



Republic
of Rwanda



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NATIONAL INSTITUTE OF
STATISTICS OF RWANDA

IMIHIIGO

Evaluation Report

2024/2025



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IMIHI GO

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Foreword

The Imihigo initiative remains a central pillar in Rwanda’s efforts to promote accountability, accelerate service delivery, and achieve tangible development outcomes for its citizens. Over the years, Imihigo has evolved beyond a performance tracking tool into a results-oriented framework that emphasizes impact, efficiency, and alignment with national and local priorities.

The findings of the 2024/2025 evaluation highlight commendable progress made by ministries, districts, and boards in delivering on their commitments. These achievements reflect strong dedication, improved coordination, and the growing use of data in planning and implementation. At the same time, the evaluation brings to light persistent challenges, particularly related to Imihigo implementation, the maintenance of past achievements, and the need for a greater focus on high-impact priorities.

A key lesson from this cycle is the importance of clear prioritization and strong strategic alignment. Institutions that focused on a limited number of well-defined output indicators and high-impact targets achieved stronger and more sustainable results. This underscores the need to continuously refine the Imihigo framework to ensure it drives meaningful change.

As Rwanda continues its journey toward long-term development ambitions, Imihigo will remain a critical tool for translating policy into results. Strengthening target setting, enhancing accountability, and deepening collaboration across institutions will be essential to sustain progress and maximize impact.

It is our expectation that this report will inform future planning, support evidence based decision-making, and reinforce the collective commitment to delivering improved outcomes for all Rwandans.


MIRERWA Jean Claude
Deputy Director General



MURENZI Ivan
Director General
National Institute Of Statistics of Rwanda

Executive Summary

In effort to sustain social and economic development, Rwanda has undertaken significant reforms and aspires to achieve middle-income status by 2035 and high-income status by 2050. This ambition is driven by a series of National Strategies for Transformation (NSTs), which are underpinned by sectoral strategies aligned with the Sustainable Development Goals (SDGs) and implemented annually through annual action plans and Imihigo.

Imihigo has proven to be an effective tool for planning, implementation, and monitoring. It enables the government to deliver on NST targets and maintain momentum toward both national and global development objectives. Each year, institutions across both central and local government identify key activities from their respective action plans. These activities are considered based on their critical importance for improving service delivery and enhance citizen well-being. These prioritized activities subsequently form the basis of Imihigo, or performance contracts.

Since the 2017/2018, the National Institute of Statistics of Rwanda (NISR) has been mandated to conduct the evaluation of Imihigo as a professional statistical institution with specialized technical expertise. Through the application of rigorous, evidence-based methodologies, NISR delivers objective and transparent assessments of institutional performance against established targets. These evaluations provide reliable insights that support accountability and guide the improvement of future planning and implementation of national development goals.

At the end of each fiscal year, Imihigo performance is evaluated to measure progress against set targets, identify gaps, and inform future improvements. The evaluation employs a comprehensive methodology that incorporates document reviews, field visits, focus group discussions, and beneficiary interviews to ensure the collection of reliable and complete data. Furthermore, a representative sample of activities from institutional annual action plans is assessed to provide a well-rounded analysis.

1.1 2024/2025 Imihigo evaluation methodology

The National Institute of Statistics of Rwanda (NISR) monitors Imihigo achievements through midterm and final evaluations. Findings from the midterm evaluation, which included a sustainability assessment, provide critical input to the Imihigo final evaluation by informing both the analysis and scoring. The Imihigo midterm evaluation aimed to assess the progress made by districts and the City of Kigali in implementing their performance contracts during the first two quarters of the 2024/2025 fiscal year. The evaluation focused on determining whether planned activities were on track, delayed, or not yet started, while also analyzing

the underlying causes of any implementation gaps observed. Furthermore, it highlighted key challenges and bottlenecks encountered during implementation and provided practical recommendations to accelerate progress and improve overall performance by the end of the fiscal year.

The 2024/2025 Imihigo midterm evaluation also placed emphasis on assessing the sustainability of previously implemented Imihigo projects. A sample of projects from each district and the City of Kigali was selected from the 2018/2019 Imihigo and evaluated to determine their current physical condition, with particular focus on maintenance, quality, and continued usability.

The evaluation methodology employs a comprehensive approach, combining data from multiple sources. These include document reviews, field visits to a sampled activities from annual Imihigo and action plans, focus group discussions, and interviews with beneficiaries.

Issues related to Human Security and Transformational Leadership, such as shelter, sanitation, and child malnutrition are addressed through collaboration between districts, the City of Kigali, and MINALOC. For these components, NISR incorporates scores provided by MINALOC, which account for 20% of the final Imihigo score. Beyond performance results, the evaluation also integrates citizen satisfaction and participation (10% from RGB). The methodology also goes beyond and assesses the level of ambition in setting output-based Imihigo and high targets across all pillars, as well as the analysis of the sustainability of past projects to ensure long-term community benefits.

1.2 Imihigo evaluation key findings and performance

- **The 2024/2025 Imihigo at central government:** The average score under Ministries performance stands at 75.94%. The economic transformation cluster performed at 72.17%, the Social Transformation cluster at 77.98%, and the Transformational Governance cluster scored 77.69%. The findings revealed that MINADEF, RGB, MIGEPROF, MINIJUST, MIFOTRA performed well compared to other ministries and boards.
- **The 2024/2025 Joint Imihigo:** The analysis of the 2024/2025 Joint Imihigo reveals significant variation in performance across Joint sectors. Service delivery achieved the highest score at 93.70%, followed by the energy sector at 89.82% and social protection at 89.63%, all reflecting strong performance. In contrast, the exports sector scored 84.11%, agriculture 82.23%, and job creation 81.48%, indicating moderate performance levels. Notably, urbanization recorded the lowest performance at 51.96%, mainly due to the failure to meet output-based Imihigo targets. This underperformance was largely attributed to procurement and contract management challenges, delays in project implementation, and budget constraints.

- **The 2024/2025 Imihigo performance at the City of Kigali:** In the 2024/2025 Imihigo evaluation, the City of Kigali and its affiliated districts achieved an overall performance score of 59.3%, indicating moderate progress toward the implementation of planned targets. The low performance is mainly attributed to output based Imihigo targets, particularly road infrastructure projects and human security indicators that were not completed as planned.
- **The 2024/2025 Imihigo in Districts:** The average score of 27 districts is 69%. The best performer in 2024/2025 was Ngoma District with 77.2%, while Nyabihu District recorded the lowest performance at 54.4%.
- **District performance in their respective provinces:** The evaluation reveals that the Eastern Province demonstrated strong performance, whereas the Western Province and the City of Kigali recorded the lowest overall results.

