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RESEARCH ON EFFECTIVENESS OF LOCAL GOVERNMENT FEEDBACK TO CITIZENS ON DISTRICT PLANNING DOCUMENTS (IMIHIGO)

FINAL REPORT

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Kigali, September 2018

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Acronyms and abbreviations

CCOAIB	Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
CRC	Citizens Report Cards
DDP	District Development Plan
EDPRS	Economic Development and Poverty Reduction Strategy
ELCG	Effective Logistics and Consultancy Group
EUCL	Energy and Utilities Corporation Limited
FGDs	Focus Group Discussions
FY	Fiscal Year
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (German Corporation for International Cooperation)
IPAR	Institute of Policy Analysis and Research- Rwanda
IRDP	Institute of Research and Dialogue for Peace
JADF	Joint Action Development Forum
LG	Local Government
LODA	Local Administrative Entities Development Agency
LTIF	Long Term Investment Framework
MDGs	Millennium Development Goals
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINISANTE	Ministry of Health
MTEFs	Mid-Term Expenditure Frameworks
NGOs	Non-Governmental Organizations
NISR	National Institute for Statistics of Rwanda
P&BCC	Planning and Budgeting Call Circular
RGB	Rwanda Governance Board
Rwf	Rwandan Francs
SMART	Specific, Measurable, Achievable, Relevant and Timely
VUP	Vision 2020 Umurenge Program

EXECUTIVE SUMMARY

Since 2006 Imihigo, has been used by local government authorities for setting local priorities, annual targets and defining activities to achieve them. Not only Imihigo have been instrumental in advancing the country's development agenda they also proved to be a tool for performance improvement at the central and local levels and have provided a framework for the assessment of the impact of development initiatives on livelihoods of the ordinary Rwandans at the community level. In addition to that, Imihigo performance indicators provide a clear framework to establish domestic accountability at levels directly relevant to citizens.

Every year both central and local government sign Imihigo/ Performance Contracts with His Excellence the President of the Republic. And every fiscal year, mid-term and final performance evaluations are also conducted to assess the level of achievements against Imihigo targets and identify gaps to inform potential improvements in future planning and implementation process.

This research aims to identify gaps in giving adequate feedback to citizens on the overall Imihigo process and mechanisms to ensure full participation of citizens in the entire Imihigo process.

In general, citizens and local leaders' explanations confirmed existence of feedback on Imihigo processes however they pointed some pertinent challenges such as low level of feedback in District Imihigo, low citizen participation, as well as the inadequacy of approaches used in giving feedback. This was arisen from FGDs and interviews with citizens and local authorities. In fact, the research shows that feedback on District Imihigo planning and implementation stands at 16.6%, while feedback on achieved Imihigo is at 19.2%.

On the other hand, the research discovered that citizen participation in Imihigo process is at the level of information or consultation, with passive involvement. In addition, while Imihigo monitoring and evaluation is a critical time for accountability, only 7.8% and 4.8% at sector and district level respectively participate in it. This can be asserted to have had much influence over the level of Imihigo performance in the Districts.

Overall, even though there is improvement on feedback and citizen participation in Imihigo much needs to be done in order to fully engage citizens in the whole process. The overview from this research calls for a given number of recommendations:

a) To the local leaders (at District level) concerned with Imihigo feedback in first instance:

- Strengthen capacities of Local leaders and citizen representatives (councilors), on the importance of feedback, citizen participation and downward accountability in the organizational performance;
- Districts should regularly publish the Imihigo final document in Kinyarwanda on district's website and disseminate copies down to the village level to ensure that each village has access to a copy of district Imihigo.
- Involve local CSOs in providing feedback to citizens

b) To the central government and other stakeholders

- **MINECOFIN:** Provide budget to local authorities for feedback activities to citizens, so that communities feel more fully part of overall economic and social activities that affect them;
- **RALGA:** Empower councilors on how to discuss and prioritize citizens needs and interests, so they could give adequate feedback to their constituencies;
- **RGB:** Regularly measure citizen satisfaction on Local Government Feedback, so to keep local leaders accountable and have an informed citizenry.

c) Civil Society Organizations

- Carry out community needs assessment in order to have a citizen centered planning and to do advocacy at local level.
- Conduct researches, advocacy activities, and engagement to support local leaders in providing effective feedback.
- Actively participate in JADF so as to contribute in district planning and advocate for citizen needs at district level.

CHAPTER 1. INTRODUCTION

Imihigo is the plural Kinyarwanda word of *Umuhigo*, which means to vow to deliver. Imihigo also includes the concept of *Guhiganwa*, which means to compete among one another. Imihigo describes the pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period of time. The person must complete these objectives by following guiding principles and be determined to overcome any possible challenges that arise.

As part of efforts to reconstruct Rwanda and nurture a shared national identity, the Government of Rwanda drew on aspects of Rwandan culture and traditional practices to enrich and adapt its development programs to the country's needs and context. The result is a set of Home -Grown Solutions - culturally owned practices translated into sustainable development programs. One of these Home-Grown Solutions is Imihigo.

In 2000, a shift in the responsibilities of all levels of government as a result of a decentralization program required a new approach to monitoring and evaluation. Local levels of government were now responsible for implementing development programs which meant that the central government and people of Rwanda needed a way to ensure accountability.

Every year, since 2006, Imihigo performance contracts are evaluated to inform the Government on the relevance of the government's interventions in changing people's lives, whether the public spending makes difference or value for the money, what policy or programme works well, if policy makers are able to judge on the merit or worth of an intervention, among others. The assessment of Imihigo was done by a team comprised by members from the President's Office, Prime Minister's Office, Ministry of Local Government, and Ministry of Finance and Economic Planning.

The Imihigo evaluation aimed to inform the Government of Rwanda in the following areas:

- (1) 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.
- (2) The extent to which the outcomes have been achieved and whether the outputs of Imihigo contributed to achieving the intended outcomes and impacts.
- (3) How efficient is the resource allocation in achieving Imihigo and how this is converted into tangible outputs such as goods and services?
- (4) 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.
- (5) 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.

Imihigo activities are prepared and put in the three pillars: Economic development, social development, Governance and Justice. The concept paper on Imihigo planning and evaluation in Rwanda indicates that Imihigo should result from a participatory process of ascertaining and executing priorities from the grassroots to the national level and vice versa (MINALOC 2010:6).

The same concept indicates that ‘in the process of identifying the priorities, each level demonstrates its contribution to achievement of development goals’ (MINALOC 2010:7).

In preparation for district planning which starts in the month of October, MINECOFIN releases the P&BCC1 which contains guidelines and information for budget agencies to better prepare informed plans and budgets. However until recently, the guidelines published concerned only planning. Guidelines for feedback were released by LODA, in September 2018, in preparation for fiscal year 2019/2020.

1.1 About CCOAIB and the research background

The “Conseil de Concertation des Organisations d’Appui aux Initiatives de Base” (CCOAIB) is an Umbrella organization of 38 Rwandan local NGOs in development. It serves as a framework of exchange, consultations, dialogue, negotiation and solidarity. Its member organizations operate across the whole country and are involved in various development domains including agriculture, livestock, environment, women and youth empowerment, microfinance, citizen participation, etc.

In partnership with GIZ, CCOAIB is implementing a project entitled “*Participate Locally for Sustainable Development in Rwanda*”. The aim of the project is to increase citizen participation through CCOAIB member organizations and to strengthen their capacities in influencing public policies including performance contracts (Imihigo).

It is in this regard that CCOAIB has assigned ELCG to carry out a research on effectiveness of local government feedback mechanisms to citizens concerning district planning documents, namely Imihigo.

1.2 The Research Problem

Since 2016, CCOAIB has been supporting the districts of Muhanga, Karongi and Gatsibo in participatory planning of Imihigo from the sector to the district level and has been assisted in translation from English to Kinyarwanda and disseminate booklets containing the signed District and Sector Imihigo. What has been observed is that districts reinforced participatory mechanisms in place at local level and initiated mechanisms to collect citizens’ priorities and involve them in the planning process. However, CCOAIB identified a big gap in giving feedback to citizens on the overall Imihigo process. This was still a confirmation of another CCOAIB research¹ conducted in 2014 where only 13% of citizens were satisfied by the feedback received from the leaders to the citizens. The real problem was what mechanism can be used to fully include citizens into the whole Imihigo process. To produce the Imihigo document in Kinyarwanda and using an easy language to understand them was one approach among others to enhance citizens’ capacity to participate in the implementation and monitoring process.

It is worth mentioning that a major step was taken by LODA in issuing guidelines for feedback to citizens, however district authorities will rely on allocation of comprehensive budget to feedback activities, to be able to implement them.

¹ CCOAIB, Diagnostic Situationnel sur la participation citoyenne dans le Processus de Gestion des Contrats de Performance « Imihigo » au niveau de l’administration Locale au Rwanda, Novembre 2014

Today, citizens need to have information on the achievements of the district Imihigo before the final evaluation is carried out. But also, citizens need to receive adequate feedback from the local authorities about the consideration of their needs and priorities which they express during planning consultations.

To contribute in tackling this issue of giving adequate feedback to citizens concerning their participation in the entire Imihigo process as stated above, CCOAIB has undertaken a research bringing to light all the factors which affect giving adequate feedback to citizens on the Imihigo process.

This research will serve as evidence for advocacy at the central and local government in charge of the regulation of the Imihigo process. In particular, it will deliver evidence-based information on the feedback given to citizens concerning their participation in Imihigo process. It will also provide information to those who may be interested in conducting further researches on performance contracts (Imihigo). Finally, the findings of this research might help to propose some appropriate measures that can improve citizen participation vis-à-vis Imihigo for the future.

1.3 Research Objectives and Questions

General Objective

The general objective of this research is to use it as evidence for advocacy on the improvement of citizen engagement in the Imihigo process at local levels.

Specific objectives

1. To collect information and evidence on how local leaders provide feedback to citizens on Imihigo
2. To measure the level of citizen participation in Imihigo ownership and implementation.
3. To evaluate the effectiveness of different feedback channels used at local level.
4. To provide recommendations to the local government as well as other stakeholders in providing feedback to citizens.

The main questions of this research are:

- 1) What is current level of feedback on signed Imihigo at different levels of local government?
- 2) Which channels are used by local government to ensure feedback on signed Imihigo?
- 3) What is current perception of citizens on effectiveness of the feedback process?
- 4) What effects or impacts of the current situation on overall socio-economic situation of the citizens?
- 5) What local government should do to improve current status of this feedback process?

1.4 Research Methodology

This research used a quantitative approach based on sampled Districts, sectors, cells and villages. The details on the employed methodology in this research are provided below.

1.4.1 Selection of the sample

The research, conducted on five hundred (500) individual, was carried out in all Provinces of Rwanda and the City of Kigali. It covered ten (10) districts, eleven (11) administrative sectors, seventeen (17) cells, and twenty (20) villages.

Table 1: Sample distribution

Province	District	Sector	Cell	Rural Village	#	Urban village	#	
City of Kigali	Gasabo	Jali	Nyabuliba	Nyaburira	26			
			Agateko			Kinunga	24	
	Kicukiro	Kigarama	Bwerankori				Nyenyeri	25
							Kabutare	25
Southern	Muhanga	Shyogwe	Kinini	Gatare	24			
			Ruli			Kabeza	26	
	Kamonyi	Runda	Muganza				Nyagacyamu	29
Western	Karongi	Rubengera	Kibirizi	Buhoro	24			
			Gacaca			Kamuvunyi	26	
	Rubavu	Gisenyi	Nengo				Gacuba	24
			Nyamyumba	Burushya	Nganzo	26		
Northern	Rulindo	Ngoma	Kabuga			Nyabuko	24	
			Mugote	Riryi	25			
	Musanze	Kinigi	Nyonirima	Gasura	25		Butorwa I	25
Eastern	Gatsibo	Kiramuruzi	Gakenke	Kayita	28			
			Akabuga			Businde	23	
	Kayonza	Kabarondo	Cyabajwa				Rutagara	24
			Rusera	Rusera	25			
Total	10	11	17	9	225	11	275	

Source: Our compilation

Between 10 and 18 September 2018, the fieldwork has delivered opportunity to reach informants and collect reliable data within the research period.

The research work focused on semi structured interviews and focus group discussions (FGDs) with citizens, interviews with local government staff in charge of monitoring the implementation of different policies and programs related to governance and decentralization, as well as meeting with other key informants sampled.

1.4.2 Selection of the Respondents

As O’Leary (2010:160) says: “...If the research is all about getting your research question answered, then it is probably a good idea to think about whom might hold the answer to your question”. In this research, the purposive sampling technique was used to select the respondents and participants in FGDs basing on the knowledge, expertise they have on the process of Imihigo from conception to evaluation. While searching answers to research questions, Interviewees and FGD participants were given the space to express themselves on the research. The research used both primary and secondary data.

