



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

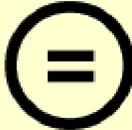
다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

Master's Thesis of public administration

**Effectiveness of Performance Contract
in the Rwanda's Local Government**

**르완다 지방정부 성과계약의
효과성에 관한 연구**

August 2013

Graduate School of Public Administration

Seoul National University

Public administration Major

Olivier RWANGABWOBA

Effectiveness of Performance Contract in the Rwanda's Local Government

Ko, Kilkon

Submitting a master's thesis of Public Administration

April 2013

Graduate School of Public Administration

Seoul National University

Public administration Major

Olivier RWANGABWOBA

Confirming the master's thesis written by

Olivier RWANGABWOBA

June 2013

Chair Kwon, Huck-Ju (Seal)

Vice Chair Eom, Seok Jin (Seal)

Examiner Ko, Kilkon (Seal)

ABSTRACT

The Effectiveness of Performance Contract in the Rwanda's Local Government

Olivier RWANGABWOBA

Public Administration Major

Graduate School of Public Administration

Master of Public Administration

Seoul National University

Strong institutions and speed in service delivery, policy implementation are some of the strategies to speed up national and local development in Rwanda consequently improving the life of Rwandans and achieve a sustainable economic development. The goal of the Rwanda government is to become a middle income country by 2020. Committed to this end, the government of Rwanda has instituted a number of policies and initiatives to provide better service which improve the life of the population while respecting good governance principles. One of those initiatives is performance contract, Imihigo which means that government institutions at all level plan to achieve goals within a specified period. This study, therefore, assesses how this initiative has contributed in the implementation of government programs and policies as well as in behavior change among employees. The focus of this

study is at local government level, more specifically at district level.

According to the analysis, Imihigo has positively enhanced the way of planning, budgeting and implementation which are carried out at district level. This is caused mainly by the involvement of all stakeholders in the policy process. Interviewees who work in District and central government observe that planning of activities is discussed from the lowest level of the district entities (villages) taking into consideration other stakeholders' priorities and the budgeting process is eased because there is a full participation of donors, the government and NGOs along with the district management board.

The result showed that Imihigo enhanced behavior change among employees of the district, as well as strengthened relationship between district and its stakeholders, but also among the district staff which result into speed in delivery, team work spirit, and good coordination among others.

This study also identified a number of challenges in the whole process of Imihigo. These problems are usually caused by lack of proper skills among employees. The government need to strengthen performance contract, Imihigo system through an integrated performance based management system and a better monitoring and evaluation system is recommended.

Key words: Performance contract, Imihigo, effective implementations, behavior change, Performance Management.

ID: 2011-24173

TABLE OF CONTENT

ABSTRACT.....	i
TABLE OF CONTENTS.....	iii
LIST OF TABLES.....	vi
LIST OF FIGURES.....	viii
LIST OF ACRONYM.....	ix
CHAPTER 1: INTRODUCTION.....	1
1.1.Context and background.....	1
1.2.Significance of the study.....	5
1.3.Research questions.....	7
1.4.Contribution.....	10
1.5.Scope of the study.....	11
1.6.Research outline.....	12
CHAPTER 2. LITERATURE REVIEW.....	13
2.1.Introduction.....	13
2.2.Origin of performance contract imihi.....	15
2.3.Goals and principles of imihigo performance contract.....	20
2.4.Imihigo performance contract as a results based management tool.....	22
2.5.How does imihigo work? Planning, implementation and evaluation of imihigo.....	23
2.5.1. Preparation of imihigo.....	23
2.5.2. Monitoring and evaluation of imihigo.....	32
2.6.Imihigo challenges.....	33
CHAPTER 3. RESEARCH DESIGN.....	36
3.1. Introduction.....	36
3.2. Research approach and design.....	36
3.3. Study population and sample.....	37
3.4. Sampling criteria.....	38

3.5. Data collection.....	39
3.5.1. Data collection instrument.....	39
3.5.2. Data collection procedure.....	41
3.6. Reliability and validity.....	41
3.6.1. Reliability.....	41
3.6.2. Validity.....	42
3.7. Ethical consideration.....	43
3.8. Data analysis.....	44
CHAPTER 4: RESEARCH FINDINGS AND DISCUSSIONS.....	46
4.1. Introduction.....	46
4.2. Demographic information of respondents.....	46
4.2.1. Characteristics of respondents.....	46
4.2.2. Interpretations.....	50
4.3. Overview of performance contract imihigo.....	50
4.3.1. Preparation of imihigo.....	50
4.3.2. Stakeholders participation during the implementation of imihigo...58	
4.3.3. Imihigo evaluation.....	60
4.4. Role of pc imihigo in the effective implementation of government program, policy.....	64
4.4.1. Role of pc imihigo in the planning phase.....	64
4.4.2. Role of pc imihigo in the implementation phase.....	66
4.4.3. Role of pc imihigo in the evaluation phase and other features	69
4.5. How does PC imihigo influence working relationship and behavioral change.....	75
4.5.1. Working relationship between district officials and district staffs.....	74
4.5.2. Working relationship between district and its stakeholders.....	77
4.5.3. How PC imihigo enhance district’s employees behavioral change.....	79
4.6. Challenges encountered during the implementation of pc imihigo.....	81