The scores of all districts are presented in the graph below

Figure 1: District performance in 2024/2025

Rank	District	Final Score
1	Ngoma	77.2
2	Gisagara	76.6
3	Nyagatare	74.3
4	Gakenke	74.2
5	Gatsibo	73.5
6	Nyamagabe	73.5
7	Muhanga	73
8	Gicumbi	73
9	Rwamagana	72.7
10	Kirehe	72.7
11	Bugesera	72.6
12	Kamonyi	72.5
13	Nyamasheke	71.9
14	Nyaruguru	70.5
15	Huye	68.8
16	Ruhango	68.4
17	Karongi	67.4
18	Rusizi	66.9
19	Burera	66
20	Kayonza	65.8
21	Nyanza	65.6
22	Ngororero	65
23	Musanze	64.1
24	Rubavu	62.6
25	Rutsiro	61
26	Rulindo	59.1
27	Nyabihu	54.4

1.3 Observations

A comparative analysis of 2024/2025 with previous evaluations indicates a decline in performance across most districts. This is attributed to lower scores obtained in setting ambitious targets and efforts made in setting output indicators across all pillars. Besides, some districts have become less committed to setting and closely monitoring Imihigo implementation.

In the Western Province, several districts, including Nyabihu, Rutsiro, and Rubavu, remain among the lowest performers nationally. Overall, the findings highlight **regional disparities in district performance**.

These findings suggest that enhanced support mechanisms are required for the Western and Northern Provinces in the upcoming Imihigo implementation.

1.4 Factors contributing to the good performance of the 2024/2025 Imihigo

1. **Strong Leadership and High Commitment:** Effective Imihigo implementation is largely driven by the active involvement and dedication of leaders at all levels.
2. **Adaptive and inclusive planning:** Continuous improvement is achieved through lessons learned, feedback, and inclusive planning that integrates district leadership, citizens, and stakeholder contributions.
3. **Innovative Homegrown Solutions:** Locally adapted programs and initiatives such as (Tujyanemo, Uranyuzwe, and neighborhood road construction) serves to enhance citizen engagement, accountability, and wellbeing.
4. **Strong Collaboration and Ownership:** Collaboration between districts and central government is being enhanced to facilitate joint Imihigo planning, monitoring and implementation.
5. **Ambitious target setting and strategic guidance:** Effective Imihigo implementation is driven by leaders who set ambitious targets, prioritize outputs across all pillars, and provide clear guidance, ensuring commitments are well-planned, executed, and achieved.

1.5 Factors contributing to the low performance of the 2024/2025 Imihigo

1. **Natural disasters and climate change:** Infrastructure and construction-based Imihigo as well as Imihigo in the agriculture sector, were affected by natural disasters and the effects of climate change.
2. **Financial Constraints:** Budget cuts from partners and stakeholders disrupted the implementation of key projects, especially in secondary city districts.
3. **Low ambition and limited impactful targets:** The insufficient number of output indicators across pillars resulted in less transformative outcomes for the improvement of citizens' livelihoods.

1.6 Recommendations

To maintain ambitious and excellence in Imihigo, the following recommendations are proposed:

- **Enhance monitoring and risk management:** Introduce robust performance tracking systems and strategies to mitigate geographic and infrastructural challenges. This will ensure sustainable outcomes in the implementation of Imihigo.
- **Strengthen financial sustainability and resource mobilization:** Diversify funding sources, prioritize critical projects. (Especially those in secondary city districts), and strengthen budget planning and mobilization processes. These measures are essential to minimize disruptions from partners or stakeholders.
- **Sustain motivation in setting ambitious and impactful targets:** Set Imihigo targets that are designed to transform citizens' livelihoods.

General Introduction

Imihigo, Rwanda's performance contract system, is a strategic tool designed to accelerate national development, enhance service delivery, and improve citizen wellbeing. It provides a framework for districts to set ambitious, results-oriented targets that are aligned with national priorities, including the National Strategy for Transformation (NST) and District Development Strategies. Over the years, Imihigo has evolved from a focus on output achievement to a more holistic evaluation approach that incorporates citizen satisfaction, participation, sustainability of past projects, and innovation in service delivery.

To assess the progress of the 2024/2025 Imihigo implementation, the National Institute of Statistics of Rwanda (NISR) conducted two evaluations: a mid-term evaluation of districts and the City of Kigali (CoK), from February to March 2025 and a final evaluation in August 2025, covering ministries, boards, districts and CoK.

This report presents the findings of the 2024/2025 Imihigo evaluation, highlighting the performance of ministries, boards, districts, and the CoK, alongside key achievements, challenges, and lessons learned. The evaluation findings serve to inform policy makers and planners, strengthen accountability, and support continuous improvement across all districts and ministries. This will ensure that Imihigo remains an effective mechanism for transforming citizen's livelihoods and promoting sustainable local development.

2.1. Background & Rationale for Imihigo Evaluation

Launched in 2006, Imihigo is Rwanda's public service performance contract designed to accelerate economic growth, alleviate poverty, and enhance accountability across sectors. It provides a framework for planning, implementation, monitoring, and evaluation, guiding districts and institutions to deliver tangible, citizen-centered results.

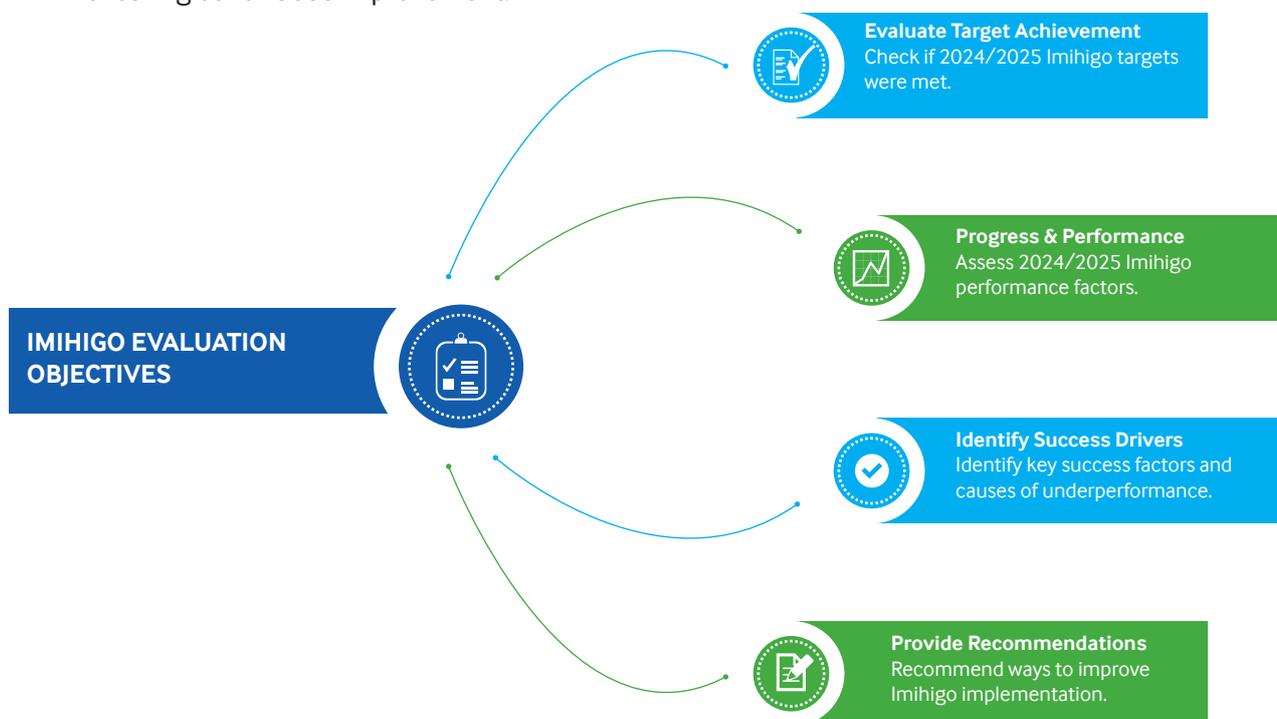
Each fiscal year, action plans form the basis of Imihigo, driving progress, innovation, and improved public service standards. Since 2017/2018, NISR has evaluated the achievement of these targets, generating evidence to guide policy decisions, identify best practices, strengthen performance management, and ensure continuous improvement for sustainable local development.

