close follow up at decentralized entities where you find that *imihigo* at family, village, cell and sector levels lost momentum and these districts do focus on priorities at district level for achievement and best ranking than instilling the culture of *imihigo* ownership, implementation and competition at these levels for sustainable performance and the desired socio-economic transformation.

The survey results over perception of respondents on the extent to which the allocated budget is enough for *imihigo* targets implementation in order to attain the expected results, an average of 50% of respondents from the five districts affirmed that to some extent the allocated budget is sufficient, an average of 20% of respondents said to a large extent the allocated budget is enough to help their respective districts deliver *imihigo* targets, while an average 15% of respondents assert that the allocated budget for *imihigo* implementation is enough to a small extent and similarly an average 15% of respondents said that the allocated budget for *imihigo* targets implementation is enough to a very large extent. Given these perceptions of 50%, 20% & 15% respondents represent a total of 85% when all combined affirming the sufficiency of allocated budget to finance *imihigo* targets and this goes with prioritization of annual targets. The remaining average of 15% of respondents that stated the budget allocated is enough to a small extent is realized in some of districts targets not fully implemented due to financial constraints, partial implementation of big infrastructure projects hence no positive impact to citizens. Respondents also raised the issue of disbursement delays for the allocated budget and this delays *imihigo* implementation as planned thereby requiring proper cash flow planning and timely disbursements on demand or on quarterly basis to facilitate districts deliver as committed. It was noted through interviews with central government officials that; sometimes delays in budget disbursements is due to lack of liquidity, delayed submission of cash flow plans or districts poor cash flow planning, which do not take into consideration the exact time when the money is

needed. Delayed disbursements implies delayed completion and delivery of *imihigo* targets resulting into poor performance of some districts due to some contractor's failure to mobilise resources to finance contracted works and end up abandoning them. There is also the challenge of some NGOs and CSOs that commit funds to implement targets under their mandate but amidst fail to raise those funds and becomes a challenge to the district as it was reported in Karongi, Ruhango and Burera districts. Districts have to be strict and ensure that stakeholders commit to deliver on targets with available budget.

On the extent to which monitoring of *imihigo* implementation is done on regular basis and by all stakeholders, an average of 44% of respondents and an average of 43% of respondents confirm that monitoring of *imihigo* implementation is regularly done by all stakeholders to a very large extent and to a large extent respectively whereas 9% and 4% of respondents affirmed that monitoring of *imihigo* implementation is regularly done by all stakeholders to some extent and to a small extent respectively and this confirms that monitoring is regularly done by all stakeholders as key partners through public accountability days, *imihigo* monthly and quarterly meetings and joint field visits. Pressure from the Province or City of Kigali, Partners or Central Government institutions upon districts to deliver the set targets on time has also served as monitoring mechanism and districts that manage to deliver on pressure have persistently performed well, but those districts without pressure over them have relaxed and ended up performing poorly in *imihigo* delivery and it where one find cases of poorly implemented or abandoned projects in *imihigo* and this highly attributed to weak monitoring mechanisms in place.

On the extent to which leaders, staff, citizens and stakeholders in *imihigo* implementation are aware of evaluation period and methodology, an average of 47% of respondents to a large extent and an average of 37% respondents to some extent affirmed that they are aware of the evaluation period and methodology ahead of time for purposes of preparedness of evaluation exercise.

An average of 14% of respondents and an average 2% of respondents confirms this awareness is there to a very large extent and to a small extent respectively. This awareness of evaluation period and methodology is through preparatory convened by district mayor attended by all local leaders, staff and stakeholders having a stake in *imihigo* targets to be evaluated. It is through such preparedness meetings, that the implementation status of each performance target is

presented and discussed with verification means of completion or justification of targets not yet completed in preparation of evaluators.

During the survey, we found the likely causes of poor performance at the level of *imihigo* planning, approval and implementation in these five districts and the mostly presented ones included; planning level there are issues of prioritization, lack of sufficient planning skills, lack of reliable baseline data to inform planning, exclusion of some stakeholders, planning for big projects not realized in one fiscal year, setting soft *imihigo* that are easily achieved but with no impact and scoring less. At approval level, there is the issue of projects with poor or without feasibility studies, budget constraints leading to removal of crucial priorities, inactive district council which delays approval process, CG Institutions targets not reflecting reality on ground, approval process takes time and delays implementation in quarter one and delayed allocation of budget to some activities to constitute *imihigo* also delays approval and timely implementation of *imihigo* targets. At implementation level, major issues expressed included *imihigo* targets with errors that cannot be rectified after Mayor signing with H.E the President, poor monitoring, coordination and communication mechanisms, external factors like disasters, floods, severe drought affect delivery on agriculture targets, budget disbursements delays, lack of ownership by leaders & staff to drive delivery, inadequate staff & staff turnover at local levels, lack of team work spirit among leaders & staff to steer & coordinate implementation, disappointments from stakeholders who fail to honour their commitments at the last moments and it affects the district delivery of some *imihigo*, delays in procurement process and tender re-advertisements derails implementation of planned activities/projects, conflict of interest among leaders and staff leading to corruption and embezzlement of public resources, engagement of citizens and stakeholders to actively participate in *imihigo* implementation is minimal, contract management challenges leading to abandonment of some projects and CG Institutions delays in joint *imihigo* implementation.

Basing on the above issues or challenges faced by districts during *imihigo* planning, approval and implementation process, given the perceptions of research respondents on variables looked at, the research establishes interlinked common causes within the five districts (Burera, Karongi, Nyagatare, Nyarugenge and Ruhango) that largely contributed to their poor performance in *imihigo* implementation for the last fiscal years (2013/14-2017/18).

These interlinked common causes derived at include but not limited to; lack of team work spirit among district leadership and staff to drive and sustain imihigo delivery, poor communication, coordination and weak monitoring systems to fast track imihigo implementation, lack of adequate planning skills and focus among district leaders and staff on drivers of district development and performance, poorly designed feasibility studies that affect imihigo implementation, limited ownership during imihigo planning and implementation by district leaders where imihigo delivery was considered as the business of director of planning and planning officer, contracts management challenges leading to delayed completion of planned imihigo activities or their abandonment hence no impact to citizens livelihoods and district development, procurement irregularities as a result of conflict of interest, corruption and embezzlement tendencies, implementation of many imihigo activities in the last quarter when they would have been implemented in their respective quarters like infrastructure related activities that require timely execution and completion, committing to achieve imihigo targets at 100% but evaluation finds some targets are uncompleted 100% either due to limited budget or procurement delays or irresponsibility of implementers, leadership and staff turnover at district level has also affected district's delivery, inadequate staffing at cell level leading to work overload and poor service delivery to citizens, lack or limited capacity building programs to empower leaders and staff with skills and knowledge to ably and effectively implement planned imihigo, planning for imihigo priorities was a copy and paste approach from other districts priorities than taking into consideration citizens demands and own district priorities, realities and challenges to be addressed, mindset of citizens which is still low to actively participate, contribute and drive their district imihigo achievement, weak decentralized administrative entities from village to district level and mismanagement of development stakeholders that decide to relocate and work with conducive and hospitable districts.