1.4.3 Primary Data

In this research, interviews and FGDs were employed. Semi structured interviews were conducted with current local leaders to obtain face to face explanations of the feedback process in Imihigo performance. We also asked about the role and level of citizen participation in such process. Six (6) District officials, ten (10) Executive Secretaries of Sectors, sixteen (16) Cell officials (rural and urban), and nineteen (19) village leaders (rural and urban) were interviewed.

Twenty (20) FGDs were held in ten (10) sectors (two per sector) to get the opinions from the citizens about the feedback in Imihigo process in sampled Districts and about the role of citizens' participation and imihigo performance. The FGDs were made up of 8 to 12 ordinary citizens between the ages of 21 and 55 years. In total, FGDs have gathered 180 participants comprising 84 men and 96 women.

1.4.4 Secondary Data

The secondary data collected and analyzed included the literature review of classical and recent studies about citizen participation and accountability, the concept note of 2010 for Imihigo in Rwanda, the revised decentralization policy in Rwanda of 2012, District Imihigo Evaluation Reports for 2015/16 to 2017/8, Rwanda Governance Scorecard Report, and the Citizens Report Cards (CRC) for 2016 to 2018.

1.4.5 Risks and ethical challenges

The researcher has allowed for the fact that some of the respondents would probably not be available at the scheduled timetable for the interviews and group discussions. Some respondents would refuse answering to our questions because several reasons including: some people do not like to express their views publicly. Therefore, it was the responsibility of the researcher to ensure that ethical standards were adhered to and privacy of respondents was respected. This should make it less likely that respondents would refuse to give the right information for the research study. Furthermore, some would fear to respond whereas others would request money as a motivating factor.

In conducting this research, the researcher considered a number of ethical issues as required by established research ethics. Though this, the researcher declares that data which was collected for this research would not be used for other purposes. Besides that, people who were involved in this research were first contacted and asked about time and place which would be more conducive for them. Addition to that, at each interview, a copy of the questions, with the background was provided to each interviewee and every interview followed conversation ethics such as confidentiality, anonymity and results storage.

Moreover, the participants were informed on the purpose and design of the study, as well as the unpaid nature of their involvement. In order to make anonymous the respondents, by referring not to names, but to posts such as 'Executive Secretary' or 'District official', the identity of informants has been anonymous in the text.

The research sampled zone was slightly changed. Masaka Sector of Kicukiro District was left due to limited access and we have increased number of villages in Bwerankoli cell, Kigarama Sector of same District.

1.5 Structure of the research

This research is organized into five chapters. The first one is dedicated to an introduction. The second chapter deals with the conceptual and the theoretical framework used in the study. Chapter three details the Imihigo process. Chapter four focuses on the research key findings and specifically examines the effectiveness of feedback and role of citizen participation and official accountability in such process. Finally, we draw some conclusion and modest recommendations.

CHAPTER 2. CONCEPTUAL AND THEORETICAL FRAMEWORKS

This chapter deals with the key concepts used in this research. It also analyses the context in which the citizen participation can contribute to the achievement of Government set development programs. This contribution is possible when some approaches are applied especially through public performance management which uses home-grown solution “*Imihigo contract*” as a tool. Accountability principle is important to tackle on the relationship between citizens and local leaders’ role in the performance levels in given development sectors of the community. The Performance Management requires the capacity of local leaders and implementers. Finally, it draws the framework of both citizen participation and accountability in development.

2.1 The concept of Performance Contracts

Additionally, performance contract systems were first initiated in France in the late 1960s (Simpson and Buaberg 2013:12). From this period, many countries adopted this new strategy of working across sectors in different years and there are several models of performance contract across the globe aimed to improve public performance.

Performance contracts can be differently understood depending on the organizational structure of specific countries. They define performance contracts as “*contract-plan, memorandum of understanding, signaling system, performance agreement, results framework, incentive contracts, performance monitoring and evaluation system, and many more*” (Simpson and Buaberg 2013:13). The Imihigo are referred to as contracts (S.Klingebl et al., 2016: 41).

Performance can be considered as “*the managerial autonomy required in achieving the expected goals within a given time frame*” (Caulfield 2006 cited in Simpson and Buaberg 2013:12) and performance contracts can be explained as any: “*agreement which may be formalized by clearly defining objectives, specifying targets, intentions, obligations, responsibilities, and pledges made by parties concerned*” (Simpson and Buaberg 2013:12).

Furthermore, since the inception of performance contracts in Rwanda, Imihigo has started to affect every level of society, insofar as these kinds of contracts commitments are now to be found within government departments, but also in schools and even inside families (Rwiyereka 2014: 690).

However, the performance contract has been a subject of considerable debate among scholars and human resource practitioners regarding their effectiveness as an instrument of public policy (Rotish et al. 2014:12). According to Armstrong and Baron (2004:2), “*performance contracts are a branch of management science taken as management control systems and is freely negotiated performance agreement between the organizations and the individuals on one side and the agency itself in order to ensure delivery of quality service to the public in a fair and equity manner for the sustainability of the institutions*”. Additionally (S.Klingebl et al., 2016: 41) discuss that the focus on output dimension, limited data quality or aspects regarding the evaluation approach can limit the impact of Imihigo.

Performance contracts obviously spell out the desired end results expected of the officials who have signed them and are a measure of their perceived capacity to implement a combination of local plans and central decisions (Rotish et al. 2014:12).

For Morgan (2006:3) “*the concept of capacity and its practice remain puzzling, confusing and even vacuous especially in international development*”. Fukuda-Parr and Lopes (2013:33) define capacity as “*aptitude to achieve set goals and solve problems*”. Likewise, Grindle and Hildebrand (1995:442), see capacity as “*the capability to execute relevant jobs successfully for future significant outcomes*”. Some authors argued that for developing viable and strong organizations, “*the personal incentives and measure controls are pre-requisites in any organizational performance*” (Grindle and Hildebrand 1995: 444).

As Morgan (2006:4), capacity can be considered as “*both a means and an end to achieve development targets and realize initiatives at local as well as national level*”. In this research, capacity is similarly viewed as both a means and an end that supports development planning process in Districts. Capacity is also related closely with human development skills and how local leaders operate in human resource terms, all influence how projects and programs of the government are implemented at local level (Grindle and Hildebrand 1995: 445).

2.2 The concept of Citizen Participation

The concept of participation is frequently described with prefixes such as citizen, community, popular, civic, political and public to reflect various perspectives from which the term can be used. This can lead participation to be a puzzling concept. In this research, we are concerned mostly with citizen participation, although community and civic participation are also related terms.

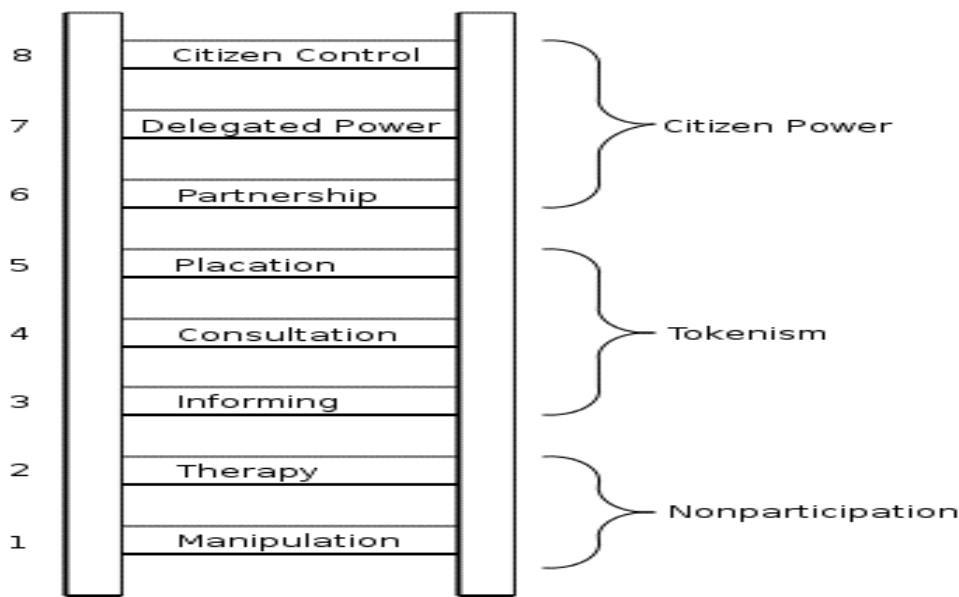
Citizen participation is a practice in which ordinary people take part – whether voluntarily or through civic duties – individually and/or as a group, in influencing a decision involving significant choices that will affect them as communities and individuals. This definition displays diverse perspectives in which ordinary people may participate. The participation can be voluntary or obligatory. The citizens are invited to take part in a given process without any force to do so such as participating in public debates and meetings. This kind of participation is not formalized whereas the obligatory or institutionalized participation is legalized so that citizens must take part, for example participating in a referendum or a population census (André et al. 2012).

Rights and duties of citizen participation are provided in the Rwandan Constitution. Article 45 stipulates: «all citizens have the right to participate in the governance of the country, whether directly or through representatives, in accordance with the law. All citizens have a right to equal access to public service in accordance to their competence and abilities» and one of the Rwanda decentralization policy’s specific objectives is: « To enhance and sustain citizens’ participation in initiating, making, implementing, monitoring and evaluating decisions and plans that affect them ²».

² National Decentralization policy (Revised)

http://www.kigalicity.gov.rw/fileadmin/Template/Documents/policies/Revised_Decentralisation_Policy_for_Cabin_et_30_01_2013.pdf , pg 8

Figure 1: Eight Rungs on the Ladder of Citizen Participation



Source: Arnstein (1969:217)

As is shown in figure 1 above, at the bottom of the ladder two rungs, marked manipulation and therapy, the author categorized as non-participation. The middle rungs 3, 4 and 5, are identified respectively as informing, consultation and placation and belong to the category of tokenistic participation³. Only at the top of the ladder, at rungs 6, 7 and 8, which correspond to partnership, delegated power and citizen control, is classified as relationship based on citizen power and genuine participation. The higher up the ladder an instance of citizen participation can be placed and citizens make sure that their views will be incorporated into decision-making and will work to uphold the interest of citizens themselves (Arnstein 1969:217).

What this model tells us is that citizen participation differs from public involvement. Citizen participation is broader than simple public involvement and requires power sharing and influences over major decisions in a community (Andre et al. 2012).

2.3 The concept of Accountability

Accountability refers to the means by which individuals and organizations report to a recognized authority or, as holding individuals and organizations responsible for performance.

Accountability exists when there is a relationship where an individual or body, and the performance of tasks or functions by that individual or body, are subject to another's oversight, direction or request that they provide information or justification for their actions. In this regard, accountability is built on four elements: (a) agreement of clear roles and responsibilities of the

³ Tokenism is defined as Pure Form Policy according to Le Robert & Collins Dictionary

organization and its personnel, (b) taking action for which an organization is responsible, (c) reporting on and accounting for those actions, (d) responding to and complying with agreed standards of performance and the views and needs of stakeholders.

In terms of operationalizing accountability, the concept usually involves at least two stages: The first is answerability and the second enforceability where answerability is the responsibility of duty-bearers to provide information and justification about their actions, whilst enforceability requires the possibility of penalties or consequences for failing to answer accountability (Goetz and Jenkins 2005 in McGee and Gaventa 2010: 4; World Bank 2007:1).

Accountability is expected to be catered for in Imihigo design and in order to ensure that in the process, local councilors as well district partners grouped in JADF, need to provide an oversight of Imihigo implementation and activate citizen participation in the whole practice. (NISR, 2018:14)

After the implementation, the evaluation is conducted to assess the level of performance. Therefore, the local authorities have the task to give feedback to the citizens about the achievements, the gaps and failures as well as possible measures to overcome them.

2.4 Frameworks linking Citizen Participation and Leaders’ Accountability

In addition to the classical model of citizen participation expressed in the ladder of citizen participation, Timney has attributed several models to citizen participation in order to express various angles on the interactions between citizen and their government. He gives three forms such as active, passive and transitional (Timney, 1998 cited in Callahan 2007:1184).

Active participation requires that citizens are in control (Timney, 1998 cited in Callahan, 2007). In this paradigm, citizens own the process, articulate policy and public agencies and serve as consultants. Passive participation is at the other extreme, where the agency is in control and participation is merely a formality and with the transitional model, power and control are shared between citizens and agencies and the citizens’ role, for the most part is advisory (Timney, 1998 cited in Callahan 2007: 1185).