2.2. Objectives of 2024/2025 Imihigo final Evaluation

The primary objective of the 2024/2025 Imihigo final evaluation was to assess the extent to which established targets were achieved by ministries, boards, districts and CoK. Furthermore, the evaluation aimed to identify factors contributing to good performance, best practices, areas requiring improvement, challenges, and lessons learned to inform future improvement.

Specifically, the evaluation aimed to:

- **To evaluate Imihigo implementation progress and achievements status:** This involves assessing the extent to which Imihigo targets established for the 2024-2025 Fiscal Year have been achieved in accordance with the planned objectives.
- **To identify the drivers of good performance:** This involves identifying the factors that have contributed to the successful Imihigo implementation across all districts, CoK, ministries and boards.
- **To identify challenges and areas for improvement:** Identify key challenges that hinder the Imihigo implementation process across districts and ministries, while also highlighting specific areas requiring more improvement.
- **To provide recommendations for improvement:** As part of the evaluation, the objective is to identify areas where improvements are needed, in the Imihigo framework. These recommendations are intended to support the effectiveness, efficiency, and sustainability of Imihigo projects, thereby ensuring continuous improvement.



2.3. The 2024/2025 Imihigo Planning and Evaluation Context

The Imihigo planning, implementation, and evaluation processes in Rwanda are aligned with the country's economic, social, and governance objectives as outlined in the National Strategy for Transformation (NST2).

Central and local institutions collaborate in the planning and execution of Imihigo. This collaborative effort, guided by their inherent attributes and mandates, is organized into clusters across seven priority sectors, named as the joint Imihigo.

The activities and projects under Imihigo are selected from diverse sources and are organized under the NST's pillars: Economic Transformation, Social Transformation, and Transformational Governance. To ensure strategic alignment with NST, ministries, boards, districts and CoK formulate their individual Imihigo indicators. These indicators are designed to reflect the objectives outlined in their respective Sector strategic plans and District Development Strategies (DDS).

Table 1: Ministries and Boards in their pillar's classification in 2024/2025

National Strategies for Transformation Pillar	Institution
 <p>Economic Transformation Pillar</p>	<p>The Ministry of infrastructure (MININFRA), The Ministry of trade and Industry (MINICOM), The Ministry of Agriculture and Animal Resources (MINAGRI), The Ministry of Finance and Economic Planning (MINECOFIN), The Ministry of ICT and Innovation (MINICT), The Ministry of Environment (MoE), Rwanda Development Board (RDB), Rwanda Mines, Petroleum and Gas Board (RMB) Rwanda Water Board (RWB)</p>
 <p>Social Transformation Pillar</p>	<p>The Ministry of Education (MINEDUC) The Ministry of Health (MoH), The Ministry of Sports (MINISPORTS), The Ministry of Public Service and Labor (MIFOTRA), The Ministry in Charge of Emergency Management (MINEMA) The Ministry of Gender and Family Promotion (MIGEPROF), The Ministry of Youth and Arts. The Ministry of National Unity & Civic Engagement (MINUBUMWE)</p>
 <p>Governance Transformation Pillar</p>	<p>The Ministry of Local Government (MINALOC), The Ministry of Defense (MoD) The Ministry of Justice (MINIJUST), The Ministry of Foreign Affairs and International Cooperation (MINAFFET), The Rwanda Governance Board (RGB) The Ministry of Internal Security (MININTER)</p>

Following their classification under the Economic Transformation, Transformational Governance, and Social Transformational pillars, and in alignment with government priorities, ministries were also grouped into joint sectors to facilitate collaborative Imihigo implementation.

Figure 2: The Figure illustrates Institutions grouped in Joint Imihigo Sectors.



2024/2025 Imihigo Evaluation Methodology

Since 2017/2018, Imihigo evaluation methodology has continuously been refined and improved. Specific adjustments have been introduced in Imihigo evaluation methodology to ensure the tangible and accurate measurement of achievements against the established Imihigo targets. These adjustments are specifically designed to track progress by ensuring the quality, completeness, and timeliness of the current Imihigo targets. Furthermore, the methodology includes an assessment of the level of effort in setting ambitious targets, the number of output indicators established during the planning phase, and the sustainability and usability of previous Imihigo projects.

3.1 The Evaluation of Annual Action Plans

The evaluation of the 2024/2025 Imihigo was conducted within the broader context of assessing the contribution of Imihigo in accelerating the implementation of Rwanda's local and national development agenda.

Imihigo constitute a core part of the annual action plans for all districts, ministries, and boards. The Imihigo plans encompass a wide range of activities and pledged projects, designed to balance critical development with transformative projects. The annual action plan contributes 25% to the final evaluation score. This ensures a comprehensive assessment of institutional performance by considering their overall efforts in driving development and achieving goals, with consideration of both routine activities and performance in budget execution rates.

3.2 Human Security Issues & Transformational Leadership

Under the leadership of H.E. Paul Kagame, President of the Republic of Rwanda, significant efforts have been made to address human security issues, prioritizing the well-being of citizens and improving their livelihoods. Districts and the City of Kigali (CoK) in collaboration with MINALOC, are actively engaged in addressing the critical human security issues and advancing the concept of transformational leadership. Their primary objective is to ensure the safety and well-being of the population. This year's evaluation placed special emphasis on essential components of human security, including the provision of shelters and sanitation facilities for vulnerable households, as well as tackling acute malnutrition in children.