5.2. Conclusion

Performance contracts-imihigo have set in motion development processes that have contributed towards Rwanda's achievement of national development priorities, strategies and programs. *Imihigo* have served as a tool for mobilising human and financial resources needed to facilitate the desired nationwide development and transformation. Districts performance contracts – *imihigo* planning, prioritization and implementation has focused at contributing to the desired

socio-economic transformation. To attain this, districts must strengthen their capacity to plan, engage stakeholders, citizens and sectoral institutions in prioritizing performance targets that are locally contextualized, identified through a participatory process, in compliance with the national priorities, challenging in nature, being SMART, gives value for money and innovative among others.

We have some districts that are tourist destinations like Burera in the North and Karongi in the West that would exploit the tourism potentiality to outcompete other districts that are not tourist destinations. Nyarugenge being a City district, Nyagatare developing into a secondary city to support City of Kigali and satellite cities like Ruhango that should outcompete others in agriculture, urbanization and infrastructure development but they have persistently performed poorly in *imihigo* implementation.

Active participation of stakeholders and citizens in the planning, management and decision making process offers an opportunity to improve district performance and increase the level ownership and commitment to successfully implement *imihigo* activities through intensive mobilization of the population by the district. Districts and its lower administrative entities need to motivate their citizens, change their way of thinking about community engagement and discuss with them how do they wish to deliver on programs designed for them including *imihigo* and as a result will build trust between authorities and citizens to walk the talk & action together.

To sum it up, the causes for poor performance in performance contracts-*imihigo* implementation in Burera, Karongi, Nyagatare, Nyarugenge and Ruhango Districts are mostly similar since all districts operate under the same institutional and legal framework, same system of government but what differentiates them when it comes to *imihigo* implementation delivery ranges from weak leadership to plan and foresight over *imihigo* priorities; delayed implementation of planned performance targets; lack of team spirit among leaders and staff; inadequate resources to finance all the planned *imihigo* activities; weak monitoring and evaluation mechanisms to oversee the effective and efficient implementation of *imihigo* targets; public finance management

irregularities like corruption, embezzlement and external factors like disasters that destroy properties, agriculture fields and lives.

“The district rankings that were presented to us today show us many things, key among them being the aspect of leadership. The quality of leadership will always reflect on the performance of any institution. The issue of lack of collaboration and coordination between people themselves and institutions is an issue that continues to be persistent. You can’t call yourself a leader if you think you can work without collaborating with others. We need to improve the way we work together; there must be consequences for any failure to coordinate among each other”, asserted H.E President Kagame Paul during the signing of 2017/18 *imihigo* on 6th October 2017.

5.3. Recommendations

5.3.1. General recommendations

Mindful of the most respondents demands and opinion views expressed during this research survey from the five districts, interviewed respondents from central government institutions, review of previous *imihigo* evaluation reports and literature review on performance contracts and performance management delivery, and looking at the expressed likely causes for poor implementation of *imihigo* in districts; the following recommendations are suggested;

- Annual districts *imihigo* targets should be locally contextualized and identified through participatory and consultative planning process with staff, citizens and stakeholders so as to respond to the specific needs of the communities or citizens and their locality that would complement national priorities in order to enhance their ownership, effective implementation, spur transformation and sustainable impact to citizens’ livelihoods.
- Capitalizing on citizens and stakeholders’ engagement and participation in *imihigo* planning, implementation, monitoring and evaluation and keep increasing the level of their meaningful and active participation and satisfaction from *imihigo* targets delivery. Citizens and stakeholders role should be improved beyond providing their priority targets during the planning phase of *imihigo* to receiving feedback from their leaders on prioritization of expressed needs, their required intervention to implement prioritized *imihigo* targets which will indeed help to improve district performance but also inculcate competitive spirit and

commitment to successfully implement district priorities and celebrate together achievements without any discredit or mediocrity in case of failure.

- Districts of Burera, Karongi, Nyagatare, Nyarugenge, Ruhango and other districts should strategize on setting hard, innovative and transformative *imihigo* targets that are highly ranked with greater spill-over effects and sustainability and do away with setting too many soft performance targets – *imihigo* that are easily achievable but with no impact to citizens' livelihoods. This has to be supported with adequate financing and timely disbursements of allocated budget to finance *imihigo* activities as per the district cash flow planning.
- Need for capacity development and empowerment of Burera, Karongi, Nyagatare, Nyarugenge, Ruhango districts leadership and technical staff for effective implementation of planned *imihigo* targets. Capacity development at district level should focus on imparting among leaders and staff planning and budgeting skills, design of feasibility studies, contracts management, procurement, monitoring and evaluation mechanisms, mitigation of risks and external factors (disasters). Sector Ministries should also ensure building capacities for technical staff supposed to implement their sectoral priorities realized through joint *imihigo* priorities at district level and do away with a blame game on either side in case of poor ranking and performance. Empowerment of leaders and staff to gain more skills and competencies must take into consideration use of peer review, peer learning, coaching and mentoring programs from best performing districts to raise their performance delivery in *imihigo* implementation.
- Districts of Burera, Karongi, Nyagatare, Nyarugenge, Ruhango to perform better in *imihigo* and sustain their performance record need to instill among its leaders, staff and stakeholders the performance based culture characterized by efficiency, precision, integrity, accountability and transparency values that will help them serve citizens and deliver to their expectations including *imihigo* without any delivery deficits, incompetence, corruption malpractices, injustice, conflict of interest, cliques formations, ego clashing in order to achieve the intended socio-economic transformation as result of effective and efficient implementation and delivery of districts *imihigo*.