Callahan (2007: 1186) summarizes (see Table 2 below) the various models in the public administration literature, specifically focusing on the roles of citizens and administrators, the managerial approach to citizens, the inherent dynamic in this approach and the method of interaction.

Table 2: Administrator – Citizen Interactions

Administrator Role	Citizen Role	Managerial Approach	Dynamic	Method of Interaction
Ruler	Subject	Coercive	Authority	Government Control
Implementer	Voter	Representative	Trust	Voting
Expert	Client	Neutral Competence	Control	Compliance
Professional	Customer	Responsive	Passive	Consultative
Public Servant	Citizen	Facilitative	Engaged	Deliberative
Co-producer	Co-producer	Collaborative	Active	Partnership

Administrator Role	Citizen Role	Managerial Approach	Dynamic	Method of Interaction
Broker	Investor	Communal	Cooperative	Co-investing
Employee	Owner	Compliance	Conflict	Citizen Control

Source: Callahan (2007: 1186)

It should be noted that the above roles are not mutually exclusive. For example, by paying taxes, a citizen is a subject and the tax administrator is an authoritative figure. But, if the same citizen goes to the administrator to pay fees for a service, he is a customer while the administrator becomes a service provider.

Citizen participation can result from the way that officials are accountable to their citizens. According to Rocha and Sharma (2008:4), *“Citizens’ voice and accountability are one of the main component of governance and it is widely acknowledged that citizens as well as state institutions have a role to play in delivering governance that works for the poor and enhances democracy”*. The capacity of people to practice their point of views may be taken as a key ingredient to control the setting of priorities including accountability and transparency (Rocha and Sharma, 2008; World Bank, 2004).

Consequently, the accountability brings up the trust of leaders vis-à- vis their citizens and raises the awareness and ownership, hence the level of participation likewise increases. Thus, the level of performance is high as well.

CHAPTER 3. CONTEXTUALIZING IMIHIGO PROCESS

This chapter presents an overview of Imihigo in Rwanda. The first section describes generally Imihigo practice in Rwanda. The second section focuses on the main features of official evaluation and ranking of the process of Imihigo implementation.

3.1 Imihigo Background in Rwanda

Imihigo were introduced during the second phase of decentralization policy from 2006 to 2012. They were focused on administrative reforms, consolidation of national priorities progress with guidelines included in Vision 2020, enhancing downward accountability and on Imihigo as a tool of planning, implementing, monitoring and evaluation processes (MINALOC 2010: 1).

At local government level, Imihigo are contracts signed between the President of the Republic of Rwanda and the Mayor of District specifying what the respective institution sets as targets (MINALOC, 2010). Imihigo are prepared basing on three pillars: Economic and Social development, Governance and Justice. According to the concept note on Imihigo planning, *“the main objective of Imihigo is to improve the speed and quality of execution of government programs, thus making public agencies more effective and it is a means to accelerate the progress towards economic development and poverty reduction”* (MINALOC 2010:2).

According to MINALOC (2010:2), Imihigo had several aims including:

- ✓ to speed up implementation of local and national development agenda,
- ✓ to ensure stakeholder ownership of the development agenda,
- ✓ to promote accountability and transparency,
- ✓ to promote result-oriented performance,
- ✓ to encourage competitiveness among Districts,
- ✓ to ensure stakeholders’ (i.e. citizens, civil society, donors and private Sector) participation and engagement in policy formulation and evaluation’.

The Imihigo approach has different stages including preparation, implementation, monitoring and evaluation.

3.1.1 Imihigo Process

Towards the end of the month of October, the Ministry of Finance and Economic Planning (MINECOFIN), issues the Planning and Budgeting Call Circular (P&BCC1) which serves as a guidance for a participatory planning process. The call circular involves the central and local government entities as well as the citizens and the civil society organizations at different levels, from public village meetings to collect the citizens’ priorities up to the aggregation and prioritization process of the priorities on Cell and Sector level. This guide is mainly designed for District and lower administrative levels. The whole process is defined as “Citizens’ Needs Assessment”⁴.

⁴ P&BCC1 Participatory Planning Approach

(http://www.minecofin.gov.rw/index.php?id=228&L=data%253A%252F%252Ftext..&tx-filelist-pi1-167%5Bpath%5D=2019-2020_Budget_Call_Circular&cHash=36fb2e79fcd44521eb9136c5f48764af)

According to the Participatory Planning Agenda for local government (which is an annex of the P&BCC), Imihigo process can highlighted as follows:

Table 3: Imihigo Planning Process

1.	Citizen engagement in planning process
2.	Cell consolidates and prioritises proposals and identifies the three most important priorities across the cell in close coordination with villages
3.	Cell council approves priorities and submit final draft list (wish list) to Sector
4.	Sector consolidates and prioritises Cell proposals and identifies the three most important priorities (Sector priority list for new Local Government projects)
5.	Sector council approves Sector priorities and submit final list to District
6.	District provide feedback to sectors & cells
7.	Submission of IMIHIGO outputs at Cell and Sector level
8.	Cells and Sector prepare 1st Imihigo Draft (TBC) in consultation with stakeholders
9.	Cells and Sector Incorporate feedback and produce the Final draft of Imihigo
10.	Cells and Sector Produce Final Draft Imihigo
11.	Cells and Sector Councils inform local population on Imihigo and LG budget

Imihigo are the result of a participatory process of identifying and implementing priorities from the grassroots to the national level as highlighted in the concept paper on Imihigo planning and evaluation (IRDP 2010:41; MINALOC 2010:7). In identifying priorities, each level displays its contribution for achievement of development goals and there are specific institutions or individuals responsible for validating Imihigo document (IPAR 2014:5).

Furthermore, Imihigo process passes through different stages: Identification of national priorities by the Central Government, communication of national priorities to Local Government, identification of local priorities, and adoption and approval (MINALOC 2010:10).

3.1.2 Imihigo Performance Indicators

The performance indicators of Imihigo originated form national planning documents like EDPRS, Vision 2020. Through the consultation between Local and Central Government, each sector ministry shares its own predictable indicators and targets to be achieved. Those indicators are presented per District. In principle, the indicators are quantifiable outputs from the consensus between central and local government (MINALOC 2010:13).

At village level, through community assemblies organised once a week and community work (umuganda) organised once a month by local authorities, citizens participate and provide their views and discuss their needs. Usually there are more needs than resources. Therefore, the needs are ranked according to common interest and availability of resources. The public meetings result in the Priority Ranking of the Citizens' Needs. At Cell and Sector level the respective priority lists will be harmonized and aggregated. Finally, Sector-wide Priority lists will be sent to the District.

The village ranking lists of a Cell are to be harmonized in one Cell-wide Priority List. The Cell administration should evaluate the various priorities by comparing their benefits and disadvantages. According to the result of this evaluation, the 3 major citizens/ priorities are identified. The Cell Councilors approve that the prioritization process was properly run and submit the final Cell-wide Priority-List to the Sector. The Sector administration should evaluate the Cell priorities accordingly and identifies the 3 major citizens' priorities. The Sector Council approves the process and the content and submits the Sector-wide Priority -List to the District.

In the 1st Planning and Budget Call Circular (P&BCC1) participatory planning and its respective annexes it is foreseen to consult specific organs available at District level. These include the local representatives of the National Women Council, National Commission for Children, National Commission for People with Disabilities, National Youth Council, Private Sector Federation representatives in each district, Joint Action Development Forum (JADF) and Civil Society Organizations. This consultation should provide the opportunity to provide recommendation to the District annual planning prior to the final decision.

Table 4: Sectors for Imihigo evaluation

Pillar	Sector	Numbers of Priorities submitted	%
Economic Development	Urbanization, Rural Settlement		
	Environment, Natural Resources		
	Private Sector Development		
	Energy		
	Agriculture		
	Transport		
Social Development	Social Protection		
	Health		
	Water and Sanitation		
	Education		
Government and Justice	Security		
	Justice		
	Good Governance		
			100%

Source: MINALOC (2010:13)

Then, Imihigo final document is presented to the District Council for approval. The next stage is for the Mayor of the District to sign and vow Imihigo on behalf of the citizens with the President of the Republic of Rwanda for the next step of the implementation.

3.1.3 Implementation of Imihigo

As stated above, Local Governments set annual targets and define activities to achieve (MINALOC 2010: 11). The implementation of the planned and committed activities requires the participation of different stakeholders contacted during the planning step of Imihigo. These stakeholders may include local leaders, citizens, civil society and donors (MINALOC 2010:12).

In implementing Imihigo, District uses, for instance, its own incomes from taxes, the transfers from central government, grants and donors' funds. Citizens can participate through different ways including either the community work *-Umuganda-* in planned actions such as the construction of infrastructures, for example, roads, schools and hospitals, etc. or their financial contribution to given activities. Further, the partners play the major role by aligning their socio-economic development programs and projects with defined Local Government priorities when financing and mobilizing the masses for taking part in any challenging issues. Donors contribute to the implementation of Imihigo when funding submitted different projects relating to the Local Governments priorities.

3.1.4 Imihigo Monitoring and Evaluation

The concept note on Imihigo provides that the monitoring exercise is carried out jointly by the Line Ministries funding the Umuhigo with District authorities, JADF and the Province to check out if the progress of what has been planned is really going well while evaluation is carried out by the Central Government from 2006 up 2012/13 to assess the achievements (MINALOC 2010: 12). The table (5) below shows the responsible organs and individuals for preparing, monitoring and evaluating in order to track the progress and evaluate the achievements of Imihigo.

Table 5: Imihigo Monitoring and Evaluation matrix

Level	Imihigo preparation	Monitoring	Evaluation
Village	Village Executive Committee	Village Executive Committee	<ul style="list-style-type: none"> • Village Executive Council • Cell Executive Secretary
Cell	Cell Executive Secretariat	<ul style="list-style-type: none"> • Cell Executive Secretariat • Cell Council 	<ul style="list-style-type: none"> • Sector Council • Sector Executive Secretary
Sector	Sector Executive Secretary	<ul style="list-style-type: none"> • Sector Executive Secretary • Sector Council 	<ul style="list-style-type: none"> • District Council • District Executive Committee
District	District Executive Committee agreed with DJADF	<ul style="list-style-type: none"> • District Executive Committee; • District Council, • Governor of Province or Mayor of Kigali City 	On a year basis, the National evaluation team composed of the officials from the Central Government

Source: MINALOC (2010:13)

3.1.5 Imihigo Scoring and Grading System

Imihigo performance contract has been scored and graded differently with three kinds of evaluation systems.

3.1.5.1 Previous Imihigo evaluation from 2006 to 2013

Since 2006, Imihigo evaluation was previously carried out by the Central Government team made of representative of Sector Ministries and the leading institution was MINALOC. Because of the close relationship between MINALOC and local government officials, sometimes it brought the biases during the evaluation process where some weaknesses could not be highlighted because of shared responsibility among MINALOC and Districts. For instance, if MINALOC fails to make an advocacy and lobbying to MINECOFIN and the District fails, the evaluation of achieved can be fair. According to the same concept note (MINALOC 2010:15), the evaluation team scored and graded Imihigo performance as it is shown in the table (6) below.

Table 6: Imihigo Scoring and grading structure

Percentage (%) implementation of completed activities	Score
90-100	10
80-89	9
70-79	8
60-69	7
50-59	6
40-49	5
30-39	4
20-29	3
10-19	2
5-9	1
0-5	0

Source: MINALOC (2010:15)

Note that where there is no evidence, the activity is scored as not accomplished and gets a nil score (MINALOC 2010:15). When the scoring exercise is complete, the score is calculated according to the following structure to get a combined total score of 100%⁵: (a) 60% for Economic, (b) 30% for Social, and (c) 10% for Governance and Justice (MINALOC 2010:15). The table (7) below shows the grading of average of scores of Imihigo implementation.

Table 7: Grading of average of scores of Imihigo implementation

Administrative entities	Average score of implementation of Imihigo (%)	Grade and Traffic light rating
A	90-100	Achieved
B	50-89	Partially Achieved
C	0- 49	Not Achieved

Source: MINALOC (2010: 16)

As it is explained in the concept note designed by MINALOC in 2010, green color indicated that the activity was either accomplished or completed satisfactorily or will respect the time. Yellow color designated that the target was not reached to a reasonable level; but that it is still possible to achieve the target if suitable actions and measures are taken and red color showed that the target was impossible to be realized despite actions and measures; either because of internal poor management or external factors (MINALOC 2010:16).

⁵ See the details on this website: <http://www.rwandapedia.rw/explore/imihigo>.

3.1.5.2 New approach of Imihigo evaluation from FY 2013-2014

Until the fiscal year 2013/2014, evaluations of all districts were made by the national government with the Prime Minister's Office coordinating and overseeing all evaluation activities.