These initiatives are crucial for improving living conditions and promoting healthy development. Under the leadership of the Ministry of Local Government (MINALOC), the National Human Security Issues Task Force assesses how districts address these challenges, with a focus on the effectiveness of their strategies,

policies, and programs. However, the sustainable resolution of human security issues requires enhanced collaboration. Among various partners and the allocation of dedicated budgetary resources. The emphasis on transformational leadership highlights the importance of leaders who can inspire positive change and empower others. The commitment of both districts and the City of Kigali (CoK) to human security and leadership is commendable, as they prioritize the welfare of vulnerable households and children while fostering the strong leadership required to build a safer and more prosperous society. Based on the assessment conducted by MINALOC, districts and CoK receive a performance score on the implementation of human security issues. During the final evaluation of Imihigo, these scores are incorporated and weighted at 20% of the total evaluation score.

3.3 Consideration of Districts' Imihigo Efforts

To ensure a more accurate assessment of district performance, the evaluation focuses on both achieved results and the level of effort invested, by considering **districts' effort through the number of output-based Imihigo**. Accordingly, districts implementing a higher number of output-based Imihigo (e.g., infrastructure projects, such as roads, bridges, construction of public buildings, housing etc.) should be recognized for their effort, even if completion rates vary.

The level of effort on setting Imihigo targets: The evaluation calculates the average performance value for each indicator and then measures the degree to which a district's performance deviates from this mean. Scores are subsequently assigned based on predefined ranges, ensuring a standardized and fair evaluation across all districts.

3.4. Citizens Participation and Satisfaction:

Citizen participation and satisfaction are incorporated into the Imihigo evaluation methodology to ensure transparency, accountability, and responsiveness in both local and central governance. By involving citizens in setting priorities and assessing performance, the process reflects the real needs and expectations of the community. This enhances trust between the government and the public, improves service delivery, and strengthens democratic governance by making leaders more accountable to the people they serve. Citizen participation and satisfaction are assessed by RGB and contribute 10 % to the Imihigo evaluation score.

3.5 Evaluating Imihigo Sustainability and Usability

In addition to assessing the completion and quality of current Imihigo, a sustainability assessment was conducted to examine whether infrastructure-related projects implemented in previous years have been adequately maintained, remain functional, and continue to deliver services that ensure their long-term sustainability. The approach involved reviewing the present condition of output-based Imihigo projects beyond their initial completion, with a focus on verifying whether they remain in use and in good condition.

Furthermore, the assessment evaluated the sustainability and usability of these projects by examining the extent to which they continue to fulfill their original purpose. For instance, the evaluation considered whether markets constructed in earlier years remain actively used by vendors and whether water supply systems established through Imihigo continue to provide reliable services to the community.

3.6 The Imihigo Evaluation Design and Approach for Ministries and Boards

The 2024/2025 Imihigo final evaluation for ministries and boards was designed to ensure a comprehensive, objective, and evidence-based assessment of performance toward planned commitments. The evaluation framework was aligned with the National Strategy for Transformation (NST2) and national development priorities, with a particular focus on assessing the level of completion, quality, and sustainability of outputs.

The evaluation applied a mixed-method approach, integrating both quantitative and qualitative techniques. The quantitative assessment focused on measuring completion rates of commitments using standardized scoring tools, while the qualitative assessment examined the relevance, quality, and sustainability of results, as well as their contribution to broader sectoral and national objectives.

To ensure consistency and credibility, the evaluation design was guided by the following principles:

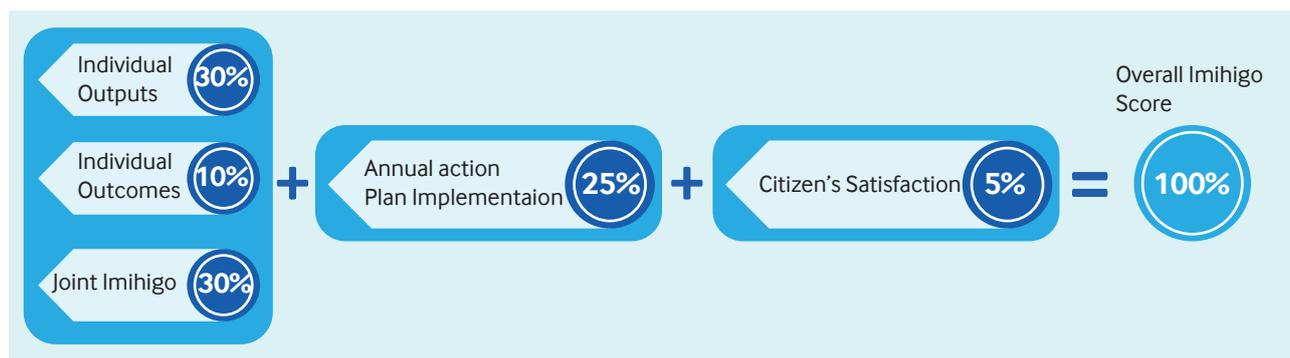
- **Comprehensiveness:** Capturing the full spectrum of performance, from planning and implementation to outcomes and sustainability.
- **Standardization:** Applying uniform evaluation tools and criteria across all ministries and boards to allow comparability of results.
- **Participation and Engagement:** Involving ministries, boards, and other relevant stakeholders in providing information, clarifications, and validation of results.
- **Transparency and Accountability:** Ensuring that the evaluation process is conducted objectively, with results that can be traced back to verifiable evidence.

The evaluation process therefore relied on two main approaches:

1. **Desk Review:** Analyzing planning documents, progress reports, and supporting evidence submitted by ministries and boards.
2. **Focus Group Discussions (FGDs):** FGDs were conducted at ministries and board levels with participation of PS & Directors for ministries and Deputy CEOs and directors for boards to gain deeper insights on implementation dynamics, achievements, and encountered challenges while implementing the 2024/2025 planned Imihigo.

Through this methodological design and approach, the evaluation sought not only to measure performance but also to provide actionable insights that inform policy formulation, strengthen institutional accountability, and enhance the effectiveness of Imihigo as a tool for accelerating national transformation.

Figure 3: The 2024/2025 Imihigo Evaluation scoring for Ministries and Boards



3.7 The Final Evaluation Design and Approach for Districts and CoK

The Imihigo final evaluation is conducted annually at the close of the fiscal year. The 2024/2025 Imihigo final evaluation was conducted to objectively assess district and the City of Kigali (CoK) performance against planned targets. The evaluation methodology was designed to emphasize consistency, transparency, and alignment with national priorities, thereby ensuring that results accurately reflect both achievements and areas requiring improvement. The main approaches employed were as follows:

a. Desk Review and Document Assessment

The Desk review consisted of comprehensive assessment of the completeness, timeliness and accuracy of all the supporting documents related to annual Imihigo implementation status. Furthermore, the desk review included an evaluation of key projects and activities sampled from Districts and CoK's action plans.