- Increased involvement of the District Council and its Commissions in scrutinizing the proposed imihigo targets is very critical, given that its main responsibility is to provide strategic guidance on the development orientation of the District. This will eliminate potential planning omissions/errors.
- The exercise of setting of *imihigo* targets that will be jointly implemented with Central Government institutions, Agencies and Districts requires thorough consultations and discussions that lead to the final conclusions on joint *imihigo* targets and role of each to deliver on them. In addition, the final sessions for approval of these targets need to involve high level leadership of Ministries, Agencies and Districts for consensus and ownership.
- For districts to achieve synergies in setting result oriented targets and ensuring efficient use of resources, the coordination role of the Province/City has to be visible, especially in deciding on mega projects that will have an impact on more than one District.
- Proper linkage of interventions and clarification of roles and responsibilities between the District its subsidiary entities (Sector and Cell) as well as proper coordination and communication flow have to be established in order to avoid excessive workload on some and redundancy on others.
- Appropriate mechanisms including the use of ICT monitoring and evaluation system for continuous review of the status of implementation of imihigo by all stakeholders (Central Government Institutions, District Executive Committee, Staff, District Council members and other partners) should be put in place in order to provide regular up-to-date and reliable data that enable measurement of the progress being made in implementing *imihigo* and take prompt remedial actions whenever needed. This will enable the District achieve the set targets within the prescribed timelines.
- There should be developed a robust and IT enabled monitoring and evaluation system that provides regular, up-to-date and reliable data that enable measurement of the progress being made in implementing *imihigo*. This system should be integrated enough to meet the information requirements of both Central and Local Government institutions. The Cell has to be empowered enough to serve as the source of the information that is fed into this system.

- Professional gathering of evidence supporting *imihigo* implementation reporting is very important as this serves as the basis for *imihigo* evaluation. The required evidence needs to be collected on a continuous basis, and Districts need to avoid putting it together at the end of the quarter or fiscal year in order to avoid inconsistency in information provided.
- The *imihigo* evaluation criteria related to citizen participation and satisfaction (drawn from the Citizen Report Card and representing 10% of the scores and the District Action Plan which is given 25% as a score) should be given due consideration during the planning and implementation processes in order to come up with clear interventions that will enable Districts maximize on these scores from these two criteria.

5.3.2. Specific recommendations to sampled districts

Basing on research analysis, interpretations, interviews held with some officials at local government and central government levels, there are proposed recommendations that would enable sampled districts improve in performance contracts - *imihigo* delivery as follows:

5.3.2.1. Nyagatare district

Nyagatare district to be able to improve and perform better in performance contracts-*imihigo* implementation from lower levels to district level, it needs to take into consideration the following specific recommendations:

- In setting *imihigo* targets to consider also citizens' priorities and give them feedback on accepted priorities to be implemented and financed by the district and unconsidered priorities that can be implemented using unconventional community approaches;
- Instill the culture of *imihigo* ownership from planning to implementation by all leaders, staff, stakeholders and citizens;
- Build team work spirit among leaders and staff at all levels to drive *imihigo* implementation across all sectors;
- Staff capacity development, mentoring, coaching and motivation at all levels;

- Transfer of Cell ESs after review and due consideration of their way of living to embrace stability and continuity of Cell performance;
- Need for timely staffing of vacant positions, provision of budget and logistics to facilitate lower entities operations due to their big surface compared to other districts;
- Compliance to district *imihigo* implementation plan and delivery of planned *imihigo* on a quarterly basis to avoid concentrating activities implementation in the last quarter;
- Control of the influx of immigrants leading to overpopulation that does not match with available public services delivered to citizens (health, education, water, electricity, etc);
- Effective land use and management with special focus on increased production and productivity from agriculture and livestock produce;
- Engagement of stakeholders and citizens on delivering on some of *imihigo* targets like curbing school dropouts, young girls pregnancies, community based health insurance and human security issues;
- Leaders and staff to undertake study tours for peer review and peer learning from best performing districts in *imihigo* implementation and achievement;
- Construction of water supply systems for people and livestock consumption and for use in irrigation of crops to increase production and productivity.

5.3.2.2. Burera district

The following specific recommendations if taken heed by district leadership would enable Burera district to re-emerge again among the best performing districts in *imihigo* implementation:

- Enhancing team work spirit among leaders and staff to drive *imihigo* implementation;
- Timely communication of *imihigo* targets signed by district mayor with H.E The President to all stakeholders and citizens;
- Need for well-designed and implementable feasibility studies for projects in *imihigo*;

- District leadership and staff to undertake study visits for peer learning and experience sharing with best performing districts in *imihigo* implementation;
- District leadership should properly plan staff transfers especially Cell ESs considering the proximity or distance factor of transferred staff to their families' location so as to ably execute their duties with a peaceful mind as performance facilitators at local level;
- Need for intensive mobilization of lower leaders and citizens to change their mindset on family *imihigo* realization and defiant citizens be educated and engaged always;
- Timely staffing and filling of vacant positions to minimize performance gaps due to inadequate staff.

5.3.2.3. Karongi District

The district need to take into consideration the following specific recommendations for it to regain back its past performance record;

- Need for a detailed master plan to facilitate Karongi in having an organized urban development and settlement based on land use and management master plan;
- There is need for citizens' awareness to own and implement planned district's *imihigo*;
- Need for smooth collaboration between the Council and Executive and do away with unnecessary conflicts that derail district performance delivery;
- District council should initiate councilor's week to hear from citizens' demands and be able to ascertain district challenges and adopt measures to address them;
- District leadership should closely collaborate with every stakeholder who committed to deliver on specific *imihigo* targets to avoid disappointments amidst implementation;
- District leadership need to map and do an inventory of all development stakeholders and engage them to support district development efforts including *imihigo* targets;
- District should provide to citizens' basic needs like water access and medical care services to meet their satisfaction and perception on delivery of these services;

- There is an urgent need to put in place an effective monitoring and evaluation framework to enable leaders and staff to fast-track implementation progress of *imihigo* activities.
- Karongi districts needs to put in place disaster response and prevention mechanisms like radical terraces, afforestation, water catchment areas so as to counter check floods and disasters effects on planned *imihigo* targets in agriculture and infrastructure projects.

5.3.2.4. Nyarugenge district

For Nyarugenge district to improve on its *imihigo* performance record and be able to feature among the best performing districts in the years ahead, it needs to give due consideration to these specific recommendations:

- District to commit *imihigo* targets within the available budget and committing economic targets that are tangible and drivers of city development and growth.
- District should set targets that will be timely implemented, completed and achievable in the given time frame.
- As a city based district, it needs to strengthen citizens' participation and ownership of *imihigo* implementation.
- Need to mobilize more resource from strategic partners to be able to finance, implement and achieve district planned *imihigo* targets.
- Expediting recruitment to fill vacant positions at Cell and Sector levels to ease implementation. Too many demands towards the Cell should match with its staffing.
- Provision of adequate ICT equipment to lower entities to expedite service delivery to City dwellers and fast-track implementation, monitoring, evaluation and timely reporting.
- District to attract more investors in productive sectors and processing plants that would increase the revenue base of the district and raise it economic potential to finance other impactful and transformative *imihigo* targets as enablers of its performance delivery across all sectors for an urban district like Nyarugenge.

5.3.2.5. Ruhango district

As one of the respondents said, “*This is the District, H.E The President of the Republic hails from, we really disappoint H.E The President, to hear that Ruhango is among the poor performing districts*”.