4.6.1. Challenges in the planning phases.....	81
4.6.2. Challenges in the implementation phase.....	82
4.6.3. Challenges in the evaluation phase.....	83
4.7. Major findings of the research.....	86
CHAPTER 5: CONCLUSION AND RECOMMENDATIONS.....	89
5.1. Conclusion.....	89
5.2. Policy recommendations and solutions.....	90
5.3. Limitation of the study.....	92
5.4. Areas for further studies.....	92
REFERENCES.....	94
ANNEXES.....	97

LIST OF TABLES

Table 1: Template of district action plan under performance contract
(Imihigo) in Rwanda

Table 2: Priorities included in PC imihigo

Table 3: Planning board in the imihigo preparation

Table 4: Objectives of imihigo and their importance

Table 5: Involvement of lower administrative entities

Table 6: Stakeholder's participation during implementation of imihigo

Table 7: frequency of PC imihigo evaluation

Table 8: How evaluation results are used

Table 9: Role of imihigo in the planning phase

Table 10: Effective implementation, planning, budgeting and understanding
strategic objectives correlation

Table 11: Role of imihigo in the effective implementation of government
programs

Table 12 : Relationship between implementation processes attributes

Table 13: Role of PC imihigo in the evaluation phase and other features

Table 14:Relationship between effective implementation and effective
evaluation attributes

Table 15:Equality of means between work position and effective
implementation

Table 16: Equality of means between working experience and effective
implementation

Table 17: Working relationship in the district

Table 18: District and its stakeholders working relationship

Table 19: Interpersonal working relationship attributes correlation significance

Table 20: How PC imihigo enhance behavior change in the district

Table 21: Challenges in the planning phase of imihigo

Table 22: Inadequate funding and unrealistic target relationship

Table 23: Challenges in the implementation phase of imihigo

LIST OF FIGURES

Figure 1: How Imihigo is prepared

Figure 2: overview of Rwanda's planning and budgeting process

Figure 3: Imihigo performance monitoring and evaluation

Figure 4: General distribution of respondents

Figure 5: Gender of respondents

Figure 6: work position of respondents

Figure 7: Level of education of respondents

Figure 8: Age of respondents

Figure 9: Working experience of respondents

Figure 10: clarity of indicator provided by central government

Figure 11: Involvement level of lower administrative entities

Figure 12: Fairness in evaluation process undertaken by central government

Figure 13: Challenges in the evaluation phase

LIST OF ACRONYM

- BNR:** Banque Nationale du Rwanda (Central Bank of Rwanda)
- CDF:** Common Development Fund
- DDPs:** District Development Plans
- DPCG:** Development Partners Coordination Group
- DPM:** Development Partners Meeting
- DPR:** Development Partners Retreat
- EDPRS:** Economic development and poverty reduction strategies
- GDP:** Gross Domestic Product
- HIV:** Human Immunodeficiency Virus
- ICT:** information communication technology
- JBSR:** Joint Budget Support Review
- JDAF:** Joint Action development forum
- LTIF:** Long Term Investment Framework
- MDGs:** Millennium development goals
- MINALOC:** Ministry of Local Government
- MINECOFIN:** Ministry of finance and economic planning
- MTEF:** Medium Term Expenditure Framework
- NGOs:** Nongovernmental organizations
- NISR:** National Institute of statistics of Rwanda
- PC:** Performance contract
- PE:** Public enterprises
- RBM:** Result Based management
- SOEs:** State Owned Enterprises
- UNDP:** United Nation Development Program
- USAID:** United State Aid

Chapter 1: INTRODUCTION

1.1. Context and background

Performance contracts (“Imihigo” in Kinyarwanda) are contracts between the President of Rwanda and government agencies detailing what the respective institution sets itself as targets on a number of governance, justice, economic and social indicators. The stated objective of Imihigo is to improve the speed and quality of execution of government programmes, thus making public agencies more effective. It is a means of planning to accelerate the progress towards economic development and poverty reduction.

Performance means any system of setting target for, and reporting on the activities of an agency, whereas contract does not necessary mean a formal contract, but any self-generated, agreed or imposed set of performance target of an agencies, formulated into a specific agreement, contract, plan or statement of any sort (Christopher P. and Colin T, 2004).