b. Field Visits

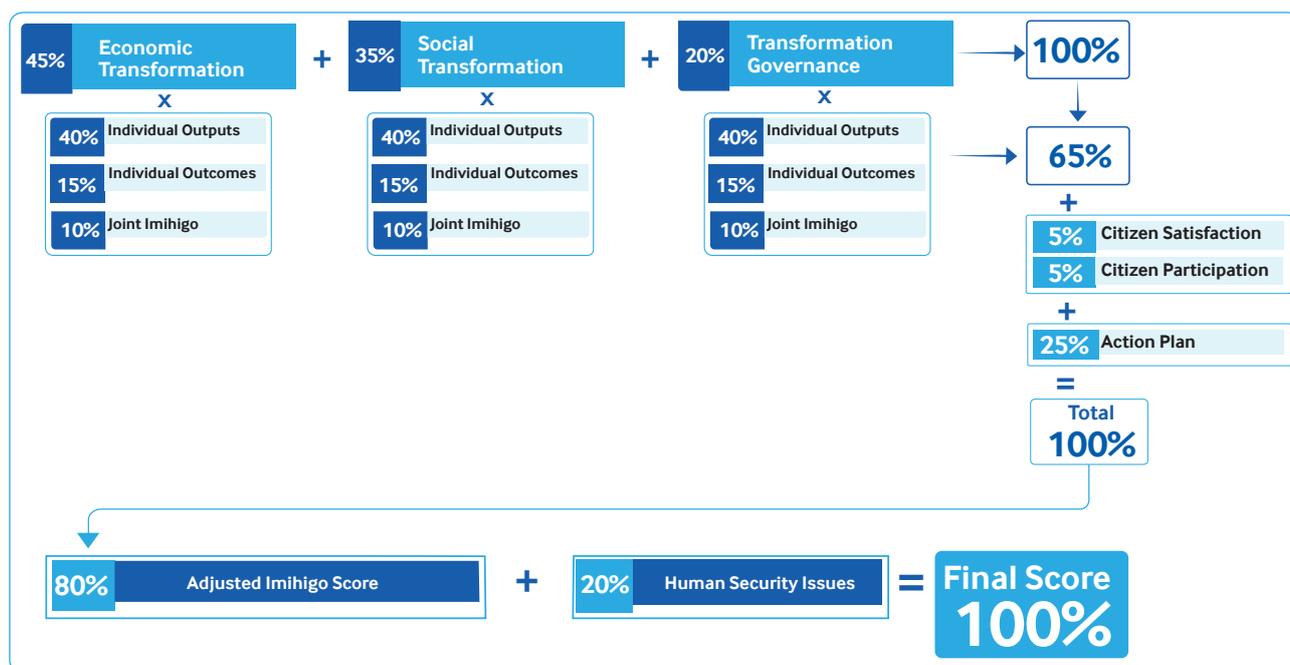
The field visit of Imihigo for Districts and the City of Kigali (CoK) refers to on-site verification process. During these visits, evaluators conduct a direct assessment of the progress made on performance contracts (Imihigo) implemented by Districts and CoK. The primary objective of this visits is to validate whether the achievements reported in documentation correspond with the actual status observed on the field, with particular attention to the completeness, quality, and timeliness.

The on-site verification focused on a selection of projects, primarily infrastructure-related activities (e.g., roads, classrooms, water supply systems, health facilities, administrative buildings). For these projects, engineers conducted assessments to evaluate the quality and completion status of the infrastructure-related Imihigo.

c. Focus Group Discussions and Interviews

Focus Group Discussions (FGDs) are conducted with the District Council, JADF representatives, the District Executive Committee, and beneficiaries. These discussions aimed to collect qualitative insights on Imihigo planning, implementation, and monitoring, highlighting key drivers of good performance, best practices, innovations, and challenges along with proposed recommendations.

Figure 4: The 2024/2025 Imihigo Evaluation scoring for Districts and CoK



The figure illustrates the methodology used for scoring district and City of Kigali (CoK) Imihigo. The approach applies a weighted assessment of targets based on their respective pillars, Imihigo types, and categories.

The NISR part in annual Imihigo performance accounts for 80% of the overall score. To complete the assessment, performance on human security indicators contributes the remaining 20%, resulting in a final Imihigo score of 100%.

d. Imihigo Classification and Categories

To ensure consistency in planning, monitoring, and evaluation, Imihigo are classified into distinct categories that align with the pillars (Economic Transformation, Social Transformation and Transformational Governance) of the National Strategy for Transformation (NST2) and other national policies.

This classification provides a structured framework for grouping similar commitments, making it easier to assess performance, track progress, and compare results across institutions.

In addition, Imihigo are classified in the following types:

- i. **Joint Imihigo:** These refer to specific projects or activities whose targets are jointly set and implemented by two or more institutions within a sector. They are planned through seven Joint Sectors, namely: Agriculture, energy, job creation, export, urbanization and rural settlement, social protection, and service delivery.

For evaluation purposes, Joint Imihigo are weighted at 30% for ministries and 10% for districts. This distinction reflects the nature of the projects as well as the level of responsibility and coordination required among the institutions involved.

- ii. **Individual Imihigo:** These are a set of targets that fall entirely under the responsibility of a single institution, such as a ministry, district board or the City of Kigali (CoK). Accordingly, they are weighed at 55% for districts and 40% for ministries.

In addition to these two categories, Imihigo are further classified according to the nature of their progressive implementation. These classifications are **Output Imihigo** and **Outcome Imihigo**, described as follows:

- i. **Output Imihigo:** This category comprises activities whose benefits are only realized upon full completion. Examples include, the construction of classrooms, hospitals, markets, and similar infrastructure projects. These activities are awarded a score of 100% if completed on time as planned; a score of 0% is assigned for non-completion.
- ii. **Outcome Imihigo:** This category encompasses activities that can be utilized progressively throughout their implementation. Examples include targets related to radical terraces, electricity connectivity, access to health insurance, and similar services. These Imihigo are evaluated based on the proportion of progress achieved at the time of the assessment.

Evaluation Findings

This chapter presents a summary of the 2024/2025 Imihigo evaluation findings at both central and local government levels. At the central level, it highlights the performance of ministries and boards, organized within their respective clusters. At the local level, it covers the performance of the City of Kigali and the 27 districts.

The evaluation examines **Joint Imihigo**, which are the Imihigo that are jointly implemented by both central and local governments. The findings provide an evidence-based overview of achievements, challenges, and lessons learned, offering insights to inform future planning, decision-making, and the enhancement of national development priorities under NST2.