Therefore, having emerged as the overall last performing district; Ruhango should consider implementing the following specific recommendations to improve in *imihigo* delivery:

- District should set targets that will be timely implemented, completed and achievable;
- Enhancing team work spirit among leaders and staff to drive *imihigo* implementation;
- Council members to engage and change citizens’ low mindset towards their active participation in district development programs and its performance delivery;
- There is a need of district leadership from district to cell level to always inform citizens over *imihigo* implementation progress using the existing forums and public meetings;
- District leadership needs to do mapping of all development stakeholders that were interested to work with the district but due to poor collaboration and partnership with responsible district staff relocated to other collaborative districts. There is a need to entice them to come back and support district development initiatives including partnering in district’s *imihigo* implementation;
- District leadership and staff should undertake study visits for peer learning and experience sharing with best performing districts in *imihigo* implementation;
- District leadership to partner with private sector to create a conducive business environment that attracts Ruhango business community operating in the City of Kigali and other districts to come and invest or do business in their home district as a way to promote private sector development and boosting district local economy.

5.3.3. Specific recommendations to Central Government institutions

5.3.3.1. Ministry of Local Government (MINALOC)

- Ensuring effective coordination, collaboration and communication at all district levels;

- To do advocate for districts have disbursements of earmarked funds for sectoral activities and joint *imihigo* on time;
- As an oversight Ministry to always follow up with RALGA and ensure there is timely recruitment and filling vacant positions within concerned districts;
- To ensure there is effective territorial administration and governance at local government level with a conducive working environment for leaders and staff to deliver with efficiency and effectiveness not only in *imihigo* implementation but across the entire district mandate.
- To enhance the culture of accountability, leadership development and organizational management among leaders and staff at local government level.

5.3.3.1. Ministry of Finance and Economic Planning (MINECOFIN)

- There is a need to revise the Organic Budget Law (OBL) and begin with the financial year with collection of own revenues. Revising decentralized taxation law to enable LG collect own revenues at an earlier time to be able to implement *imihigo* activities.
- To ensure timely disbursements of allocated budget to implement *imihigo* commitments and targets in districts.

5.3.3.1. National Institute of Statistics (NISR)

- Scoring and awarding uncompleted *imihigo* of other stakeholders should not affect the performance of the district since it's for a third party responsibility;
- Evaluation team should consider *imihigo* targets implemented on MTEF basis to encourage districts set high, achievable and impactful priorities.
- *Imihigo* evaluators should give a score to activities that have been implemented at a reasonable percentage.

5.3.3.2. National Electoral Commission (NEC)

On the issue of leadership turnover, there need to organize and convene bi-elections to fill vacant positions on time to avoid power vacuum that in turn affects delivery.

5.3.3.3. Rwandese Association of Local Government Authorities (RALGA)

- To expedite recruitment exercise for districts with vacant positions get the needed staff on time to avoid using inadequate staff as a scape goat for their poor performance delivery a case of Nyagatare, Karongi and Burera districts with high staff turnover.
- To prepare long, medium and short term training programs tailored at performance and results based approach to equip decentralized administrative entities leaders and staff to ably drive the delivery of *imihigo* targets in their respective districts.

5.4. Areas of further research

To examine the extent to which performance contracts-*imihigo* is driven by not only financial means available but by other innovations (working beyond the available means).

To assess whether performance contracts-*imihigo* can serve an enabling delivery mechanism to attain national strategy for transformation (NST1, SDGs and Vision 2050).

To critically assess whether the failure of district delivery on planned performance contracts – *imihigo* should be solely attributed to district leadership or by extension to include the technical personnel of the district and its citizens.

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APPENDICES

APPENDICE 1. CONSENT FORM

Dear Respondent,

My names are NUWAGABA Stephens, a student of University of Rwanda. I am currently carrying out a study for the purpose of writing a dissertation as a requirement for the award of Master of Local Governance Studies by University of Rwanda. The topic of study is *“Analysis of the causes for poor performance in implementation of performance contracts “Imihigo” by Districts: A case of Burera, Karongi, Nyagatare, Nyarugenge and Ruhango”*.

You have been selected to participate in this study due to the importance of your information in the study. Thus, I would like to humbly request you to participate by filling the questionnaire in order to get adequate information. Please feel free to answer all the questions with good faith and truth.

The information you provide will only be used for academic purpose and will be treated with utmost confidentiality.

Thank you for your contribution.

NUWAGABA Stephens

APPENDICE 2. RESEARCH QUESTIONNAIRE

APPENDICE 3. FOCUSED GROUP QUESTIONS

RESEARCH QUESTIONS FOR THE FOCUS GROUP DISCUSSIONS (OPINION LEADERS & STAKEHOLDERS)