Research has shown indeed that there is a variety of performance contract in the public sector in general (Lidbury and Petrie 1999).

Among OECD countries, there are seven broad types of performance contracts. They are quasi- contractual arrangement being used to increase the performance in the public sector.(Lidbury and Petrie, 1999. These are:

1. **Framework agreements** which covers overarching strategies and

priorities for a department or agencies made between the minister and the chief executive.

2. **Budget contract and resource agreement:** it focus on the budget levels between the central budget office and the chief executive of the agency or department and provide aggregate budget authority and flexibility.
3. **Organizational performance agreements** which breaks down overall strategic goals into programme elements, setting specific operational process and output oriented targets.
4. **Chief executive performance agreements:** this is done to complements organizational performance agreements and its signed between executive management and staff at different level.
5. **Funder- provider agreements:** it focuses on clarifying responsibilities by separating the role of the funder and provider of the services.
6. **Intergovernmental performance contract and partnership agreements** are often linked to devolution of programmes or funding from national to sub-national government, providing state and local governments with funding in exchange for providing specified levels and quality of service
7. **Customer service agreements:** are statements of service standards provided by a programme or service to its clients specifying the quality and level of services to be expected, and, in some cases,

avenues of redress and compensation where services fail to meet standards

Performance contract (Imihigo) is as old as pre-colonial Rwanda. Imihigo is a cultural practice in the ancient tradition of Rwanda where an individual would set himself/herself targets to be achieved within a specific period of time and to do so by following some principles and having determination to overcome the possible challenges.

In the modern day Rwanda, the Imihigo practice was adopted as a means of planning to accelerate the progress towards economic development and poverty reduction. Performance contract Imihigo has a strong focus on results, which makes it an invaluable tool in the planning, accountability and monitoring and evaluation processes.

Currently, performance contract (Imihigo) refers to “performance management contracts signed between the President of Rwanda and district mayors on behalf of their constituents. The process is recorded publicly in a written contract that presents a list of development targets backed by specific performance indicators over a one-year period. Sectors and cells are solicited to develop their own action plans and targets and they are expected to mobilize their populations to meet these local development targets. Imihigo are also signed locally between districts and sectors to reinforce the importance of harmonizing local and national government development objectives” (USAID; 2009: 10) Imihigo are currently being implemented at

the cell, village and household levels to encourage grassroots participation in meeting development objectives and it is also used by the Government of Rwanda as a mechanism for holding local officials accountable of the performance

Elaborating its imihigo, each local government administrative unit determines its own objectives (with measurable indicators) taking into account national priorities as highlighted in the International and National strategic documents such as the MDGs, Vision 2020, EDPRS, District Development Plans (DDPs) and Sector Development Plans. The Imihigo, at both planning and reporting phases, are presented to the public for purposes of accountability and transparency. The Mayors and Province Governors also sign the imihigo with the President committing themselves to achieving the set objectives. Its process ensures the full participation and ownership of citizens since priorities are developed from grassroots level.

It almost 7 years since the introduction of Performance contract imihigo in district and other lower administrative entities. Since then, progress has been made in different sectors of the country's life. It is in this regard that this study will assess how effective the current performance contract imihigo has been, and the role it played in the developmental endeavors that Rwanda has embraced. The focus of the assessment will be on the role imihigo plays in the implementation of government programs and policies and how it shape

interpersonal and working relationship as well behavioral among employees and all actors involved.

1.2. Significance of the study

The creation of strong institution is one of the pillars of a sustainable economic growth especially in developing countries, and performance contract as one of the tool of a good performance management system contribute much when strengthening existing institutions.

In the case of Rwanda once considered as a failed state back in 1994 due to genocide that destroyed all foundations of the economic and social life of a country, in addition to being a small, landlocked and one of the world's most densely populated countries. The country has an area of 26338 km² and a population estimated at of 10,537,222 in 2012, that is 416 inhabitants/sq.km (NISR, provisional result, 2012).

After the genocide, the government of Rwanda had to tackle a number of challenges by instituting public sector reform and adopting decentralization policy to strengthen local government. The role of the later is to implement government programs and policies and to be a centre for the delivery of the services that directly concern the well being of the local population (Rwanda's National Decentralization policy, 2001).

Economically, Rwanda is among the poorest country in the world with a GDP

per capita of 652 us dollar in 2012 (BNR, 2010) despite an average economic growth of about 7,5 per annum during the period 2006-2012 and a decrease in poverty incidence from 56.4% in 2006 to 44 % in 2012.