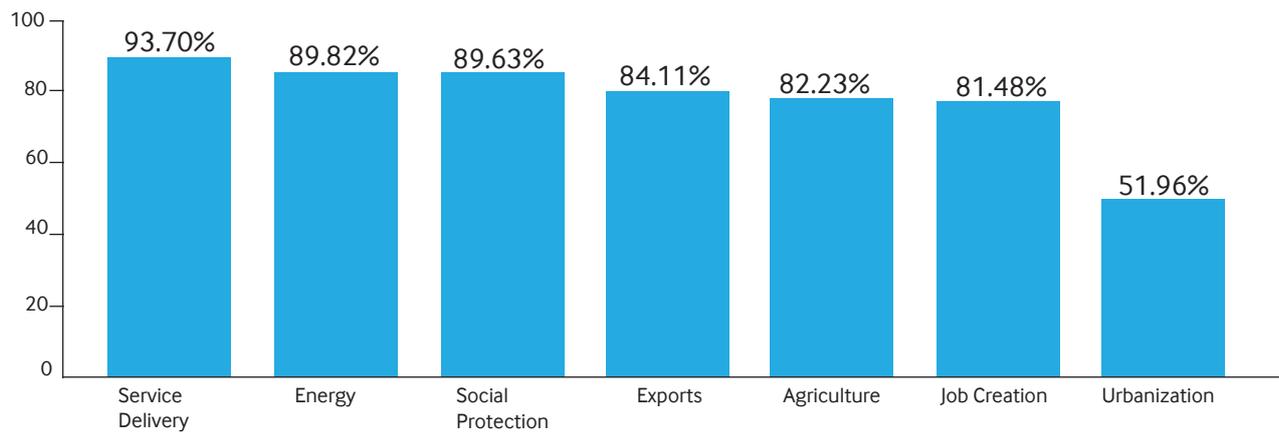
4.1 The Performance of 2024/2025 Joint Imihigo

The evaluation of the 2024/2025 Joint Imihigo implementation indicates that the service delivery sector achieved the highest performance score of **93.70%**. This was followed by the energy sector at **89.82%**, while the urbanization and rural settlements recorded the lowest score at **51.96%**.

The Underperformance of the Urbanization and rural settlement sector is attributed primarily to the non-achievement of its output-based Imihigo targets. Other factors of poor performance in Urbanization and rural settlements include:

- **Procurement and contract management issues:** Project execution for large urban and rural projects was delayed due to low approvals, lack of qualified bidders, and the replacement of defaulting contractors.
- **Financial and budget constraints:** Implementation timelines were hindered by insufficient budget allocations, delayed budget reallocations, and slow disbursement of funds from project coordinators and contractors.
- **Dependence on imported materials:** Significant delays were experienced due to a reliance on imported equipment, such as electromechanical materials for water projects, which were subject to extended shipping timelines and customs clearance procedures.

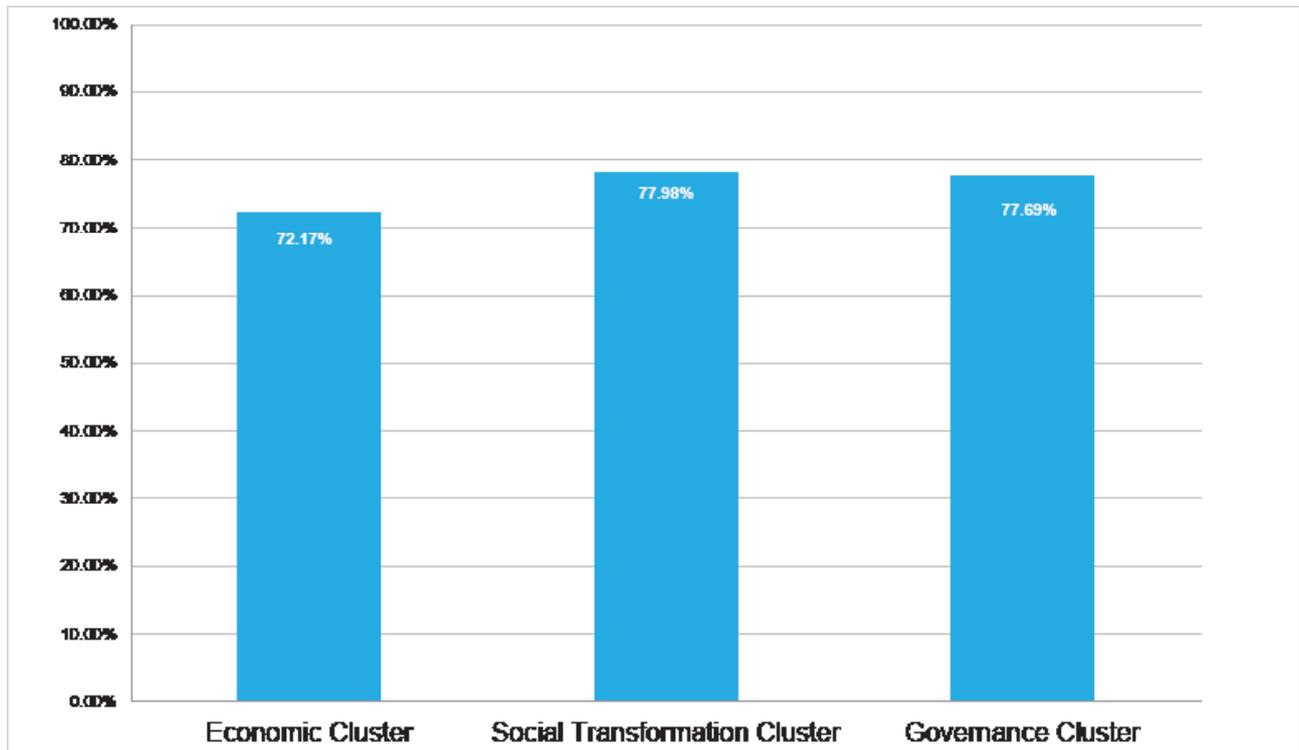
Figure 5: Performance analysis of Joint Imihigo



4.2 Imihigo Evaluation Findings in Ministries and Boards

This section reviews the performance of ministries and boards under the 2024/2025 Imihigo cycle. It assesses the extent to which planned targets were met across the clusters.

Figure 6: Imihigo Performance of Ministries and Boards by Clusters



The performance of ministries is classified into three clusters: the Economic Transformational Cluster, Social Transformation Cluster, and the Governance Transformational Cluster. The evaluation results indicate that the Social Transformation Cluster achieved the highest score at 77.98%. This was followed by, the Governance Cluster which recorded a score of 77.69%. The Economic Cluster registered the lowest performance with a score of 72.17%.

4.3 The 2024/2025 Evaluation Findings in the Local Government

This section presents the findings of the 2024/2025 Imihigo evaluation at the local government level, covering the performance of the City of Kigali and the 27 districts.

a. Imihigo evaluation in the City of Kigali (CoK)

In the 2024/2025 Imihigo evaluation, the City of Kigali and its affiliated districts achieved an overall performance score of **59.3%**, indicating moderate progress in implementing planned targets.

The City of Kigali's lower performance is attributed to the non-achievement of some planned Imihigo indicators. This underperformance was mostly observed in the road infrastructure sector because the set imihigo targets were not achieved as planned,

The City of Kigali (CoK) faces unique planning and implementation challenges due to its urban nature and the complexity of large-scale infrastructure with urban expansion projects. These initiatives often require substantial financial resources, technical expertise, and regulatory approvals, which can result in delays in achieving planned Imihigo targets.