However after observing that the score and grade did not match with the socio-economic transformation at District level, since the fiscal year 2013-2014 the Government of Rwanda changed the evaluation system and hired an independent panel to carry out the evaluation task . The panel, IPAR (Institute of Policy Analysis and Research) is not-for-profit research and policy analysis Think Tank in Rwanda, with a reputation for conducting high quality research and policy analysis and promotion of a culture of debate and dialogue on policy issues. This evaluation introduced a new method in scoring and assigned weights based on the disparity in resources required to achieve set targets (IPAR 2014:13).

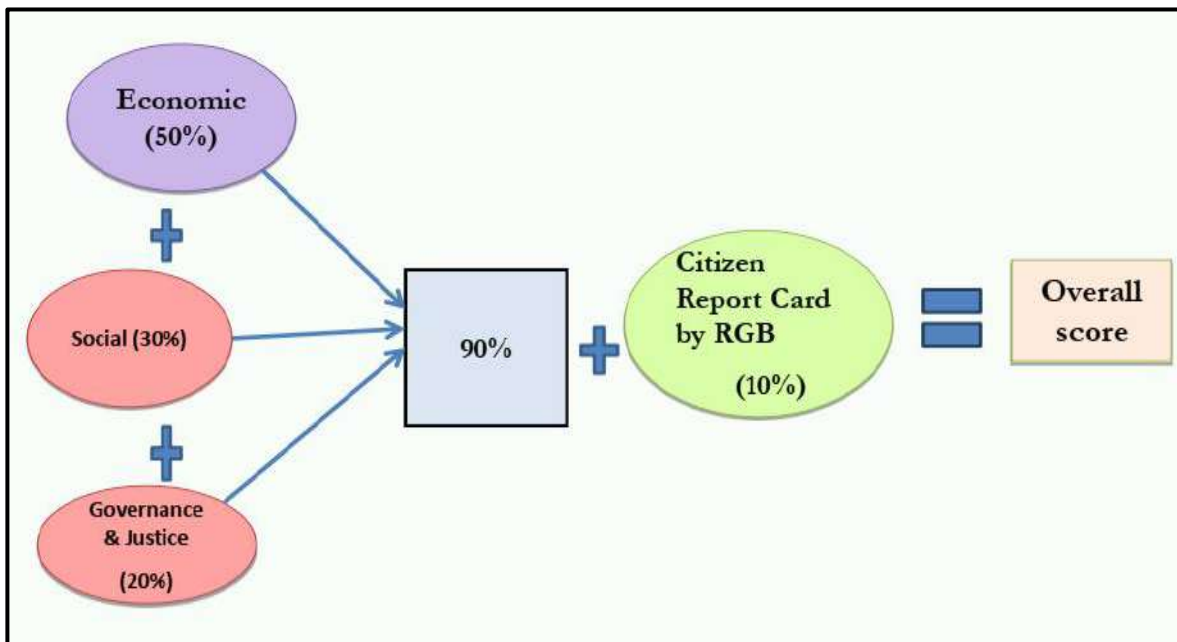
That method is a balanced scorecard and takes into consideration the following elements: ***'The quality of documentation provided against which achievements are claimed, the accuracy of the information, the clarity (coherence) of the content (objective, output, baseline, indicators, targets, and achievements) of each item, as well as the extent to which the item is challenging in terms invested efforts and most importantly whether it contributes to local and national development goals'*** (IPAR 2014:13).

The criteria for evaluation were set up for avoiding the subjectivity and attribute various weights. The criteria are based on the level to which the outcomes contribute to the realization of District and national development goals and each item was measured against these criteria and assigned scores in relation to its achievement status.

Furthermore, the citizen satisfaction is also integrated in the balanced scored card as indicator of utility, effectiveness and impact (IPAR 2014:14). The balanced scorecard lastly reflects the results from the *'citizen report card'*⁶ carried out by the RGB and this is given 10 percent of the general performance mark as it illustrated below in the figure below.

⁶ Citizen report card focuses on the extent to which citizens in different districts are satisfied by service delivery on following nine indicators: Education, Agriculture and Livestock, Local Government, Justice, Infrastructure, Health, Economic welfare, Land and Governance issues (IPAR 2013:12).

Figure 2: Balanced Scorecard



Source: IPAR (2014:15)

3.1.5.3 Latest Imihigo evaluation approach since the FY 2017-2018⁷

Since the FY 2017-2018, Imihigo evaluation will be done by the National Institute of Statistics of Rwanda (NISR). It is envisioned that the involvement of NISR will add value in terms of independence, objectivity and evidence-based evaluation.

Three major changes have been made:

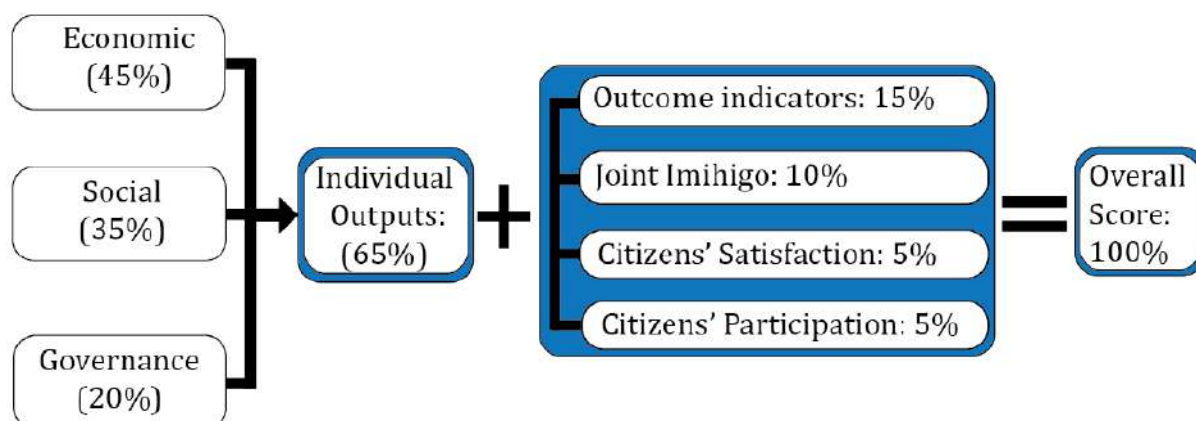
- 1) Imihigo will focus on key national programs and projects that are transformative and SMART (Specific, Measurable, Achievable, Relevant and Timely). However, other routine projects and programs will also be considered and evaluated under actions plans. In that regard, all development programs and projects will be evaluated.
- 2) In implementation, focus will be on timely completion of projects and,
- 3) Evaluation will focus on timely development impact on the population.

Special interest is on projects that are not completed on time and therefore delay intended development impact.

The new structure for District Imihigo evaluation is as follows:

⁷ 2017-2018 Imihigo Evaluation, Executive Report

Figure 3: New District scoring approach



Source: NISR, Imihigo Evaluation Report 2017/2018, September 2018

3.2 Main features of Imihigo evaluation and ranking

Districts take into consideration the national and international priorities in Imihigo process when identifying local priorities from DDPs (now DDSs) comprising the District priorities. The prioritized activities are first discussed with different District stakeholders including civil society and private Sector for their common understanding and consideration. During this process, the Districts technicians benefit the technical assistance of the quality assurance technical team from Central Government institutions (MINALOC 2010:6). After the signing ceremony of Imihigo, District authorities are expected to communicate to citizens the content of signed Imihigo through Local Media, publication on the LG’s website, social media (WhatsApp, Facebook, twitter), Umugunda and community outreach events and dissemination via local know-how carriers (Abahwituzi).

3.2.1 Funding schemes for Imihigo Implementation

Imihigo funding, from the District level down to the village are implemented through four funding schemes.

Table 8: Funding schemes for Imihigo

#	Scheme	Source of funds
1	<i>Citizens participation</i>	<p>The participation of the citizens is made through:</p> <ul style="list-style-type: none"> • either community work -<i>Umuganda</i>- • or financial contribution. For instance, the citizens in different Districts take part, in digging radical terracing, constructing 12 years basic education classrooms, buying motorbikes for cells, constructing houses, and paying health insurance for poor people.
2	<i>Use of national budget</i>	<ul style="list-style-type: none"> • The central Government allots national budget to all Districts for signed Imihigo implementation. • The sector ministries and the Government agencies earmark the budget to the Districts for implementing the projects incorporated in Imihigo of the District.

3	<i>Use of District own revenues</i>	Imihigo are implemented by Districts using own revenues from taxes and duties
4	<i>Use of Donors funds</i>	Districts implement Imihigo using donors fund.

Source: Compilation from Districts' action plans

It is very important to mention that the budget for every fiscal year needs to fully cover the development projects and recurrent expenditures like salaries. Sometimes, the financial resources are insufficient for implementing all signed Imihigo, especially those budgeted for development projects.

According to Rwanda decentralization policy (2012): “... *For the Local Government to carry out decentralized functions effectively, they must have adequate and predictable flow of income. Local Government incomes will normally comprise of locally raised revenues (tax and non-tax revenue) and Central Government grants*” (MINALOC 2012:18). This was done in the implementation of fiscal decentralization which is defined as the transfer of funds and resources to local government in order to implement the local development projects.

3.2.2 District Evaluation Process of the Implementation of Imihigo

Before the evaluation is done at the District level by national team or external evaluators, District organizes itself the evaluation of Imihigo at the lower level. It has become a culture that every fiscal year, the team made up of the Cell Executive Secretaries and the members of Cell Councils evaluate Imihigo at every Village and rank them. The Sector Councils and Executive Secretaries carry out the evaluation of Cells and rank them and finally the District with its stakeholders evaluate the Sectors and rank them at a year basis and the evaluation is led by District Council and District Executive Committee. In all Districts, all of these organs respectively evaluate the projects, programs and policies aligning with the government pillar being or having been achieved at sub-District entities using systematic and objective assessment techniques (MINALOC 2010:6).

The results out of all sub-District entities showing the image of achieved and not achieved objectives are summarized and submitted to the organ which organizes the evaluation. The evaluation report of Imihigo at Sector level is reported annually to the District Executive Committee for giving feedback on Imihigo at Sector level and ranking them.

3.2.3 National Ranking of Imihigo Achievement

The national evaluation team or the external evaluator makes a comprehensive and detailed District Imihigo evaluation report including the District performance ranking. Scores are attributed to each *Umuhigo*, to each pillar to mean Economic, Social, and Governance & Justice, and overall.

After the District Imihigo evaluation exercise, Districts are ranked basing on the achievements and performance. (MINALOC 2010:6).

CHAPTER 4. KEY FINDINGS FROM THE RESEARCH ON IMIHIGO FEEDBACK AND CITIZEN PARTICIPATION

This chapter deals with the key findings from the research. Therefore, the first point shows current status through summarized research results. The second point analyses the role played by the citizen participation and Accountability by the local leaders in Imihigo performance. The third point treats the factors playing against effective Imihigo feedback from the local leaders to the citizens.

Throughout the research process, there is general observation on what concept is better to be used between feedback and awareness. Based on comments from the FGDs and interviews with citizens across surveyed districts, Imihigo feedback from the local leaders to the citizens is at the level of informing and consultation according to the Rungs on the Ladder of Citizen Participation (Arnstein (1969:217)). So, feedback remains at the level of information or awareness.

4.1 Results from the research on Imihigo feedback

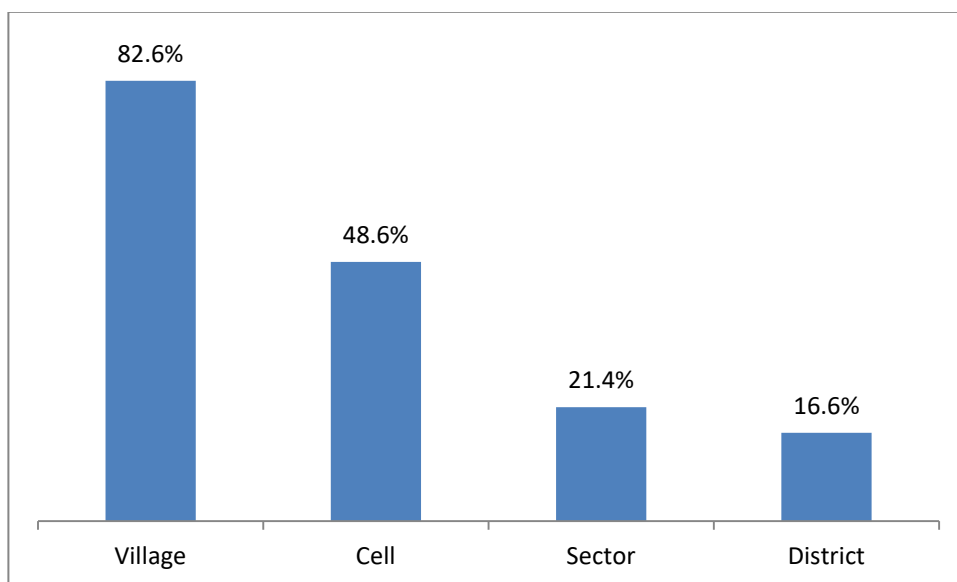
This section compiles results from the field work done in sampled ten (10) Districts and summarizes responses given by citizens, local leaders and other stakeholders to the research questions.