Focus Group Moderator's Guide

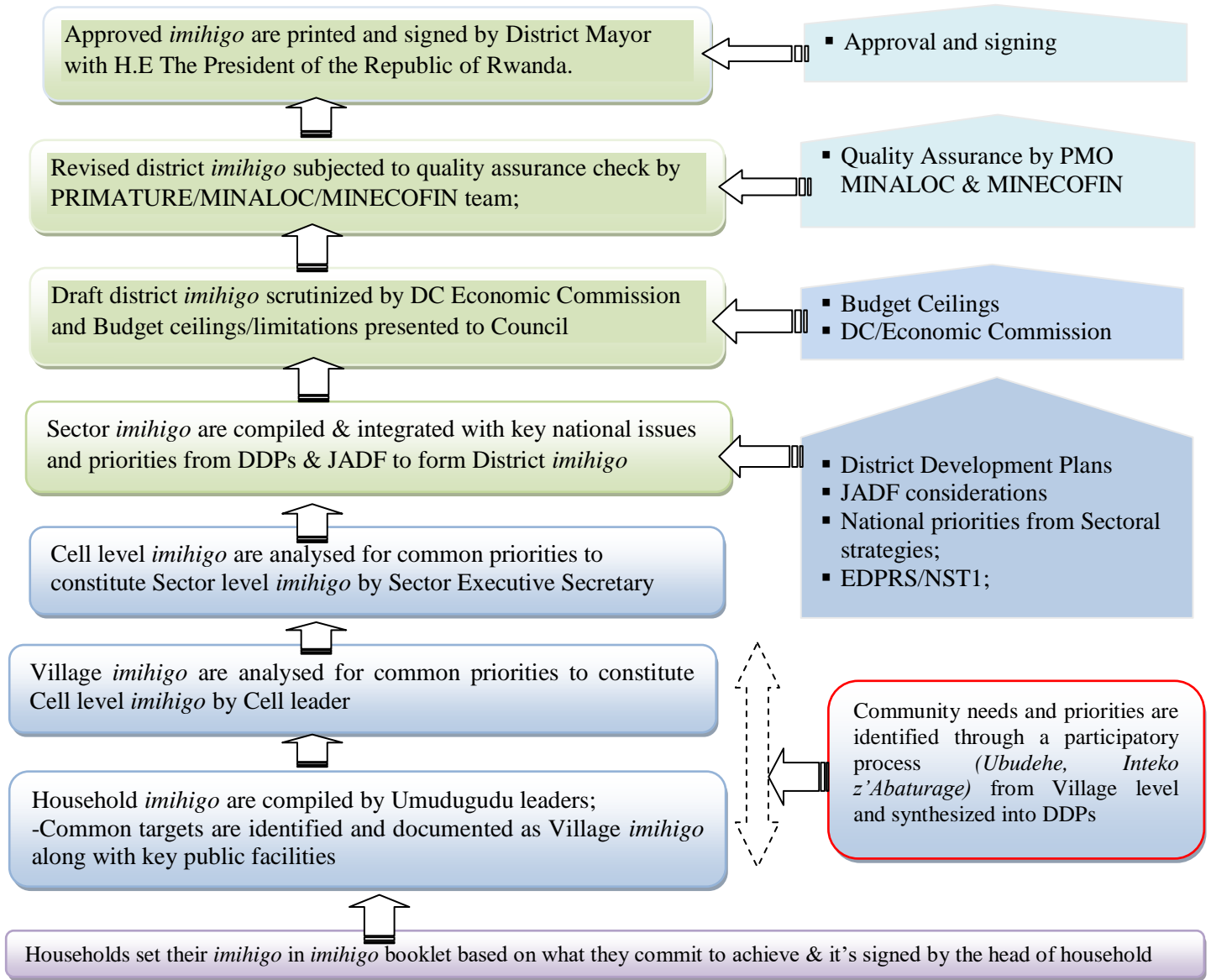
1. What do you understand by Imihigo? Mwadusobanurira icyo imihigo bivuze?
2. What is the purpose of Imihigo? Mwatubwira akamaro k'imihigo?
3. What is your role in *Imihigo* planning? Ni uruhe ruhare mugira mw'itegurwa ry'imihigo?
4. What is your role in *Imihigo* implementation? Ni uruhe ruhare mugira mu ishyirwa mu bikorwa ry'imihigo?
5. What is your role in *Imihigo* monitoring? Ni uruhe ruhare mugira mu ikurikirana ry'ishyirwa mu bikorwa ry'imihigo?
6. What is your role in *Imihigo* evaluation? Ni uruhe ruhare mugira mw'isuzuma ry'imihigo?
7. What are the causes leading to poor performance in imihigo implementation in your District? Mwatubira ibituma Akarere kanyu katesa imihigo neza bigatuma kaza mu myanya ya nyuma?
8. What mechanisms would help your District to perform better in imihigo implementation? N'izihe ngamba zafasha Akarere kanyu kwesa neza imihigo?

Thank you/Murakoze

APPENDICE 4. DATA COLLECTION LETTER FROM UR

APPENDICE 5. AUTHORIZATION LETTERS

APPENDICE 6. IMIHIGO: A BOTTOM-UP PLANNING PROCESS



Source: GoR, MINALOC, Revised Decentralisation Policy, 2012

APPENDICE 7. OVERVIEW OF DISTRICTS FINANCING TREND FOR THE PAST FINANCIAL YEARS

| Designation | 2006 | 2009/10 | 2010/11 | 2012/13 | 2013/14 | 2015/16 | 2016/17 | 2017/18 | 2018/19 |
|--|--------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| District Own Revenues (Taxes & Fees) | 13.9 | 21.6 | 29.0 | 30.6 | 36.9 | 45.7 | 49.9 | 51.5 | 60.1 |
| Transfers from CG | 35.8 | 99.6 | 112.4 | 242.0 | 246.9 | 284.5 | 304.4 | 364.9 | 412.1 |
| o/w: Block Grant | - | 16.7 | 20.8 | 28.3 | 32.1 | 42.6 | 46.8 | 52.1 | 53.6 |
| External grants | | 11.3 | 14.3 | 37.9 | 30.2 | 28.1 | 43.7 | 23.7 | 46.9 |
| Total District budget | 49.7 | 149.2 | 176.6 | 338.8 | 346.1 | 400.9 | 444.7 | 440.1 | 519.1 |
| | | | | | | | | | |
| % of Own Revenues to the LG budget | 28% | 14% | 16% | 9% | 11% | 11% | 11% | 12% | 12% |
| % of CG transfers to the LG budget | 72% | 67% | 64% | 71% | 71% | 71% | 68% | 83% | 79% |
| % of CG transfers to the Total National budget | 9% | 11% | 11% | 16% | 15% | 16% | 16% | 17% | 17% |
| | | | | | | | | | |
| Total Domestic Taxes | 176.7 | 368.0 | 449.1 | 641.2 | 775.4 | 894.8 | 1,071.6 | 1,200.3 | 1,353.0 |
| | | | | | | | | | |
| Total National Budget | 396.1 | 899.0 | 984.0 | 1,549.9 | 1,677.7 | 1,808.3 | 1,949.4 | 2,094.9 | 2,443.5 |