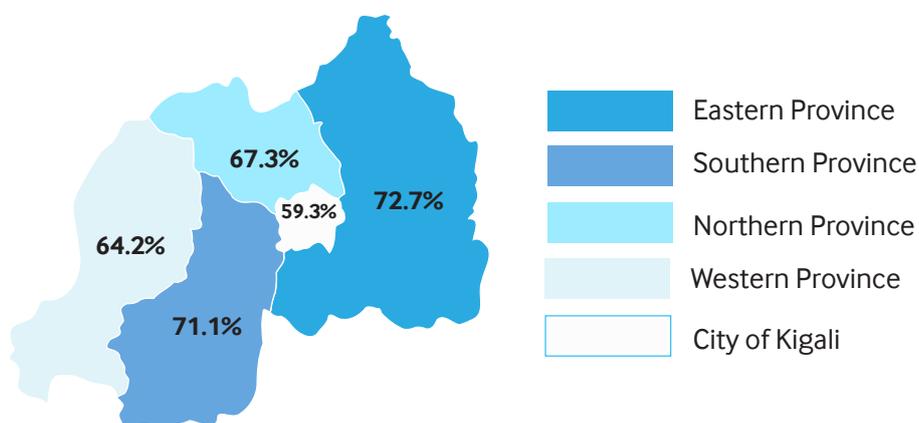
Despite these challenges, citizen priorities such as neighborhood roads and housing development were reflected in their Imihigo, and activities with secured budgets were largely implemented successfully.

However, implementation remains constrained by factors such as weather-related delays, lengthy procurement processes, and high project costs. Addressing these challenges will require more flexible regulations, increased financing, stronger coordination, enhanced monitoring, and early initiation of Imihigo projects to ensure timely and effective delivery.

b. Imihigo Evaluation in Districts

The average Imihigo performance across the 27 districts (excluding the City of Kigali) is **69%**, with **14 districts scoring above this average**. Among the districts, **Ngoma** was the top performer in the 2024/2025 Imihigo evaluation with **77.2%**, while **Nyabihu** recorded the lowest score of **54.4%**.

Figure 7: Average Performance (%) by Province and CoK.



Disaggregated by province, the performance analysis shows significant variations. Districts in the **Eastern Province** achieved the highest average score at **72.7%**, followed by the **Southern Province** at **71.1%**, and the **Northern Province** at **67.8%**. The **Western Province** recorded the lowest average, at **64.2%**. This pattern indicates that the Eastern and Southern provinces are generally performing better. Conversely, the Northern and Western provinces face greater challenges and may require targeted support interventions to improve the implementation of Imihigo targets.

Figure 8. Overall Performance of Districts (2024-2025)

Rank	District	Final Score
1	Ngoma	77.2
2	Gisagara	76.6
3	Nyagatare	74.3
4	Gakenke	74.2
5	Gatsibo	73.5
6	Nyamagabe	73.5
7	Muhanga	73
8	Gicumbi	73
9	Rwamagana	72.7
10	Kirehe	72.7
11	Bugesera	72.6
12	Kamonyi	72.5
13	Nyamasheke	71.9
14	Nyaruguru	70.5
15	Huye	68.8
16	Ruhango	68.4
17	Karongi	67.4
18	Rusizi	66.9
19	Burera	66
20	Kayonza	65.8
21	Nyanza	65.6
22	Ngororero	65
23	Musanze	64.1
24	Rubavu	62.6
25	Rutsiro	61
26	Rulindo	59.1
27	Nyabihu	54.4

c. Key drivers of good performance

The evaluation identified several key factors that contributed to strong Imihigo performance across all provinces and the City of Kigali (CoK).

- **Strong Leadership, Ownership and High Commitment:** Effective Imihigo implementation is largely driven by the active involvement and dedication of leaders at all levels.
- **Effective coordination and stakeholder engagement:** Successful Imihigo implementation is supported by strong coordination among institutions and active engagement of all relevant stakeholders, including government agencies, local authorities, communities, and development partners. This ensures alignment of efforts, timely communication, and collective responsibility for achieving set targets.
- **Strong technical oversight on implementation of infrastructural-based Imihigo projects and supervision ensure quality and compliance:** The use of robust performance tracking through joint monitoring teams, and real-time feedback and innovative solutions drive impact and responsiveness.
- **Timely implementation of procurement plans:** Initiating and executing procurement activities early ensures that Imihigo projects are implemented on schedule and with quality, prevents delays, and supports the timely achievement of set targets.
- **Ambitious target setting and strategic guidance:** Effective Imihigo implementation is driven by leaders who set ambitious targets, prioritize outputs across all pillars, and provide clear guidance, ensuring commitments are well-planned, executed, and achieved.

d. Factors associated with low performance

- Limited leadership engagement or commitment from local authorities.
- Low target setting for Imihigo projects.
- Data management issues: Inconsistencies in reporting and archiving resulted in disparities between district reports and those from sector and cell levels.
- Delays in tendering procedures and lengthy procurement processes, especially for large projects, significantly slowed implementation, affecting both timelines and output quality.

e. Key Innovations and best practices used in 2024/2025 Imihigo implementation

- **Locally Adapted Solutions:** Home-grown initiatives such as Tujyanemo, Bwije nkoze Iki, and Igitondo cy'Isuku enhanced citizen engagement, decentralized monitoring, and accountability, thereby improving Imihigo implementation and follow-up.
- Regular joint performance review meetings between district officials and key stakeholders were instrumental in ensuring alignment, facilitating the early resolution of challenges, and maintaining implementation momentum.

f. Key challenges encountered in 2024-2025 Imihigo implementation

- **Impact of Climate and Topography:** The effects of climate change, challenging topography, and district-specific shocks—such as droughts affecting agricultural production or heavy rainfall and erosion delaying construction caused substantial delays in Imihigo project implementation.
- **Procurement Challenges:** Delays in tendering procedures and lengthy procurement processes, especially for large-scale projects, slowed the implementation of planned activities and affected both timelines and the quality.
- **Budget cuts or funding constraints from partners:** Limited funding and reductions in committed budgets by some district partners affected the timely execution of planned Imihigo activities.

g. Key identified issues requiring improvement

- Planning and budgeting processes remain unrealistic, exhibiting limited alignment with district contexts, available resources, and sustainability requirements. This is particularly evident in programs for the rehabilitation and construction of housing for vulnerable households.
- Delays in contract approvals, procurement, and central government reviews continue to slow implementation. Furthermore, timelines for complex projects are often impractical.
- Staffing shortages and frequent turnover, especially within rural districts, undermine monitoring for Imihigo implementation.
- Agricultural programs face gaps, including lack of insemination materials and inadequate systems for tracking implementation progress.
- Data quality and reporting systems remain weak, with inaccuracies, incomplete records, and inconsistencies between sector and district-level reports.
- Integrity of reporting is undermined by cases where some incomplete Imihigo indicators are reported as fully achieved.
- Reporting activities that fall outside the defined evaluation period, including projects carried over from previous years.