4.1.1 Current status of feedback on Imihigo at different levels of local government

1) Citizens receiving feedback on Imihigo at planning and implementation stages

Results from our research show the following:

Figure 4: Citizens receiving feedback on Imihigo at planning and implementation stages



Source: Survey data 2018

The figure (4) above shows that 82.6% of respondents receive feedback on village Imihigo planned and implemented. For cell and sector Imihigo, feedback is respectively at 48.6%, and 21.4%. The citizens' feedback level of planning and implementation of District Imihigo is 16.6% with an increment of 3.6% in comparison to the results from the 2014 research by CCOAIB. From our deep analysis, these findings imply that the feedback level is bound on the proximity of Imihigo and on the size of citizens' representatives at upper level. At District level for instance, Imihigo are a complex compilation of Imihigo from different lower level administrative entities. So, citizens are not necessarily aware of those beyond their respective administration entities. Moreover, citizens are most aware on Imihigo where they are taken as stakeholders or partners in implementation, because their involvement or contribution is compulsory for Imihigo achievement.

The research has noted three forms of community involvement in the Imihigo implementation activities. The first form is the combination by central government of direct poverty reduction strategies such as Ubudehe, and Vision 2020 Umurenge Program (VUP) for the achievements of Imihigo. The second form of community involvement is Umuganda and it is a main channel for feedback to citizens; that is regular participation in community work in the neighborhood on the last Saturday of each month or a special Umuganda, which is done for a special purpose. The third form of community involvement is related to financial and non-financial contributions of the population (e.g contribution through Umuganda community work). These constitute a key aspect of the implementation of Imihigo as they strengthen ownership of activities by citizens.

Pursuing the objective to ensure adequate feedback on District Imihigo, since the FY 2013-2014, with the first revision of Imihigo evaluation processes, more efforts were deployed from the Central Government up to the local administration to focus first all actions to the citizens. As feedback had always been raised as an issue in Imihigo evaluation reports, local leaders have been encouraged to tackle this problem and platforms for leaders to meet the citizens were multiplied like weekly meeting with citizens by local leaders, parents evening sessions, use of flyers for Imihigo awareness, among others.

2) Level of feedback to the citizens on Imihigo signed and achieved or not achieved

According to IPAR Evaluation Report for FY 2016-2017, the evaluations of previous Imihigo targets revealed that citizens participate in the brainstorming of Imihigo targets but they are not provided with feedbacks on the actually selected Imihigo targets. Among other recommendations IPAR stated that *“the role of citizens should be improved beyond providing their priority targets during the planning phase of Imihigo; they should also receive feedback on why certain priorities were either maintained or removed from the approved Imihigo performance contracts. Local authorities have to be close to the citizens and need to provide feedback so that communities can fully take ownership of overall economic and social activities that affect them. Specifically, more and stronger campaign mechanisms on the role of Imihigo for citizens' improved ownership of the whole process (the identification of challenges and opportunities and the evaluation) are needed”*.

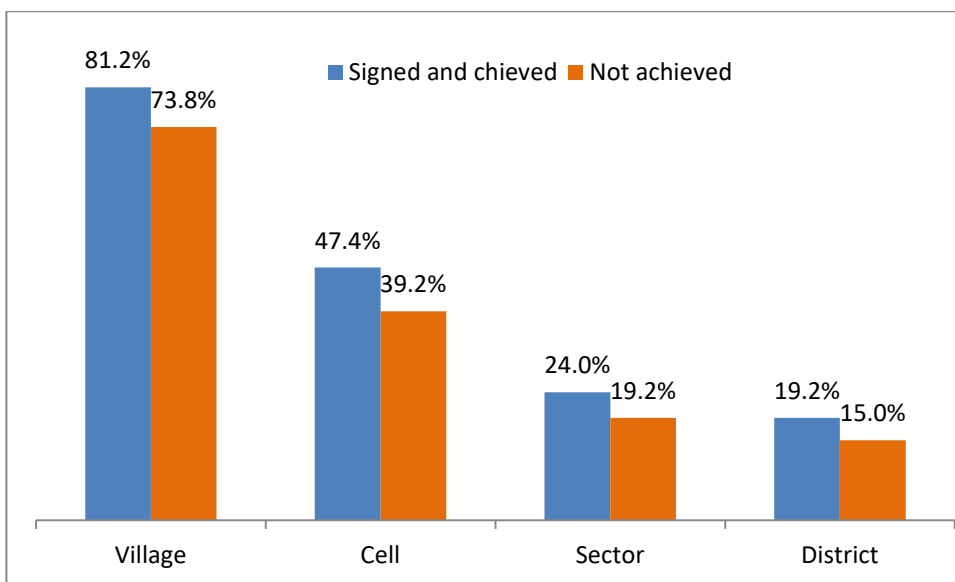
Citizens need to have information on the achievements of the district Imihigo before the final evaluation is carried out. But also, citizens need to receive feedback from the local authorities

about the consideration of their needs and priorities which they express during planning consultations.

According to the situational analysis on citizens participations in Imihigo process⁸ conducted in 2014 by CCOAIB, citizens satisfaction on feedback in Imihigo process was at 13%, while 21% were moderately satisfied. 66% were not satisfied by the feedback received.

It has been evidenced that over the time, improvement is made on these aspects. This research has focused on the whole feedback process as required provided by local leaders to the citizens since Imihigo signing, during implementation, monitoring and evaluation, and ranking. The figure below shows the current status.

Figure 5: Feedback on Imihigo signed and achieved or not achieved



Source: Survey data 2018

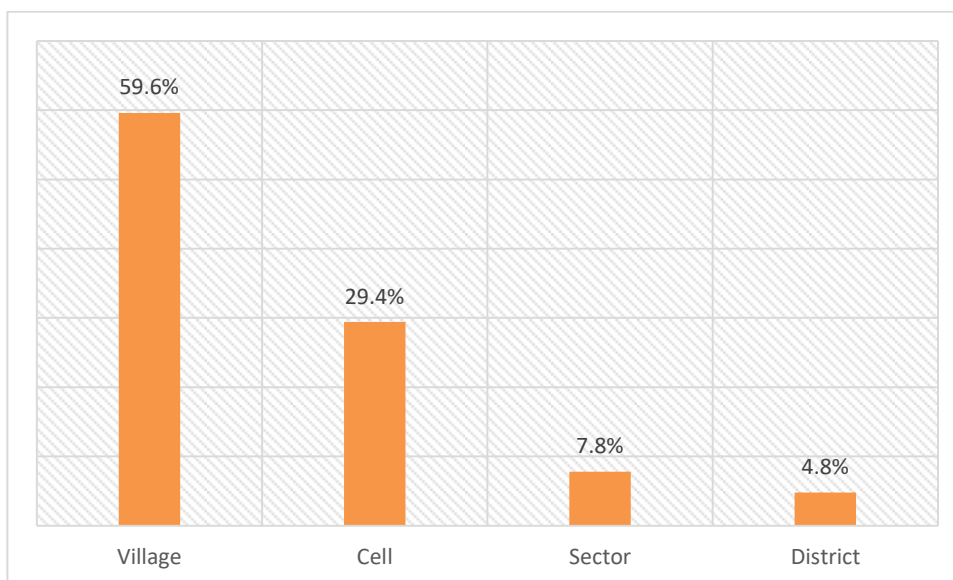
After Imihigo have been signed, implemented and evaluated, the local government leaders are those in charge of ensuring feedback to citizens. The figure above shows that 81.2% of citizens receive feedback on village Imihigo signed and achieved. For Imihigo not achieved, 73.8% of citizens receive village Imihigo feedback. As mentioned above and for the same reasons, this rate goes decreasing as we reach upper levels of administration. Feedback level on achieved District Imihigo is at 19.2% which is an increment of 6.2% in comparison to the results from the 2014 research by CCOAIB.

⁸ CCOAIB, Diagnostic Situationnel sur la participation citoyenne dans le Processus de Gestion des Contrats de Performance « Imihigo » au niveau de l’administration Locale au Rwanda, Novembre 2014

3) Citizens participation in Imihigo evaluation

As shown in chapter 3 of this report, before the evaluation is done at the District level by national team or external evaluators, District organizes itself the evaluation of Imihigo at the lower levels.

Figure 6: Citizens' participation in Imihigo evaluation



Source: Survey data 2018

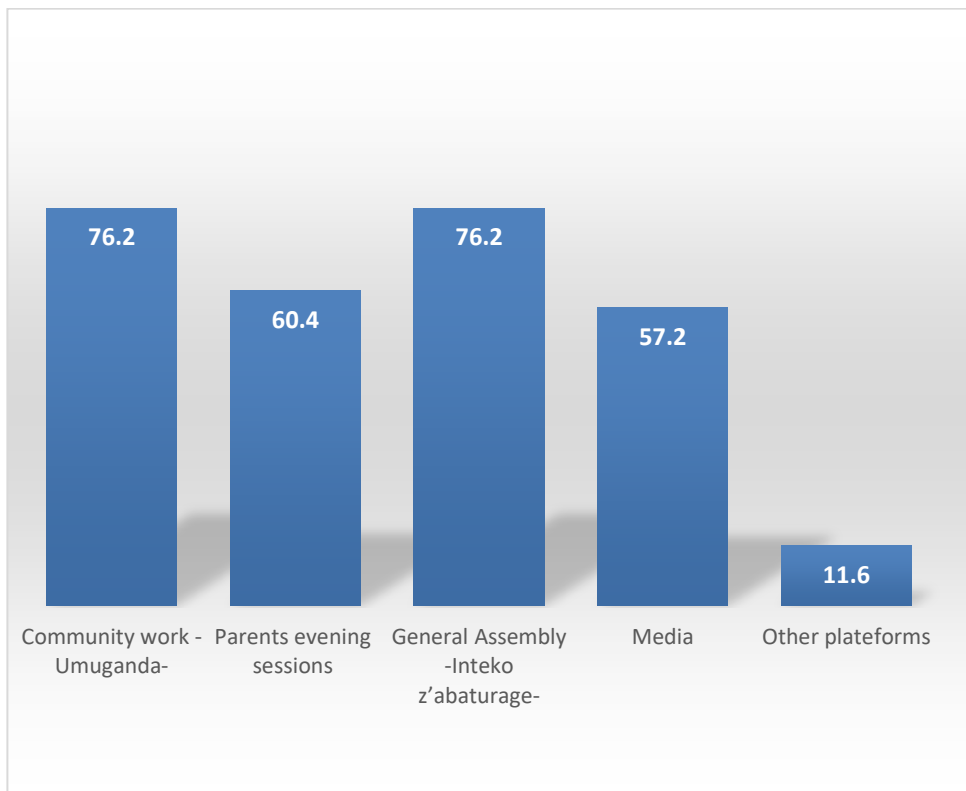
Citizen participation in village Imihigo evaluation stands at 59.6%, 29.4% for cell Imihigo, 7.8% for sector Imihigo, and 4.8% for District Imihigo.

This decreasing trend of citizens participation from the village to the District can be explained by the structure of Imihigo monitoring and evaluation matrix as presented in chapter 3 of this report, where evaluation is the responsibility of executive committees from the village to the Sector. At the District level, on a year basis, the national evaluation team composed of the officials from the Central Government is formed to ensure evaluation. At the lower level of administration, from the sector to village, Imihigo evaluation process looks like an auto-evaluation; in this regard, evaluation should be as participatory as possible involving a significant number of citizens to assess, confirm, and acknowledge results, success or failure, and collectively set corrective measures for the future. However a number of efforts have been done by the government seeking to involve citizens in the evaluation process. Today citizens' level of appreciation and satisfaction has a significant impact on the marking of specific districts by the evaluators. 10% of marks are about the citizens' satisfaction and appreciation regarding Imihigo. In addition councilors and other representative bodies elected take part in the FGDs with the evaluators and they represent citizens (indirect participation).