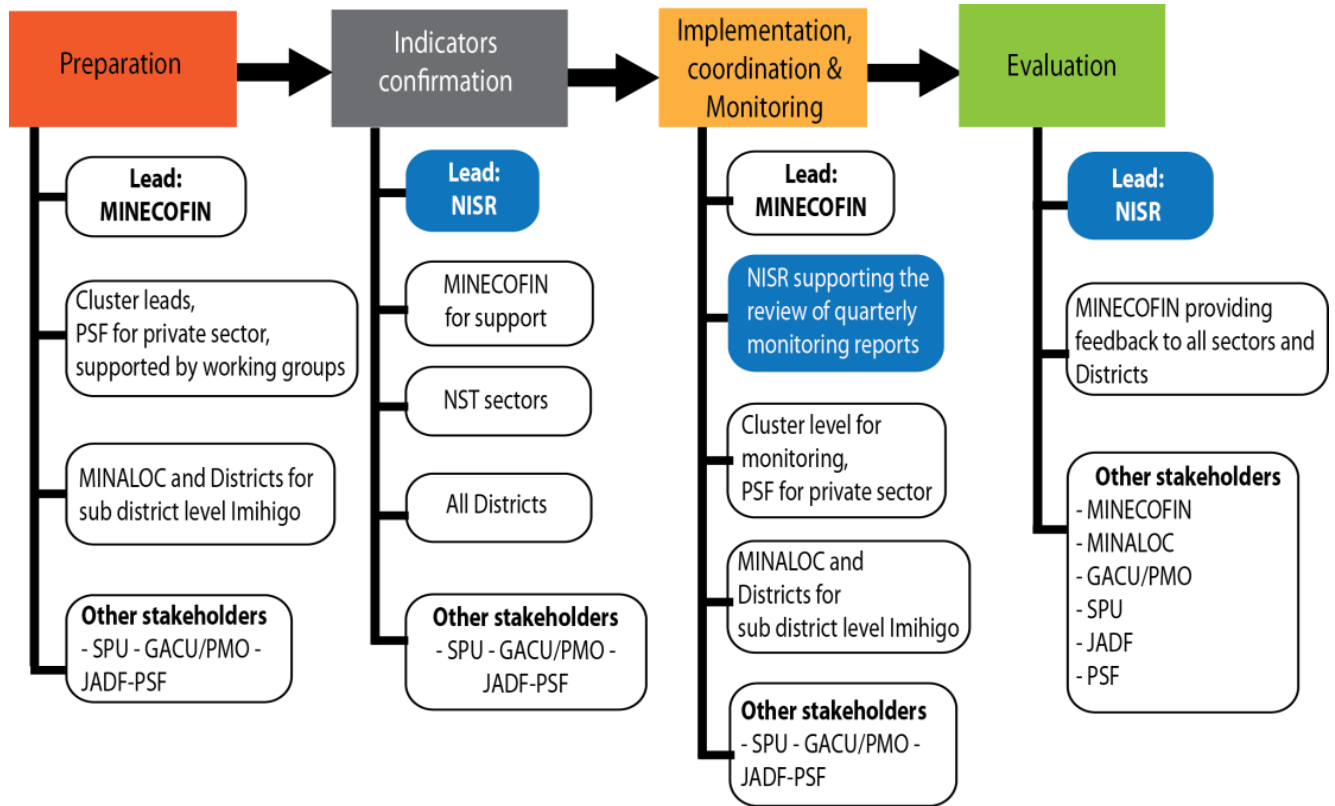
Source: Ministry of Finance Economic Planning, Rwanda, 2019

APPENDICE 8. FINANCING TREND FOR THE SAMPLED DISTRICTS IN THE COVERED FISCAL YEARS

| District | Description | 2013/2014 | 2014/2015 | 2015/2016 | 2016/2017 | 2017/2018 |
|------------------------------|--------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Nyagatare | Own Revenues | 3,074,779,233 | 985,477,688 | 920,050,693 | 963,050,693 | 1,099,697,757 |
| | Transfers from CG | 6,822,001,090 | 8,290,538,009 | 8,144,963,429 | 8,845,099,753 | 11,468,203,974 |
| | Block Grant | 1,077,888,184 | 1,403,058,582 | 1,529,468,333 | 1,756,200,760 | 1,989,316,302 |
| | External Finance | 1,295,022,807 | 704,394,958 | 1,015,818,493 | 499,255,502 | 3,532,242,286 |
| | Total Budget | 12,269,691,314 | 11,383,469,237 | 11,610,300,948 | 12,063,606,708 | 18,089,460,319 |
| | %of own revenues to the Total budget | 25.06% | 8.66% | 7.92% | 7.98% | 6.08% |
| | %of transfers to the total budget | 55.60% | 72.83% | 70.15% | 73.32% | 63.40% |
| Total domestic budget | 10,974,668,507 | 10,679,074,279 | 10,594,482,455 | 11,564,351,206 | 14,557,218,033 | |
| Burera | Own Revenues | 530,601,791 | 613,898,625 | 920,050,693 | 658,090,527 | 783,693,580 |
| | Transfers from CG | 6,186,523,038 | 6,526,563,984 | 8,144,963,429 | 8,308,225,308 | 8,100,413,001 |
| | Block Grant | 1,314,628,226 | 1,613,403,892 | 1,758,764,881 | 1,884,154,305 | 2,238,781,743 |
| | External Finance | 1,061,808,328 | 831,296,411 | 1,448,162,093 | 1,642,463,497 | 1,751,971,288 |
| | Total Budget | 9,093,561,383 | 9,585,162,912 | 12,271,941,096 | 12,492,933,637 | 12,874,859,611 |
| | %of own revenues to the Total budget | 5.83% | 6.40% | 7.50% | 5.27% | 6.09% |
| | %of transfers to the total budget | 68.03% | 68.09% | 66.37% | 66.50% | 62.92% |
| Total domestic budget | 8,031,753,055 | 8,753,866,501 | 10,823,779,003 | 10,850,470,140 | 11,122,888,323 | |
| Karongi | Own Revenues | 1,428,431,745 | 1,398,228,425 | 1,665,362,719 | 830,683,856 | 895,119,267 |
| | Transfers from CG | 7,811,098,284 | 7,355,344,186 | 8,307,593,331 | 9,283,899,246 | 9,844,280,294 |
| | Block Grant | 1,210,136,863 | 1,485,129,098 | 1,618,933,062 | 1,584,672,356 | 1,888,950,079 |
| | External Finance | 990,869,073 | 830,955,173 | 1,634,689,216 | 964,029,429 | 1,175,756,353 |
| | Total Budget | 11,440,535,965 | 11,069,656,882 | 13,226,578,328 | 12,663,284,887 | 13,804,105,993 |
| | %of own revenues to the Total budget | 12.49% | 12.63% | 12.59% | 6.56% | 6.48% |
| | %of transfers to the total budget | 68.28% | 66.45% | 62.81% | 73.31% | 71.31% |