Conclusion and Recommendations

This chapter presents the principal conclusions derived from the evaluation's findings and outlines practical recommendations to guide future improvements.

The conclusion highlights the major achievements and critical lessons identified throughout the Imihigo evaluation process. The recommendations are tailored to strengthen performance, enhance accountability, and ensure that future planning and implementation contribute more effectively to national development priorities

5.1 Recommendations for Imihigo Implementers and Stakeholders

a. Enhance Monitoring and Risk Management:

- Introduce robust performance tracking systems to monitor progress effectively.
- Implement strategies to mitigate geographic, environmental, and infrastructural challenges.

b. Strengthen Procurement, Planning, and Coordination:

- Finalize procurement plans early, streamline procedures, and resolve bidder complaints promptly to avoid implementation delays.
- Hold quarterly consultative meetings among joint implementers to address coordination challenges and ensure timely actions.

c. Strengthen Financial Sustainability and Resource Allocation:

- Allocate sufficient budgets and secure additional funding to support the construction of quality of housing and infrastructure that addresses human security issues.
- Diversify funding sources, prioritize critical projects, and strengthen budget planning to minimize disruptions from partners or stakeholders.

d. Improve Reporting, Data Management, and Integrity:

- Establish a standardized reporting and archiving system across all levels to ensure accurate, consistent, and reliable data for performance tracking.
- Ensure that targets and all reported achievements reflect actual project status. The misrepresentation of uncompleted projects as completed must be strictly prohibited.

e. **Sustain Ambitious and Impactful Targets:**

- Maintain motivation in setting ambitious targets that meaningfully improve citizens' livelihoods.
- Ensure targets are realistic, context-specific, and aligned with available resources and capacities.

5.2. Conclusion

The 2024/2025 Imihigo evaluation highlights the significant progress achieved by Ministries and Boards. However, a decline was observed in the performance scores of districts and the City of Kigali (CoK) in the execution of their performance contracts (Imihigo).

This decline was attributed to persistent challenges, including budget constraints, delays in procurement and approval processes, staffing shortages, data inconsistencies, and the reporting of incomplete projects as completed.

Addressing these challenges requires a combination of strengthened monitoring, inclusive planning, financial sustainability, effective coordination, and accountability mechanisms. By adopting the recommended strategies, implementing institutions can enhance the quality, timeliness, and sustainability of Imihigo implementation. This, in turn, is essential for ensuring that ambitious targets translate into tangible improvements for citizens.

In conclusion, this evaluation underscores the importance of learning from both successes and identified gaps to continuously improve the Imihigo system. This process reinforces its role as a critical tool for driving public service performance and national development objectives.

Annex 1

a. Three years comparative analysis of district performance

The comparative analysis of district performance across the 2022/2023, 2023/2024, and 2024/2025 Imihigo cycles shows dynamic shifts in rankings and scores.

Some districts, such as Ngoma, have demonstrated significant improvement to top performance levels, while others have maintained consistently strong results, indicating sustained implementation capacity. However, a number of districts experienced declines, pointing to challenges in sustaining achievements and ensuring effective implementation.

District Name	2022/2023		2023/2024		2024/2025	
	Score	Rank	Score	Rank	Score	Rank
Ngoma	69.9	24	68.4	21	77.2	1
Gisagara	85.8	1	77.3	4	76.6	2
Nyagatare	84.8	6	73.2	11	74.3	3
Gakenke	82.6	14	73.3	9	74.2	4
Gatsibo	85.4	3	77.8	2	73.5	5
Nyamagabe	73.2	23	78.6	1	73.5	6
Muhanga	82.4	15	73.3	10	73	7
Gicumbi	84.9	5	75.6	7	73	8
Rwamagana	85.4	4	76.5	6	72.7	9
Kirehe	78.7	19	67.8	22	72.7	10
Bugesera	78.7	18	70.3	18	72.6	11
Kamonyi	76.8	21	77.1	5	72.5	12
Nyamasheke	64.7	27	73.2	12	71.9	13
Nyaruguru	85.4	2	74.1	8	70.5	14
Huye	82.7	13	73.1	13	68.8	15
Ruhango	80.1	17	77.4	3	68.4	16
Karongi	82.8	12	72.7	15	67.4	17
Rusizi	83.8	7	58.5	27	66.9	18
Burera	67.7	25	72.3	16	66	19
Kayonza	83.4	8	67	25	65.8	20
Nyanza	80.4	16	67.1	24	65.6	21
Ngororero	83.2	9	68.6	20	65	22
Musanze	67.1	26	72.8	14	64.1	23
Rubavu	83	11	70.9	17	62.6	24
Rutsiro	74.4	22	62.9	26	61	25
Rulindo	83	10	67.5	23	59.1	26
Nyabihu	77.5	20	68.8	19	54.4	27

Observations

- Districts that are among the top 10 positions in the last 3 years: Gisagara, Gatsibo, Gicumbi, Rwamagana.
- Districts demonstrating improvement: Ngoma, Gakenke, Nyamagabe, Muhanga, Nyagatare,
- Districts experiencing decline: Rulindo, Nyabihu, Kayonza, Rusizi, Rubavu.

b. Performance of districts by Province in 3 years

Province	2022/2023	2023/2024	2024/2025	Observations
Southern Province	80.7	74.8	71.1	<ul style="list-style-type: none"> Most provinces show a general declining performance trend over the three years, Western Province experienced the steepest decline (78.5→64.2), highlighting growing performance gaps that require urgent attention. The City of Kigali consistently recorded the lowest scores (59.9→65.3→59.3).
Northern Province	77.1	72.3	67.3	
Eastern Province	80.9	71.6	72.7	
Western Province	78.5	67.9	64.2	
City of Kigali (CoK)	59.9	65.3	59.3	

c. Performance of Ministries by cluster in 3 years

Clusters	2022/2023	2023/2024	2024/2025	Observations
Economic Cluster	71.8	77.5	72.1	<ul style="list-style-type: none"> All clusters showed an initial strong improvement from 2022/2023 to 2023/2024, The Social Transformation Cluster achieved the most significant progress, rising from 61.8% to 80.5% The Transformational Governance Cluster also improved notably (73.0%→81.2%→77.6%)
Social Transformation	61.8	80.5	77.9	
Transformational Governance	73	81.2	77.6	

d. Performance of Joint Imihigo in 3 years

Joint sectors	2022/2023	2023/2024	2024/2025	Observations
Export	87.7	93.4	89.8	<ul style="list-style-type: none"> Service delivery consistently performed at a high level across the three years (88.6–94.9%), Social protection showed remarkable improvement, rising from 51.4% to 89.6%. Urbanization lagged behind with minimal progress, highlighting persistent challenges
Energy	70.4	93.1	89.8	
Agriculture	77.4	91.3	82.2	
Service delivery	94.9	88.6	93.7	
Social protection	51.4	84	89.6	
Job creation	70.7	80.6	81.4	
Urbanization	57.2	51.5	51.9	