4.1.2 Main Imihigo feedback channels used by local government

a) Main Imihigo feedback channels used by local leaders

Figure 7: Level of use of Imihigo feedback channels by local leaders



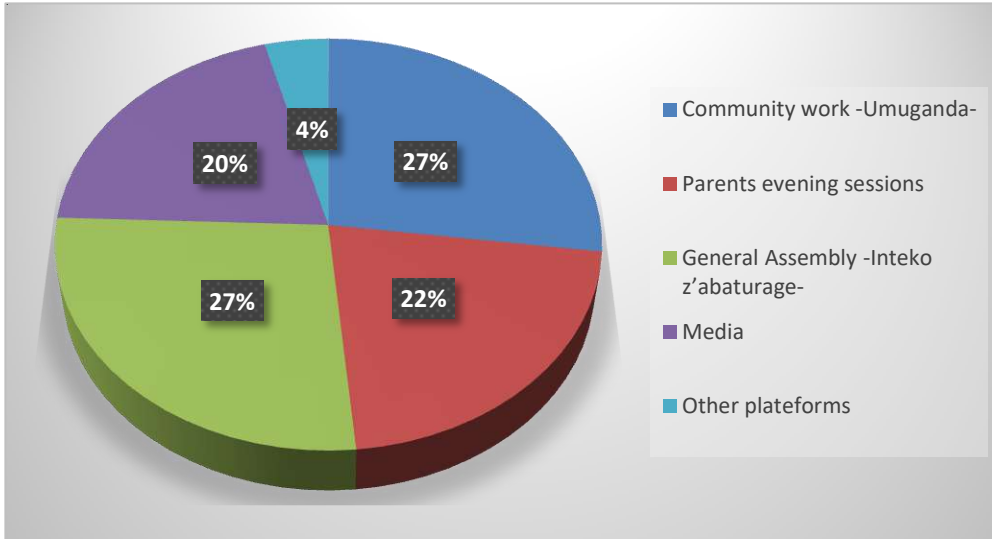
Source: Survey data 2018

The figure above shows that community work (*Umuganda*) and General Assemblies (*Inteko z'abaturage*) are known as the first channels used for feedback of Imihigo with 76.2%, followed by Parents' evening sessions commonly known as "*Umugoroba w'ababyeyi*" with 60.4%. Media is also an appropriate feedback channel with 57.2%. By media we mean audio and video, (Radio and TV) and online channels. Other means of communication are also currently in use like telephone.

Among other platforms used for Imihigo dissemination, participants mentioned mainly: open days and opinion leaders' meetings.

The importance of each channel in terms of vehicle for Imihigo awareness and feedback is represented by the figure below:

Figure 8: Importance of each channel to vehicle feedback

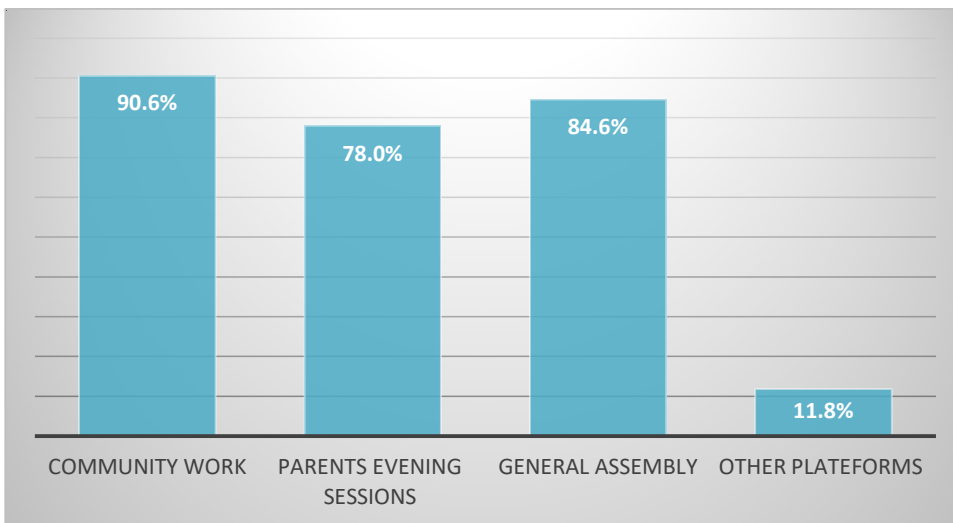


Source: Survey data 2018

The community work (Umuganda) and general assembly (Inteko z'abaturage) are the highly considered channels to vehicle feedback.

b) Citizens participation in the main Imihigo feedback channels

Figure 9: Citizen Participation in the main Imihigo feedback channels



Source: Survey data 2018

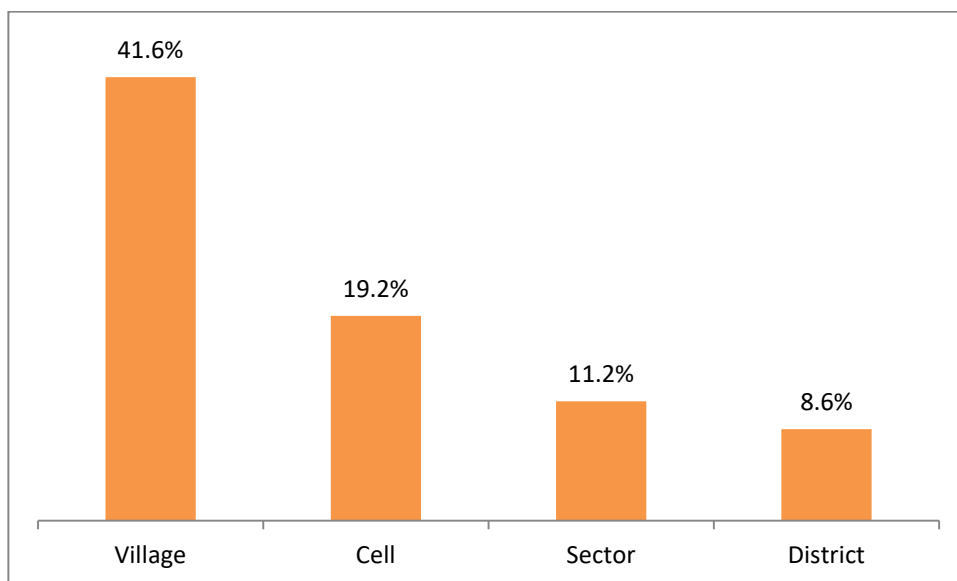
As shown by the figure (8) above, citizens participating in Umuganda reach 90.6%; those attending “*Inteko z’abaturage*” are 84.6%, while parents evening sessions are frequented by 78.0%. The contribution of Umuganda in Imihigo implementation is significant. The compilation of estimates from 30 districts done by IPAR in evaluation of Imihigo for the fiscal year 2016-2017 has shown that nationwide, community work -Umuganda- has contributed alone 14,919,956,284 Rwf⁹.

c) Use of Imihigo booklets as awareness and feedback channel

Imihigo documents contain much information for the citizen to absorb, however the use of simplified booklets containing key information on Imihigo has proved to be an efficient way of giving feedback to citizens. To produce the Imihigo document in Kinyarwanda and using an easy language to understand them was seen as a tool that can significantly enhance citizens’ capacity to participate in this process.

The figure below shows the percentage of citizens knowing Imihigo booklets as awareness and feedback channel in sampled districts.

Figure 10: Percentage of citizens knowing Imihigo booklets



Source: Survey data 2018

Booklets and flyers are reliable and quick tools to disseminate Imihigo, especially district Imihigo. However, the figure 10 shows a very low use of these tools which also confirms the very low level of feedback to citizens on District Imihigo. In addition to that, lack of access to district Imihigo documents, contributes to a non-effective participation of citizens in Imihigo evaluation since they don’t data at hand.

⁹ Republic of Rwanda, Office of the Prime Minister, Imihigo Evaluation FY 2016/2017, Final Report, IPAR, September 28, 2017 (Page 47)

Nevertheless, there are some districts which have taken initiatives to improve on dissemination of District Imihigo signed for implementation. As instance, for District Imihigo signed, some districts like Musanze are advanced where on District budget, flyers are designed, printed and disseminated free of charge up to the village level (+/- 50 flyers per village) see appendix 4. Even though 50 flyers per village are not indicative of much, the initiative of Musanze is a rare example since many more other districts haven't yet started using booklets.

Other Districts, like Rubavu, Muhanga and Karongi are in the same line with Musanze, but citizens are charged 100 Rwf to get a copy of District Imihigo signed. In the rest of Districts, copies of Imihigo are granted to the citizens' representatives and opinion leaders for use in sensitization at lower levels.

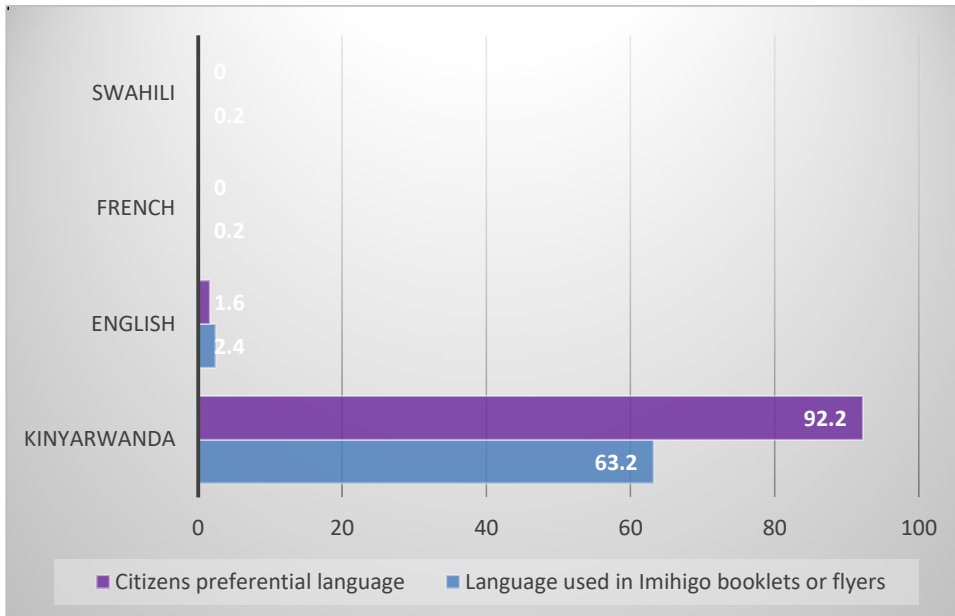
In addition to this channel, all sampled Districts have dedicated secured places at all administration premises to post or stick up Imihigo signed for awareness of those able to reach such places.

Figure 11: Karongi District Imihigo dashboard



d) Language used in Imihigo booklets or flyers versus preferential language

Figure 12: Language used in Imihigo booklets versus preferential language



Source: Survey data 2018

The figure above shows that 63.2% of respondents, who were reached by Imihigo support documents, received them in Kinyarwanda language. The rest (around 35%, were not reached by Imihigo support documents).

About their preferential language to be used in the future, 92.2% are favorable to receiving Imihigo booklets in Kinyarwanda which is friendly user and commonly spoken by all Rwandans.

4.1.3 Current perception of citizens on effectiveness of the feedback process

In general, all of the respondents appreciated the policy on Imihigo as an excellent approach to speed up the local development meeting the decentralization policies. They even mentioned some achievements of Imihigo in all of sampled Districts like land use consolidation, one cow per poor family, construction of 12YBE classrooms, steep slopes terracing, and provision of water and electricity and feeder roads among others.

Imihigo feedback is done through different channels, especially “*Umuganda, Inteko z’abaturage, Umugoroba w’ababyeyi*”, and medias. Also, some districts have developed mechanisms to use Imihigo booklets or flyers, whereas others use to post or stick up Imihigo in appropriate and accessible places.

As shown by above results, Imihigo feedback goes decreasing from the Village to District. In general, District Imihigo feedback is at 19.2% for those signed and achieved, while it stands at 16.6% at planning and implementation. Regarding District Imihigo evaluation, citizens’ participation is lower at 4.8%.

Imihigo that directly involve citizens as stakeholders or partners mainly include activities linked to agriculture, education, health, support to the poor people, limited infrastructure supports, as well as affordable financial supports to the villages and cells.

4.1.4 Citizens observations and recommendations to improve feedback status

Citizens have expressed views and recommendations to increase their participation in Imihigo processes and achievements.