Few years after the tragic Tutsi genocide of 1994, some social indicators shows that, Rwanda had the highest malnutrition incidence among children with 42% of all children under 5 years, a life expectancy at birth below 50 years for female and 47 years for male. The report also shows that the HIV incidence was high in 1998 with 11.3% of the population and the literacy rate among adults was 52% for male and 45% for adult female. (UNDP human development report 1999 and MINECOFIN, Directorate of statistics, 1999)

With all these challenges and a lack of sufficient natural resources, however, Rwanda set its strategic goal to be a middle income country by 2020 papers (Rwanda vision 2020). This can only be achieved by increasing productivity of the public sector in general and the local government in particular.

Addressing the gaps seen above, Rwanda introduced performance contract (imihigo) in 2006; as one of the tools to increase performance in the public sector and hence to achieve the set target of becoming a middle income country, and to achieve economic growth and reduce poverty incidence among Rwandans.

This paper tend to carry out a deep analysis on how effective performance contract contribute to the implementation of government programs directed towards economic development and poverty reductions by local

government entities in Rwanda and how performance contracts shapes behavioral change among the district staff. This study will bring responses and propositions to existing challenges and highlight the need of implementers and street level staff with regard to how performance contract system should be put in place to respond to the changing environment in which districts and its entities work in.

Basing on the findings, the paper would inform policy makers about the strengths to be taken into consideration when formulating subsequent policies and make recommendations to strengthen performance contract at local government level.

1.3. Research Questions

It is obvious that performance contract is a good tool in the planning process and the achievement of development targets. It is also used to accelerate the progress toward economic development and poverty reduction.

Imihigo can have an important impact on the effective implementation of government programs by local government. This is seen in the way local government officials commits themselves to the attainment of the set target using local means and practices. Local population is also mobilized in the process of implementing government programs and thus creating ties between local officials and the population.

As an important tool and a homegrown solution to the current development

and poverty issues in Rwanda, performance contract need to be strengthened and be supported by theoretical evidence. This research paper will thus deal with following significant objectives:

- I. to review the imihigo performance contract characteristics at local government level
- II. To make a deep analysis on how performance contract influence effective implementation of government programs
- III. To make an analysis on how performance contract govern relationship and behavior change between government, public institutions and the population in general.
- IV. To identify existing challenges in the entire step involved and to come up with policy remedies for strengthening the Imihigo performance contract.

This research will find out the solutions to the following questions in order to respond to the objectives of this study, understand and suggest adequate policy recommendations for the strengthening Imihigo performance contract in Rwanda

Research Question 1: How is the performance contract (Imihigo) undertaken at all level of administration?

Performance contract involves a number of processes namely definitions targets to be achieved, implementation, monitoring and evaluation of actual

performance against planned targets. This exercise involves all administrative entities within the local government and all government agencies within the central level. This study therefore will try to describe Imihigo performance contract processes undertaken within local government level at large.

Research Question 2: How does performance contract imihigo influence the effective implementation of government program carried out by local government?

Performance contract in Rwanda was introduced after the government realized that development programs and poverty reduction programs were off track in comparison with some international and national strategic papers such the MDGs, Rwanda Vision 2020 plan, EDPRS, etc...a quick response to that effect was needed for the government of Rwanda to speed up in the development race. It has been 6 years now since performance contract has been introduced and some authors believe that it has actually speeded up the socio-economic development. This study therefore will try to assess the impact of performance contract Imihigo on the implementation of local and national socio economic agenda in the local government.

Research Question 3: How does performance contract imihigo influence relationship and behavioral change of different actors and institutions involved in the process?

Performance indicators and planning as well as implementations of the set

targets involves a lot of actors at all level and in all sectors and this make anyone involved in the process to commits to what he agreed to implement during a particular period of time. As a management tool taking its roots in the traditional practices, traditionally, Imihigo or performance contract successful accomplishment was considered an honor to the entire community and a county in general. These beliefs might have an impact on the behavior change of actor and the population in particular and create a strong relationship between government and public institutions, between employees and institutions. It also raises confidence of the population towards their government.

Research Quesiton 4: What are the existing challenges in the implementation of performance contract imihigo?

All the questions seen above to be studied will provide to the researcher, existing challenges in all the processes of the performance contract, this will enables a development of policy recommendations in order to strengthen this invaluable homegrown performance based tool.

1.4. Contribution

This study will contribute to the existing studies done in line with performance contracts in Rwanda. Particularly the uniqueness of this study will be addressing the issue of Rwandan performance contract Imihigo effectiveness by formulating policy recommendations based on lessons learnt

from practitioners at local administration level for further improvement of the Imihigo performance contract and performance based management at large. This study will assist policy makers to reflect on the overall purposes, structures and directions of the existing performance management system and help to understand some of its limitations and potential improvements.

1.5. Scope of the study

This study focuses on the district level as districts are the main entities in charge of the sector level, cell level and village level. As the district level within the local government system in Rwanda holds broader administrative responsibilities and financial means for the implementations of local government programs, the review of district level Imihigo provides us meaningful insight on the local government level performance contract.