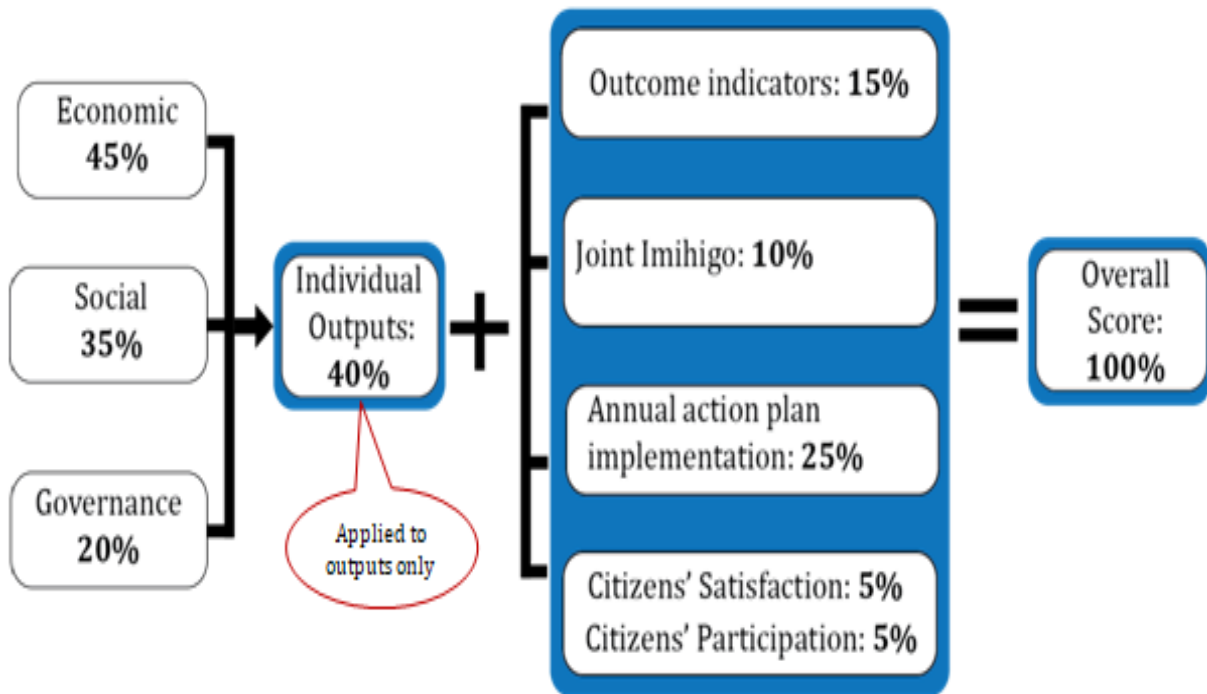
| | | | | | | |
|------------|--------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| | Total domestic budget | 10,449,666,892 | 10,238,701,709 | 11,591,889,112 | 11,699,255,458 | 12,628,349,640 |
| Ruhango | Own Revenues | 872,172,560 | 1,128,719,128 | 496,973,311 | 836,815,314 | 801,516,295 |
| | Transfers from CG | 8,022,178,543 | 7,503,320,057 | 7,850,701,035 | 8,292,839,296 | 9,437,077,289 |
| | Block Grant | 1,008,313,980 | 1,236,697,663 | 1,348,118,987 | 1,249,719,916 | 1,497,684,529 |
| | External Finance | 819,750,336 | 664,339,744 | 930,120,293 | 511,497,156 | 324,563,119 |
| | Total Budget | 10,722,415,419 | 10,533,076,592 | 10,625,913,626 | 10,890,871,682 | 12,060,841,231 |
| | %of own revenues to the Total budget | 8.13% | 10.72% | 4.68% | 7.68% | 6.65% |
| | %of transfers to the total budget | 74.82% | 71.24% | 73.88% | 76.14% | 78.25% |
| | Total domestic budget | 9,902,665,083 | 9,868,736,848 | 9,695,793,333 | 10,379,374,526 | 11,736,278,112 |
| Nyarugenge | Own Revenues | 7,566,488,037 | 8,617,921,798 | 9,656,707,632 | 9,234,756,431 | 10,118,805,573 |
| | Transfers from CG | 4,928,718,173 | 5,357,886,128 | 5,585,924,122 | 6,236,328,541 | 6,119,188,941 |
| | External Finance | 501,117,852 | 216,723,399 | 467,590,111 | 311,125,170 | 325,878,078 |
| | Total Budget | 12,996,324,062 | 14,192,531,325 | 15,710,221,865 | 15,782,210,142 | 16,563,872,592 |
| | %of own revenues to the Total budget | 58.22% | 60.72% | 61.47% | 58.51% | 61.09% |
| | %of transfers to the total budget | 37.92% | 37.75% | 35.56% | 39.51% | 36.94% |
| | Total domestic budget | 12,495,206,210 | 13,975,807,926 | 15,242,631,754 | 15,471,084,972 | 16,237,994,514 |

**APPENDICE 9. PERFORMANCE CONTRACTS - IMIHIGO COORDINATION,
MONITORING & EVALUATION**



Source: NISR, 2018

**APPENDICE 10. REVISED SCORING OF PERFORMANCE CONTRACTS “IMIHIGO”
FOR DISTRICTS**



Source: NISR 2018

**APPENDICE 11. DISTRICTS PERFORMANCE TREND IN “IMIHIGO” FOR
FINANCIAL YEARS (2013-2018)**

| District | Fiscal Year | | | | | Average score |
|------------|-------------|---------|---------|---------|---------|---------------|
| | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | For 5 years |
| Gasabo | 71.64 | 78 | 81.6 | 79.27 | 82.5 | 78.602 |
| Rwamagana | 71.6 | 77.7 | 74.26 | 82.02 | 84.5 | 78.016 |
| Gicumbi | 74.29 | 76.4 | 80.3 | 79.19 | 76.3 | 77.296 |
| Huye | 75.68 | 83 | 78.98 | 80.55 | 66 | 76.842 |
| Kicukiro | 76.12 | 79 | 73.58 | 76.15 | 77.5 | 76.47 |
| Rulindo | 71.82 | 76.1 | 76.69 | 75.19 | 82.5 | 76.46 |
| Ngororero | 75.7 | 80.5 | 75 | 78.33 | 71.9 | 76.286 |
| Kirehe | 75.59 | 77.4 | 74.61 | 79.39 | 71.5 | 75.698 |
| Gakenke | 74.15 | 70.2 | 71.04 | 80.12 | 80.4 | 75.182 |
| Kayanza | 75.17 | 76.3 | 71.3 | 76.86 | 74.9 | 74.906 |
| Gatsibo | 70.74 | 74.7 | 76.04 | 79.55 | 73.5 | 74.906 |
| Muhanga | 72.21 | 77.7 | 77.24 | 78.4 | 68.4 | 74.79 |
| Bugesera | 74.38 | 74.6 | 75.89 | 76.95 | 72.1 | 74.784 |
| Ngoma | 75.85 | 81.6 | 73.7 | 77.5 | 64.7 | 74.67 |
| Nyamasheke | 73.68 | 76.7 | 76.13 | 78.74 | 67.1 | 74.47 |
| Nyagatare | 74.7 | 77.8 | 70.92 | 77.85 | 70.9 | 74.434 |
| Musanze | 71.73 | 77.4 | 70.37 | 81.28 | 70.2 | 74.196 |
| Rutsiro | 73.64 | 74.9 | 70.87 | 78.74 | 72.4 | 74.11 |
| Nyaruguru | 74.68 | 76.7 | 76.07 | 78.4 | 64.1 | 73.99 |
| Rusizi | 74.54 | 73.7 | 78.36 | 78.6 | 64.5 | 73.94 |
| Rubavu | 71.81 | 77.1 | 73.19 | 72.86 | 72.8 | 73.552 |
| Nyarugenge | 73.48 | 74.1 | 73.97 | 79.71 | 65.1 | 73.272 |
| Gisagara | 75.12 | 77.6 | 74.83 | 75.66 | 63.1 | 73.262 |
| Nyabihu | 72.91 | 76.1 | 72.94 | 76.15 | 66.8 | 72.98 |
| Nyanza | 75.11 | 80.5 | 76.7 | 77.15 | 53 | 72.492 |
| Burera | 73.38 | 79 | 72.89 | 79.33 | 57.2 | 72.36 |
| Karongi | 74.59 | 70.8 | 71.7 | 78.62 | 64.8 | 72.102 |
| Kamonyi | 73.86 | 72.7 | 75.28 | 77.51 | 59.3 | 71.73 |
| Nyamagabe | 73.31 | 78.2 | 77.27 | 75.55 | 54.1 | 71.686 |
| Ruhango | 72.09 | 76.4 | 73.04 | 75.27 | 53.4 | 70.04 |