To ensure effectiveness of Imihigo feedback, the research has come up with the following considerations:

Table 9: Citizens observations and recommendations to improve feedback status

Citizens observations	Citizens recommendations
At Village level	
Apart from household Imihigo, there is general finding of few Imihigo booklets for the District.	- Increase number of Imihigo booklets for the District and their dissemination up to the citizen
Village leaders have limited capacities in fields of feedback, implementation, monitoring and evaluation	- Increase capacity building of village leaders for better feedback, implementation, monitoring and evaluation
At Cell level	
Today, Cell counts two staff: One Executive Secretary and One Cell Economic and Development Officer. There is common view that they are not enough to well ensure feedback, implementation, monitoring and evaluation.	- Increase number of public servants at cell level

At Cell level, citizens are those who look after Cell officers at Cell office. Cell officers have no adequate transport means to ensure citizens outreach.	- Provide financial means to facilitate transport of cell staff for citizens outreach
At Sector level	
Sector staff evoked to be overloaded by many responsibilities and don't find enough time for meeting citizens	Ensure capacity building in good governance and planning
District level	
Delays in decentralizing signed Imihigo. In fact, there is delay encountered between signature of Imihigo for the District and signature of Imihigo at lower level	Accelerate process to decentralize signed Imihigo for better feedback implementation, monitoring and evaluation
It is evident in most of Districts that citizens have no District Imihigo booklets to better understand their role and engage accordingly.	Put cost for Imihigo booklets in overall annual budget

Source: KII and FGD

4.2 Role of Citizen Participation and Accountability by Local Leaders

There is common sense that citizens and local authorities play a vital role in Imihigo feedback process. After collecting citizens' perceptions and analyzing related factors for the effective feedback of Imihigo and their performance, it is our concern in this point to determine what might have been the role of citizen participation and responsible accountability as two key factors selected for special attention.

4.2.1 Role of Citizen Participation

As shown above, citizens' participation is found to be positively changing year by year due to different situations and this affected much the Imihigo performances in different Districts. This was also highlighted by one of the current Executive Committee member in Gasabo District when saying "... *To shift from the bad position in Imihigo performance ranking to the present position (from the 9th position in 2016-2017 to the 2nd position in 2017-2018), we performed well because we emphasized on giving voice and trust to citizens and other stakeholders in the District, managing well the District budget, strengthening participatory planning at all levels, improving on monitoring and evaluation process and instilling team working environment and feedback to the citizens. Meanwhile, citizens' participation in Imihigo does not equal deployed awareness efforts*".

Furthermore, the idea of involving citizens in the Imihigo process was supplemented by participants of FGDs held in Nyabilira Village, Jali Sector, Gasabo District. There, a woman participant acknowledged: "... *I remember that for Imihigo FY 2017-2018, in a meeting our Cell leader explained deeply Imihigo process and encouraged us to set families Imihigo priorities to be included in our Cell Imihigo. We did so and he used to check up the implementation and evaluation in collaboration with our village leaders*".

The reason advanced throughout our research is that where citizen participation has increased it is mainly because of the good leadership which was shown when local authorities acknowledged the citizens' important role in achieving Imihigo. This is confirmed by the fact that when they started centering their Imihigo process to the citizen, Imihigo performance ranking changed positively.

4.2.2 Role of Accountability by local leaders

Accountability of local leaders plays a crucial role in the Imihigo performance and feedback is an effective accountability way through which local leaders report to their citizens about what they have done, about the achievements and challenges.

The participants of FGDs confirmed that currently, the local authorities make effort to approach them more than in the past for discussing about the outcomes of Imihigo achievements as well as the rank of their respective Districts. They went on explaining there have been a change of mindset and perceptions on how to overcome the challenges for a good performance of the District.

However, this research shows that accountability through feedback on District Imihigo is still at low level, where feedback on planning and implementation stands at 16.6%, while feedback on achieved Imihigo is at 19.2%. Therefore, local leaders still have a long journey to ensure effective feedback as a reliable way for accountability on Imihigo to their citizens.

4.3 Factors playing against effective Imihigo feedback

Most of respondents came back to the weaknesses and gaps they found in Imihigo feedback process which limit citizens and leaders to achieve better performance.

4.3.1 Factors behind poor planning, monitoring and feedback exercise

It was raised by most of citizens that they are not part of monitoring and evaluation of Imihigo of the District but represented through the Councils at each level of administration (District, Sector, Cell and Village) by the elected delegates. One of the official working at Sector level stated that the elected delegates have generally low level of skills in terms of monitoring and feedback. This was further highlighted and confirmed by District official who insinuated saying “... *one thing that I remarked is that there is no clear, regular and consistent feedback tools and mechanisms in place at the extent that was used for feedback are empiric or intuitive. There is need of legal framework for feedback as it is for planning, monitoring and evaluation*”. (Interview with one District Official in Musanze on 11th Sept 2018).

4.3.2 Factors behind non-accountable authorities

During the interviews and FGDs, majority of respondents evoked the factors behind non-accountability of some local authorities as one cause for not giving feedback in relation to Imihigo performance. In general, participants mentioned the factors such as lower level of commitment by some local leaders to make citizens aware of their responsibility to ask for the failure explanations from their authorities.

Lower outreach level of some local authorities was also highlighted by some of FGDs participants when they said that local authorities keep sitting in their offices instead of meeting the population for giving the feedback to them about Imihigo performance. Citizens continued saying that if they would have been informed of the areas of weakness they would improve on Imihigo activities since they share the shame of the District poor performance.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusion

This research provides information on the status of local government feedback to citizens on Imihigo in the 5 provinces of Rwanda. Starting from the local level, the feedback level is improving thanks to the dialogue spaces established at village and cell levels which provide citizens an opportunity to interact with their authorities on different matters including Imihigo. However, the research discovered that citizen participation in Imihigo process remains at the level of information or consultation, with passive involvement

Additionally, the research identified a very low level of feedback on District Imihigo, where the proportion of citizens acknowledging to have received feedback on District Imihigo lags behind with a percentage below 20%. Moreover, most citizens declare not participating in Imihigo monitoring and evaluation, where they lose opportunity of exercising their right of holding their leaders accountable.

A deep analysis of the data shows that the local leaders' accountability in Imihigo process is mainly of the upward type (to mean from the local leaders to the upper level of administration) and citizens are not yet taken as partners in Imihigo signed, achieved or not achieved.

Nevertheless, generally there are some improvements on feedback and citizens' participation in Imihigo processes and some local authorities started introducing new forms of downward accountability, however, there are still challenges that hinder a full involvement of citizens in feedback matters.

A major success factor is to consider citizens as partners and provide effective feedback in the whole Imihigo process. The citizenry requires effective joint planning and consultations that in effect builds knowledge, depth in understanding and collective ownership. Therefore, local leaders still have to put more efforts to ensure an effective feedback as a way for accountability on Imihigo to citizens.

5.2 Recommendations

The overview from this research calls for a given number of recommendations:

d) To the Districts Authorities concerned with Imihigo feedback in first instance:

- Strengthen capacities of Local leaders and citizen representatives (councilors), through short-term periodic trainings on the importance of feedback, citizen participation and downward accountability in the organizational performance.;
- Strengthen regular mid-term evaluation participatory meetings, to learn lessons from implementation, as a good way of feedback to further improve on Imihigo and overall performance;
- Have a detailed plan and budget for feedback activities to citizens, so that communities feel more fully part of overall economic and social activities that affect them;

- Districts should regularly publish the Imihigo final document in Kinyarwanda on district's website and disseminate copies down to the village level and ensure that lower levels do the same.
- There should be collaboration between districts, local CSOs and the private sector in providing feedback to the citizens.

e) To the central government and other stakeholders

- **MINECOFIN:** Provide budget to local authorities for feedback activities to citizens, so that communities feel more fully part of overall economic and social activities that affect them;
- **RALGA:** Empower councilors on how to discuss and prioritize citizens needs and interests, so they could give adequate feedback to their constituencies;
- **RGB:** Regularly measure citizen satisfaction on Local Government Feedback, so to keep local leaders accountable and have an informed citizenry.

f) To Civil Society Organization

- Carry out community needs assessment in order to have a citizen centered planning and do advocacy at local level.
- Strengthen researches, advocacy, and engagement to support local leaders in providing effective feedback
- CSOs operating at local level need to timely deliver on promised interventions in Imihigo process for a timely implementation;
- Actively participate in JADF so as to contribute in district planning and advocate for citizen needs at local level.

APPENDICES

1- List of national level official met

Date	Institution	Names	Position	Tel
2/10/2018	CCOAIB	Ngendandumwe Jean Claude	Executive Secretary	-
2/10/2018	CCOAIB	Senyabatera Jean Bosco	Programme Manager	0788536011
2/10/2018	CCOAIB	Christophe Bigirimana	Project Coordinator	0788627123

2- List of Local Leaders met

Date	Level	Location	Position	Names	Tel
10/9/2018	District	RULINDO	Good Governance	Ziripa Mujijima	788562669
	Sector	Ngoma	Executive Secretary	Nyinawumuntu Domithile	788209085
	Cell	Mugote	Executive Secretary	Shumbusho Papias	789175503
	Cell	Kabuga	Executive Secretary	Tuyishimire Norbert	789175504
11/9/2018	District	MUSANZE	Good Governance	Pelagie Mukanyandwi	788472214
	Sector	Kinigi	Executive Secretary	Uwamariya M. Gilbertine.	782218068
	Cell	Nyonirima	Village Leader	Singirankabo Emmanuel	781771390
11/9/2018	District	RUBAVU	-	-	-
	Sector	Gisenyi	Executive Secretary	Uwimana Vedaste	788442904
	Cell	Nengo	Executive Secretary	Nkurunziza Noel	788883739
	Cell	Burushya	Village Leader	Nyirabihinyuza Patricie	783426439
12/9/2018	District	KARONGI	Good Governance	Placide Munyanziza	788435373
	Sector	Rubengera	In charge of Social Affairs	Niyonsaba Cyliaque	786339687
	Cell	Gacaca	Executive Secretary	Uwase Josephine	789301060
	Cell	Kibirizi	Executive Secretary	Uwamariya M.Chantal.	783420767
13/9/2018	District	MUHANGA	Planning Officer	Eric Bizimana	788858152
	Sector	Shyogwe	Executive Secretary	Habinshuti Vedaste	788583192
	Cell	Kinini	In charge of Social Affairs	Bansange Joselyne	783590170
	Cell	Ruli	Executive Secretary	Uwamahoro Esperance	782636840
11/9/2018	District	GATSIBO	Vice Mayor FED	Manzi Theogene	788838304
	Sector	Kiramuruzi	Executive Secretary	KAVUTSE Epiphanie	782176691
	Cell	Akabuga	Executive Secretary	UWINGABIYE Theophila	787515581
		Gakenke	Executive Secretary	TWAGIRIMANA J. Claude	787515582
12/9/2018	District	KAYONZA	-		
	Sector	Kabarondo	Executive Secretary	DUSINGIZUMUKIZA Alfred	788572016
	Cell	Cyabajwa	Executive Secretary	NGABANGAMBA Viateur	789006959
		Rusera	Executive Secretary	RUSHIMISHA Congolo	789006999
13/9/2018	District	KAMONYI	FED	TUYIZERE Thadee	788436029
	Sector	Runda	Executive Secretary	MWIZERWA Rafiki	788610787
	Cell	Muganza	Executive Secretary	UWIZEYE Vestine.	788895643

Date	Level	Location	Position	Names	Tel
14/9/2018	District	KICUKIRO	-		
	Sector	Kigarama	Executive Secretary	UZAMUKUNDA Anathalie	783085349
	Cell	Bwerankori	Executive Secretary	HABIMANA Bosco	788640097
18/9/2018	District	GASABO	VM Social Affairs	NYIRABAHIRE Languida	788858370
	Sector	Jali	Executive Secretary	RUGABIRWA Deo	788815450
	Cell	Nyabuliba	Executive Secretary	MUKASEKURU Ernestine	789197777
		Agateko	Executive Secretary	Mbonyinshuti Eugene	726391372


3- Synopsis of FGDs Participants

#	Venue				Participants		
	District	Sector	Cell	Village	Female	Male	Total
1	RULINDO	Ngoma	Mugote	Riryi	7	5	12
			Kabuga	Nyabuko	3	6	9
2	MUSANZE	Kinigi	Nyonirima	Butorwa I	3	5	8
				Gasura	6	2	8
3	RUBAVU	Gisenyi	Nengo	Gacuba	2	7	9
				Nyamyumba	Burushya	Nganzo	6
4	KARONGI	Rubengera	Gacaca	Kamuvunyi	8	4	12
				Kibirizi	Buhoro	4	7
5	MUHANGA	Shyogwe	Kinini	Gatare	3	6	9
				Ruli	Kabeza	6	6
6	GATSIBO	Kiramuruzi	Akabuga	Businde	8	5	13
				Gakenke	Kayita	5	4
7	KAYONZA	Kabarondo	Cyabajwa	Rutagara	7	3	10
				Rusera	Rusera	5	6
8	KAMONYI	Runda	Muganza	Nyagacyamu	7	4	11
				Rubona		5	3
9	KICUKIRO	Kigarama	Bwerankori	Nyenyeri	5	3	8
				Kabutare		-	-
10	GASABO	Jali	Agateko	Kinunga	-	-	-
				Nyabuliba	Nyabulira	6	4
	Total				96	84	180

4- Example of district Imihigo flyer used in Musanze District

REPUBLIKA Y'U RWANDA
INTARA Y'AMAJYARUGURU
AKARERE KA MUSANZE

IMIHIGO **ABATUYE NAMWE**
BAFATANYABIKORWA
B'AKARERE KA MUSANZE
TUMENYE IMIHIGO



- Imirengye 15
- Utugari: 68
- Imidugudu: 432
- Abaturage 386.267
- Ingo: 84.756
- Ingo zikora ubuhinzi: 63,536 (74.9%)
- Ubuso: 530, 4 km²
- Ubucucike : 749 hab/km²

INTEGO

Kumenya icyo ugamiye n'icyo kikumariye n'Intego y'Umukazi ugamiye iterambere rifite icyerekezo. Kumenya imihigo nabyo ni Isoko y'Imbaraga n'Ingamba za Kuyesana Ishema n'Isheja n'Ubwemara.