Along with the administrative scope, this study will be focusing on the perception of central government, district officials and street level employees on how Imihigo contributed to the successful achievement of planned targets and thus contributing to the fulfillment of government agenda in line with economic development, poverty reduction and governance. In addition, the findings will provide an insight on how Imihigo enhanced behavioral change among districts officials and subordinates in general.

1.6. Research outline

This thesis is organized as follows. After the introduction, the chapter two aims at providing a theoretical background of the study and to put down a solid conceptual foundation for the research. Chapter three will be concentrated on methodology and analytical framework about performance management system and effective implementation for Rwanda. Chapter four will discuss about the findings or results. Then Chapter Five will give the general conclusion which will be supplemented by policy recommendations for addressing the issue of performance management system with an emphasis on performance contract in Rwanda.

Chapter 2. LITERATURE REVIEW

2.1. Introduction

Government agencies face challenges in terms of service delivery and rapid changing external conditions that are lead them to bring new ways of thinking and initiatives. They are translated into a stream of complex, multifaceted and interlinked initiatives. These external factors triggers the organizational changes, and can be seen in development in technology, changes in customers tastes and preferences, new legislation and government policies, shift in local, national and international politics, changes in social and cultural values, changes in domestic and international economic and trading conditions,..etc..(Porter, 2007)

These are affecting how work and organizations are designed, how resources are allocated, and at large it enhances systems and procedures in a continuous attempt to improve performance (Kariuki and Messah, 2011).

The public sector is now dealing with the pressure caused in large part by these environmental changes and has to improve the way services are provided to the general public and to achieve economic and social development. At least this is the prime goals mostly in developing countries.

Further, there is need to increase transparency in operations and utilization of public resources, increase accountability for results and to deliver services more efficiently and at affordable prices to the tax payer/ customer thereby,

forcing governments to institute reforms in the public sector (Kariuki and Messah, 2011).

Performance contracting has been widely used in the public sector by the developed countries such as France, the Netherlands and New Zealand among others with marled success (Kariuki and Messah, 2011). The experiences in developing Countries though, citing case studies in China, India, Morocco, South Africa, Ivory Coast and Gambia among others have shown mixed results (Kariuki and Messah, 2011), for the case of Rwanda, Performance Contract was introduced in 2006 and is showing a positive impact on the productivity of government agencies.

For example during the fiscal year 2011, the performance evaluation carried out by central government in conjunction with members of the local government at all level shows an excellent accomplishment result. On average the overall performance is slight below 90%. In some district it even reaches 95.5% for the highest performer while the last one scored 82.3% (Imihigo evaluation report, MINALOC, 2012).

However the score can be high but does not necessarily mean that performance contract are effective. In her study about the effectiveness of performance contract in state owned enterprise, Mery Shirley, 1998 found out that PC haven't worked because sometimes target are very soft or flawed measures of economic performance and easily achievable. The organization achieved its target and received a score of excellence. She went ahead and

explains that output goes high but input in many cases hence put factor productivity below the pre-contract level.

In case of Rwanda, this problem exists because of some gap in evaluation process and/or where some evaluators give generous high score to districts without considering the productivity measurement.

2.2. Origin of Performance contract Imihigo .

Peterson (2005) defines a performance contract as: “A freely negotiated performance agreement between the Government, acting as the owner of the Government agency, and the agency. It specifies the intentions, obligations and responsibilities of the parties.”

Nellis (1989) give a more deep definition that performance contract is negotiated agreements between governments, acting as owners of a public enterprise (hereafter PE), and the enterprise itself in which the “intentions, obligations, and responsibilities of the two parties are freely negotiated and then clearly set out”. He goes further and gives more detailed explanation of the contractual clauses where he states that it include both the financial and physical indicators which will be used to measure performance, and may even establish a “carrot and stick” bonus and penalty system applicable to management.

Jenkins (2003) gives a performance centered definition and states that a performance contract is defined as a management tool for measuring

performance that establishes operational and management autonomy between government and public agencies. It reduces quantity of controls and enhances the quality of service. The performance contract privatizes the style of public sector management by focusing on results and not processes. It also measures performance and enables recognition and reward of good performance and sanction bad performance.

Jody et al (2004) state that performance contracts define expectations of the concerned parties. They define work to be done, results to be attained, attributes (skills, knowledge and expertise) and competencies required to achieve these results. They also identify measures used to monitor, review and assess performance.

In Rwanda, performance contract focus more on productivity and speed at which services to the general public are carried out, by government agencies in general and the local government in particular.