Source: IPAR *imihigo* evaluation reports 2013/14-2016/17 & NISR evaluation report 2017/18

APPENDICE 12. THE LAST PERFORMING DISTRICT IN EVERY PROVINCE AND CITY OF KIGALI

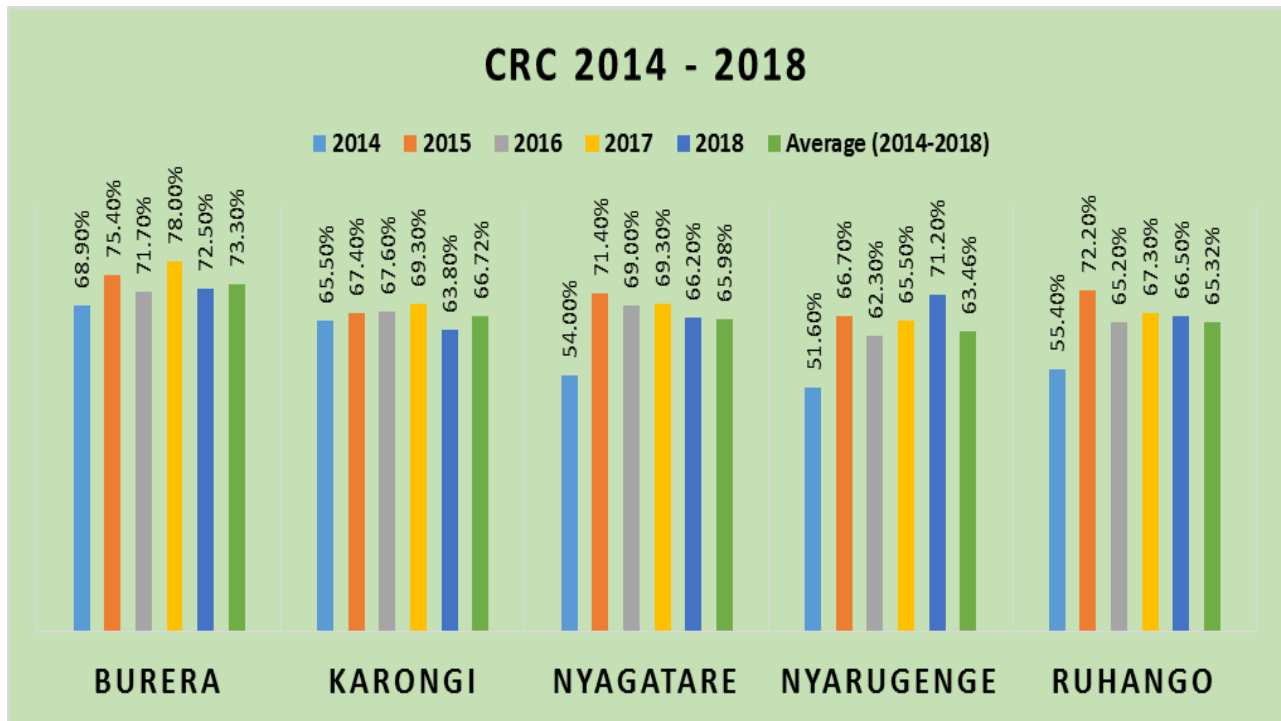
| Province City of Kigali | District | 2013/14 Score (%) & rank | 2014/15 Score (%) & rank | 2015/16 Score (%) & rank | 2016/17 Score (%) & rank | 2017/18 Score (%) & rank | Average Score for 5 years (%) |
|-------------------------|------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------------|
| Northern | Burera | 73.38 | 79 | 72.89 | 79.33 | 57.2 | 72.36 |
| | | 20 th | 4 th | 24 th | 8 th | 27 th | |
| Western | Karongi | 74.59 | 70.8 | 71.7 | 78.62 | 64.8 | 72.1 |
| | | 11 th | 22 nd | 25 th | 13 th | 16 th | |
| Eastern | Nyagatare | 74.7 | 77.8 | 70.92 | 77.85 | 70.9 | 74.4 |
| | | 9 th | 7 th | 28 th | 18 th | 14 th | |
| City of Kigali | Nyarugenge | 73.48 | 74.1 | 73.97 | 79.71 | 65.1 | 73.3 |
| | | 19 th | 20 th | 18 th | 5 th | 20 th | |
| Southern | Ruhango | 72.09 | 76.4 | 73.04 | 75.27 | 53.4 | 70.04 |
| | | 24 th | 14 th | 22 nd | 28 th | 29 th | |

Source: Extracted from *imihigo* evaluation reports 2013/14 – 2017/18 (IPAR & NISR)

APPENDICE 13. DISTRICTS' PERFORMANCE IN CRC FROM 2014 – 2018

| District | FY 2014 | FY 2015 | FY 2016 | FY 2017 | FY 2018 | Average for 5 Yrs |
|------------|---------|---------|---------|---------|---------|-------------------|
| Burera | 6.89/10 | 7.54/10 | 7.17/10 | 7.80/10 | 7.3/10 | 7.34/10 |
| Karongi | 6.55/10 | 6.74/10 | 6.76/10 | 6.93/10 | 7.24/10 | 6.84/10 |
| Nyagatare | 5.4/10 | 7.14/10 | 6.9/10 | 6.93/10 | 7.24/10 | 6.72/10 |
| Nyarugenge | 5.16/10 | 6.67/10 | 6.23/10 | 6.55/10 | 7.38/10 | 6.39/10 |
| Ruhango | 5.54/10 | 7.22/10 | 6.73/10 | 6.73/10 | 7.11/10 | 6.66/10 |

Source: Citizens Report Card 2014 – 2018, Rwanda Governance Board, 2018



Source: Rwanda Governance Board, Citizens Report Card (RGB CRC), 2014 - 2018