URUHARE RW'UMUKOZI

Kumenya ku buryo bwimbika, butajinganyo imihigo yose yakuzwa n'Abayobozi ku bufatanywe n'Abaturage b'Abareze ka Musanze ibyirwa mu kitarwa ry'imihigo. Gutanga service atira muri byose na kuli base cyane cyane ijyanye na kwese imihigo. Byatumye kuva kumwanya wa 30 ukajya kumwanya wa 2. Muze dutanywe tube aba mbere muri 2018.

UBUNARARIBONYE

Imyaka yashize twagiywe twese imihigo ariko tumenye ingamya zayo ariko abu naneho Satwage ba Musanze Ruku Nyimanyu tumenye akamara kaza bidutere kubadukana imibaduka n'umvuduko mu kuyeye uba kandi naza. Twese hamwe twiyemeje Kudataterana Mayor ahubwo imihigo yose twagiywe icya.

Kumenya utashidikanya ko bya wahamye Abamuhagarariye mu nzego zifata ibyemeza ari inyungu ze kandi bigamije kumuteza imbere. Byatumye kuva kumwanya wa 30 ukajya kumwanya wa 2. Muze dutanywe tube aba mbere muri 2018.

URUHARE RW'UMUTURAGE

Imbereho ye n'Ubuguzi buganisha ku bukungu buzira ubujambwa. Kubungabunga ibyagazweho mu mihigo biri aho ariya.

Kumenya ko igihugu ari icye kandi ko kigamba kuzamurwa n'ibikorwa bye byagenewe obigizamo umuhare rukamenye kandi rudasimburwa. Rwatumye kuva kumwanya wa 30 ukajya kumwanya wa 2. Muze dutanywe tube aba mbere muri 2018.

URUHARE RW'ABAYOBOZI

Ubuuguzi mu nzego nkuru z'igihugu na mu bandi bafatanyabikorwa na mu miryango mterankunga hagamijwe gushaka ubushobozi ngo ibyifuzwe n'Abaturage mu mihigo y'Uyu Mwaka bishobare kugerwaho uko byakobaye. Gukangurira na gutaza abaturage kugira uruhare mu bibakorerwa cyane cyane ibyashyizwe mu mihigo. Gushyiraho igihe cyo buri kwezi cyo kwereka abaturage aho imihigo igeze. Imbaganiye n'Ingamba mu mihigo na gufatanyiriza hamwe gushaka ibisubiza. Rwatumye kuva kumwanya wa 30 ukajya kumwanya wa 2. Muze dutanywe tube aba mbere muri 2018.

AGACIRO KOSE N'IMIHIGO Y'AKARERE KA MUSANZE: 9.817.035.027 FRW

Nuri	UMUHIGO	INTEGO	UMURENGE
1. ITERAMBERE BY'UBUKUNGU			
2. UMUSARURO W'IBIKOMOKA K'UBWOROZI			
1	Kongerwa umusaruro ku bishingwa bya- taranjwe	Ibigari : 6.31/ha Ingo: 3.51/ha ibirayite: 311/ha ibidiyimbawo: 4/ha ibigari: 10,213ha	Imirengye yose
2	Ho z'ubutaka buashyirwa buzohingwamo igihingwa cyatanyijwe	Ingo: 1,488ha ibirayite: 10,088ha ibidiyimbawo: 1,926ha	Imirengye yose Imirengye yose
3	Ho z'igihingwa gishyira cy'uruteki Kavurura uruteki	25 Ha 100Ha	Imirengye yose
4	Kuhira ku buso buto	61 Ha	Imirengye yegeraye umali
3. KONGERA W'IBIKOMOKA K'UBWOROZI			
5	Kavurura amarose y'inka	Inka 3,954 zihaye imanga	Imirengye yose
6	Gukingira amashuri	Inka 13,000 IQ, 15,000 USD & 803 Bucashuri	Imirengye yose
3. KONGERA IBYOHEREZWA MU MAHANGA			
7	Kongerwa umusaruro w'ibibingwa byaherutwaga mu mahanga	850 MT Zibireni 28,000 Indaba	Kivigi, Musanze
8		5 ha z'indaba zizahingwa 2018	
9		100 ha ibinyamara	Imirengye yose
10	Kongerwa umusaruro w'imbuto zishingwa	Gukoreha umuho 3 hagarurirwamo	Myanga, Remera, Gatanze
11			
4. INDOFU Z'AMASHYamba			
12	Kupeta amashyamba yarazirwa mu ngo aho agera	Ingo 4,667	Imirengye yose
	Kupeta amashyamba mu ngo hakarashyirwa imihigo	Ingo 700	
13	Ingufu za Biogasi rusange	Biogasi 2 rusange + Ingo 40 muri IDP	

Recto side of the flyer

No	Bref question	Full question	Answer	Code
1	Sex	What is your sex	Male.....1 Female.....2	
2	Age	Age range	Below 15.....1 16- 202 21-25.....3 26-30.....4 31-35.....5 36-40.....6 41-45.....7 46-50.....8 51-55.....9 56-60.....10 61-65.....11 Above 66.....12	
3	Ubudehe category	In which ubudehe category are you in?	First.....1 Second.....2 Third.....3 Fourth.....4	
4	Education level	Which education have you finished ?	None.....1 Did not finish Primary ...2 Primary3 Vocational school ...4 Ordinary level ...5 Advanced level.....6 Bachelor.....7 Masters.....8 PhD ...9	
5	Occupation	What is your job?	None ...1 Agriculture2 Paid work3 Bussiness4 Handcraft5 Student ...6 Self work/ another work ...7 Other (state)8	

1. RESEARCH QUESTIONS

Q1: How do you rate the participation of citizens in following activities ?

(1=Ntarwo 2= Ruto 3=Runini 4=Runini cyane 9=Simbizi)

1. To participate in desicion making	1	2	3	4	9	/__/
2. Presence and sharing ideas in community meeting	1	2	3	4	9	/__/
3. Presence in mother's night meet	1	2	3	4	9	/__/
4. Voting Leaders	1	2	3	4	9	/__/
5. Volunteerism	1	2	3	4	9	/__/
6. Presence in Umuganda	1	2	3	4	9	/__/
7. Asking Leaders for information on activities done for citizens	1	2	3	4	9	/__/
8. Resolving other citizens's problems	1	2	3	4	9	/__/
9. Execution of governmental project to promote citizens's well-being (social protection)	1	2	3	4	9	/__/
10. Security of population	1	2	3	4	9	/__/

Q2. Do you participate in preparation of the following performance contracts?

Village's target goals	1	2	/__/
Cell's target goals	1	2	/__/
Sector's target goals	1	2	/__/
District's target goals	1	2	/__/

Q3. Do your family set performance contracts ? (1=Yes 2=No) /__/

(If no skip to Q.4)

Q3.1: If yes, what performance contracts your family have set among the following? (in 12 months)

(1=Yego 2=Oya)

Increase of agriculture harvest	1	2	/__/
Animal keeping	1	2	/__/
Balanced diet	1	2	/__/
Health and acces to health facilities	1	2	/__/
Payin insurance	1	2	/__/
Sanitation	1	2	/__/
Education	1	2	/__/
Getting water and electricity	1	2	/__/

Build or repair	1	2	/__/ /__/
Possess electronic and telecommunication devices (radio,telephone, internet,computers, television....)	1	2	/__/ /__/
Economic development of the family (join cooperatives,join financial instutions)	1	2	/__/ /__/
Preventing family conflict and violence (Marriage, Registering children,registering lands)	1	2	/__/ /__/
Work/Creating jobs	1	2	/__/ /__/
Participating in governmental plan	1	2	/__/ /__/
Mantaing security	1	2	/__/ /__/

Q3.2:How do you rate the achievement of performance contracts in your family?

(1=Very bad 2=Bad 3=Good 4=Very good 9=Don't know 10=Didn't do)

Increase of agriculture harvest	1	2	3	4	9	10	/__/ /__/
Animal keeping	1	2	3	4	9	10	/__/ /__/
Balanced diet	1	2	3	4	9	10	/__/ /__/
Health and acces to health facilities	1	2	3	4	9	10	/__/ /__/
Payin insurance	1	2	3	4	9	10	/__/ /__/
Sanitation	1	2	3	4	9	10	/__/ /__/
Education	1	2	3	4	9	10	/__/ /__/
Getting water and electricity	1	2	3	4	9	10	/__/ /__/
Build or repair	1	2	3	4	9	10	/__/ /__/
Possess electronic and telecommunication devices (radio,telephone, internet,computers, television....)	1	2	3	4	9	10	/__/ /__/
Economic development of the family (join cooperatives,join financial instutions)	1	2	3	4	9	10	/__/ /__/
Preventing family conflict and violence (Marriage, Registering children,registering lands)	1	2	3	4	9	10	/__/ /__/
Work/Creating jobs	1	2	3	4	9	10	/__/ /__/
Participating in governmental plan	1	2	3	4	9	10	/__/ /__/
Mantaing security	1	2	3	4	9	10	/__/ /__/

Q4 Do you know performance contracts in the following categories?

(1=Yego 2=Oya)

Village's target goals	1	2	/__/ /__/
Cell's target goals	1	2	/__/ /__/
Sector's target goals	1	2	/__/ /__/

District's target goals	1	2	/__/
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Q5 How do you rate the achievement of performance contracts in following categories?

(1=Very bad 2=Bad 3=Good 4=Very good 9=Don't know 10= Null)

Village's performance contracts	1	2	3	4	9	10	/__/
Cell's performance contracts	1	2	3	4	9	10	/__/
Sector's performance contracts	1	2	3	4	9	10	/__/
District's performance contracts	1	2	3	4	9	10	/__/

Q6 Do you get informed about execution of performance contracts?

(1=Yes 2=No)

Village's performance contracts	1	2	/__/
Cell's performance contracts	1	2	/__/
Sector's performance contracts	1	2	/__/
District's performance contracts	1	2	/__/

Q7. Do you get informed if performance contracts are not executed ?

(1=Yes 2=No)

Village's performance contracts	1	2	/__/
Cell's performance contracts	1	2	/__/
Sector's performance contracts	1	2	/__/
District's performance contracts	1	2	/__/

Q8. Do you participate in performance contracts evaluation?

(1=Yes 2=No)

Village's performance contracts	1	2	/__/
Cell's performance contracts	1	2	/__/
Sector's performance contracts	1	2	/__/
District's performance contracts	1	2	/__/

Q9. Did you participate in these programs in the last three months (1=Yes 2=No)

Umuganda	/__/
Parents' evening	/__/
General assembly	/__/
Other (state)	/__/

Q10. How do you get information about performance contracts?(1=Yes 2=No)

Umuganda	/__/
Parents' evening meeting	/__/

Radio	/__/
General assembly	/__/
Other (state)	/__/

Q11 Have you ever seen performance contracts booklets?

(1=Yes 2=No) If no, skip to Q13

Village's performance contracts	1	2	/__/
Cell's performance contracts	1	2	/__/
Sector's performance contracts	1	2	/__/
District's performance contracts	1	2	/__/

12 If yes, in which language was that booklets?

Kinyarwanda	/__/
English	/__/
French	/__/
Swahili	/__/

13 In which language you would like to see performance contracts booklet be written?

Kinyarwanda	/__/
English	/__/
French	/__/
Swahili	/__/

Q14. What are the three main factors that influence citizens to attend performance contracts preparation meeting?

- 1).....
- 2).....
- 3).....

15. What factor that prevent citizens from getting information about performance contracts output?

Q16 What advice can you give for citizens to get information about Performance contracts output?

- 1).....
- 2).....
- 3).....

Thank you.

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