Imihigo is a Kinyarwanda word simply meaning pledge, promise, competition, and challenge as per the Kinyarwanda dictionary. It derived from an ancient tradition whereby warriors used to make pledges to the king about what they intended to accomplish in war. (Golooba-Mutebi F. 2009; Kelsall, 2008; Golooba-Mutebi and Booth, 2008; Ryan et al., 2008). In this context, it was concerned with the 'heroism' of the soldier, who attempted through his actions in combat to show his competence and capability as a 'hero' (Ingelaere, 2010).

Imihigo was carried out by warriors and was only undertaken with the only intention to protect the country. Sometimes the warrior objectives were to enlarge the country boundaries through wars with other occupied territories.

Originally considered as mechanism for regulating people's efforts and energies in their pursuit of security and prosperity, Imihigo evolved and refers to the capability to show others and observers that an individual or a group of people are capable and competent in the execution of a given set of tasks. Like in the army, the execution of targeted tasks was done in a competitive but amicable atmosphere. A warrior would gain credibility and honor in the eye of the army chief, notables and the King himself once he accomplishes successfully what he pledged to do. He would then become a role model for others in the community and be promoted to other senior position in decision making organs.

On the other hand, a failure was considered as an immense dishonor and those faced with the prospect of failure usually sacrificed their own lives. (Golooba-Mutebi, 2009; Ingelaere, 2010; Ingelaere, 2007; MINALOC, 2006).

As an accountability element, warriors were supposed to present their feats before the King as the supreme chief and give details about their accomplishments. This was done in a public ceremony and it included also an evaluation exercise afterward.

In such ceremonies, bravery and courage were highlighted and then the individual or group exploits were kept alive through oral tradition passed

down the generations (Golooba-Mutebi, 2009). One of the key characteristics of an Imihigo is that they were not based on physical and coercive sanctions in case of failure. They were a system based on bravery, courage, and admiration and it encouraged a competitive spirit among challengers (MINALOC, 2006).

Taking Imihigo as a traditional and cultural practices, which has had a tremendous result in the traditional Rwanda, authorities introduced a new management approach basing mostly on best practices from traditional Imihigo . From 2006, in its effort to strengthen the accountability of local government officials towards citizens through participatory planning and monitoring processes, the government introduced Imihigo both vertically (relation between government and citizens) and horizontally (relation between government bodies). The system is then replicated at lower tiers of government and reaches down to the level of the household (Musoni and Kwakwa, 2008).

Performance contracts (PCs) are widely used to reform state-owned enterprises (SOEs). The World Bank (1995) found that there were, as of June 1994, 565 such contracts in 32 developing countries, where they are principally used for large utilities and other monopolies, and another estimated 103,000 in China, where they are also used for manufacturing SOEs. PCs are written agreements between SOE managers, who promise to achieve specified targets in a given time frame, and government which (usually)

promises to award achievement with a bonus or other incentive. PCs are a variant of pay for- performance or incentive contracts, which have been often used to motivate private managers, and suggested as a way to improve central government agencies (Mookerjee, 1997).

Despite that modern performance contract started in 2006 in Rwanda as a management tool, it was first implemented in France in the early 1970s, and eventually spread to eight of France's most important public corporations; in the early 1980s 13 additional contracts were signed between the pertinent ministries and industrial state enterprises. The mechanism began to be used in francophone Africa in the 1980s, and was utilized in some Latin American and Asian countries during the same decade. However, the decade of the 1990s has witnessed an overriding preference for outright divestiture via sales to the private sector in lieu of the PC alternative (Mann 1995).

Shirley and Xu 1997, argues that the rationale for incentive contracts such as PCs is largely based on principal/agent theory. The principal (in the case of state enterprises, the government officials) can only observe outcomes and cannot measure accurately the effort expended by the agent (the SOE manager) or distinguish the effects of effort from other factors affecting performance (Laffont and Tirole 1986, 1993). A negotiated incentive contract is viewed as a device to reveal information and motivate managers to exert effort. In the case of SOEs, performance contracts are also touted as a way to clarify the objectives of the multiple principals who govern state owned firms (different ministries, the president, the legislature), and hence make it easier to

set goals and evaluate achievements.

For the case of Rwanda, PC Imihigo was first introduced to local government starting with the district level and other lower administrative entities. As also seen above, for participatory objectives, the same endeavors were introduced to household level. The result may be different when dealing with SOEs because the latter might have different motives compared to government agencies with a prime objective of delivering services to the general population.

2.3. Goals and principles of performance contract imihigo

PCs are usually to reform public institutions for a better and fast service delivery. Their primary goal is to incite manager to be more result oriented and hence improve central government agencies.

For the case of Rwanda, PCs included an element of ownership from the community and individuals, in order to put in practice the decentralization policy adopted by the government towards the year 2006. This was also done to reduce the authoritarian tendencies in policy and implementation, as far as Rwanda; a country long characterized by highly centralized decision making, is concerned (Huggins, 2009)

Imihigo encourage not only the spirit of accountability for local authorities but also encourage population involvement and active participation. In this regards, seven following main goals are assigned to Imihigo as indicated by

USAID (2009) and MINALOC (2010) :

1. Speed up local and national development;
2. Promote results oriented performance;
3. Reward innovation and competitiveness;
4. Encourage public participation, voice and accountability;
5. Promote dialogue with civil society and citizens in policy formulation;
6. Promote zeal and determination to achieve set goals; and
7. Encourage regular evaluation.

MINALOC(2010) identifies 3 main principles which Imihigo are based on.

They are the following :

1. **Voluntary**: It is a choice, however national guidance is necessary to ensure national priorities are matching with local ones;
2. **Ambitious**: You promise/vow to achieve only what you do not already have;
3. **Excellence**: Imihigo are about outstanding performance: something worth of praise

Mann, 1995 point out that the overriding objective of performance contracting is to force management in the PEs to better respond to market signals and to

be subject to greater competitive pressures and financial discipline. This is done via a contract which specifically delineates the obligations of both signatory parties to it: the central government and the management of the PE. The purpose of the contract is to clarify objectives and reconcile priorities *ex-ante* so that managers can be held unambiguously accountable *ex-post* for achieving results.

Even though Rwanda performance contract does not target P.E. still the same objectives applies to government agencies mostly local government in that, they are held accountable for result achieved in the implementation of government programs. This must be done to respond to the economic and social environment contrary to market signals as it is the case for P.E.

2.4. Performance contract imihigo as a results based management tool

UNDP defines result based management (RBM) as a way having main objectives of providing a coherent framework for strategic planning and management based on learning and accountability in a decentralized environment. They go further and explain that introducing a RBM approach aims to improve management effectiveness and accountability by defining realistic expected result, monitoring progress toward achievement of expected results, integrating lesson learned into management decisions and reporting on performance.

When analyzing characteristics of Imihigo performance contract in Rwanda as shown in the report of the Ministry of Local Government, Community Development and Social Affairs (MINALOC, 2006), there is a high similarity with characteristics of modern results-based management tools, . According to this ministry, the approach has the following characteristics:

1. Each IMIHIGO identifies a set of clear (and limited) priorities.
2. Each IMIHIGO presents a set of specific targets backed by measurable performance indicators.
3. Each IMIHIGO undergoes a well defined performance monitoring and evaluation process.
4. Each IMIHIGO constitutes an efficient accountability mechanism and an incentive for local government leaders and their population to implement the decentralization policies and to meet regional and national development targets.

2.5. How does Imihigo work? Planning, implementation and evaluation of Imihigo

2.5.1. Preparation of Performance contract Imihigo

Imihigo reflects main national and international agenda and are prepared to take into consideration national and local priorities. The later are drawn from different strategic planning document in line with the vision 2020, MDGs and the Rwanda economic development and poverty reduction strategies (EDPRS)

The typical Imihigo contract contains approximately 100 indicators and these are related to ten main priorities. These include: social protection, good governance, public service delivery (health, education, public facilities, etc.), economic development, agriculture, justice, or social safety (Brinkerhoff et al.2009; MINALOC, 2006).

In their initial stage, the preparation of Imihigo was based mainly on the districts development plans complemented by some feedback from the population with no details assessment of priorities. However, with the effective implementation of the decentralization system of governance that is entering the last phase which consist of decentralizing to the sector level and below, down to the cells, and on expanding and deepening local citizen participation and accountability; Imihigo also evolved to include as much as local people priorities. In fact, in 2006, the Imihigo contract was signed by between the president and the mayors of different districts but actually, the contract is signed at all levels up to the household level as shown in the figure below (Nsabimana, 2010).

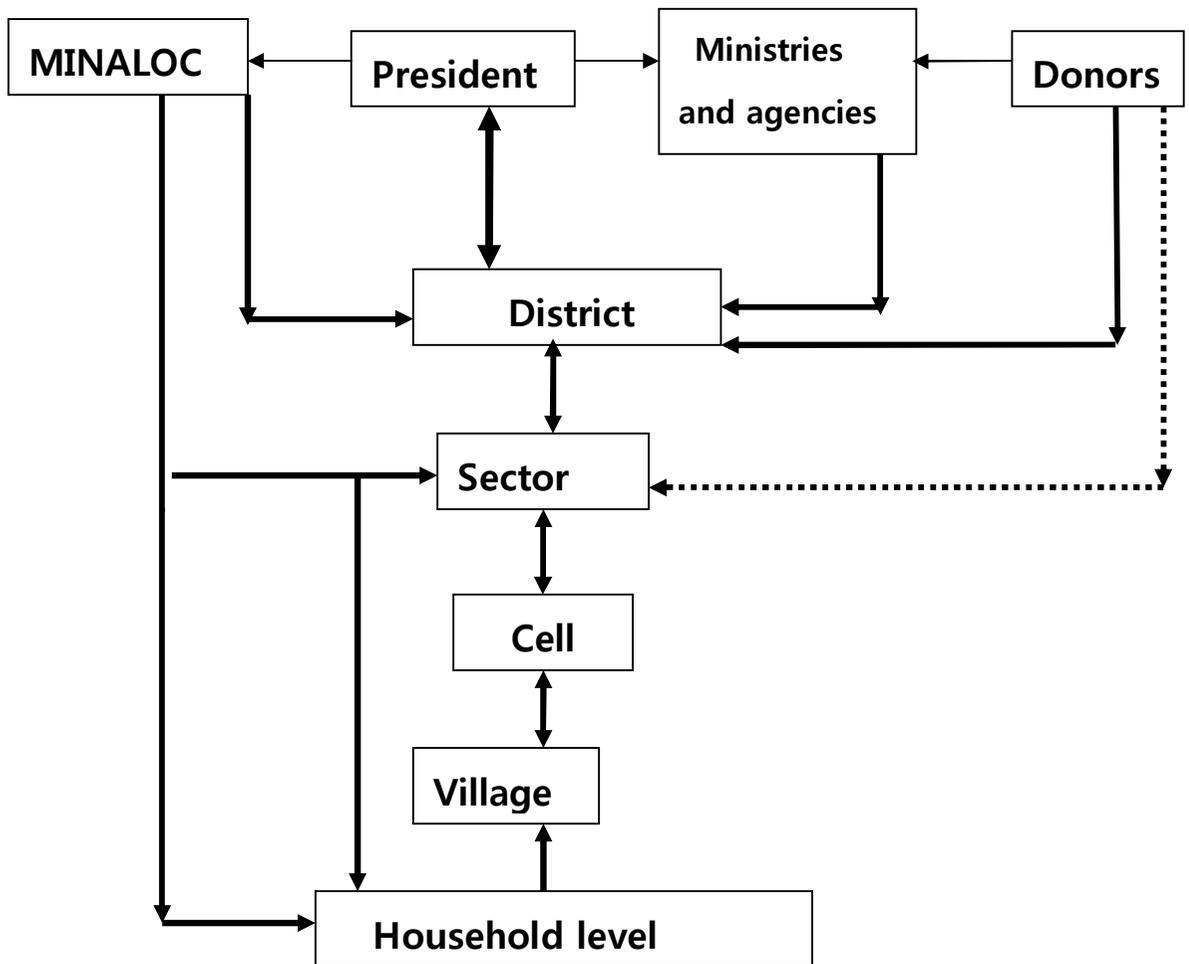


Figure 1: How Imihigo is prepared (Nsabimana, 2010)

From the household level up to the district level, each level prepares its targets to achieve within a specific period. The activities to be carried out are determined in line with the available budget. In the household case, simple target are set and most of them don't require a budget. Some programs are even subsidized by the central government. Only the head of the household is required to provide effort to follow the programs, hence responding to its

efficiency.

The household Imihigo takes its base from government programs and other identified key issues faced by the household and what the family wishes to accomplish within a specific period. Examples of government programs include fighting gender based violence, opening a bank account, sending children's to school, to name just a few.

From the village level up to the district level, each head of the administrative entity prepare with a designated team (as per MINALOC instruction), his Imihigo and signs the prepared document to the superior entity.

From the general picture of household heads within a village and the community priorities in terms of public infrastructures, the village head elaborate the targets for the whole village and the document is signed between the village head and cell executive secretary.

As Nsabimana (2010) explains, he point out that a document combining the general activities within different villages constitutes a performance contract between cell leaders and sectors leaders. At sector level each district employee at this level has to sign a contract with the sector executive secretary and from these contracts and those from different cells within a sector, a consolidated performance contract of the whole sector should made and signed by the district mayor and sector executive secretary. At the sector

level each employee should be aware of what is planned by different stakeholders that are intervening in his area and different resources available for carrying out different activities planned.

Like at the sector level, each district employee at the district level should combine contracts from sector level and include different activities planned by government and nongovernmental organizations operating in his/her area and then formulated a consolidated contract that he/she has to sign with the district mayor who in turn combine all contracts and make one district performance contract to be signed between district and the president of the republic in a public and mediated ceremony.

In this signing process, the districts mayors engage their communities to realize a series of development priorities over a period of one year and the president engages the central government to support the districts and their communities through human, technical, and financial resources.

A harmonized format is provided by MINALOC and each district has to fill in. In this format, each district has to fill the priority services like education, health, agriculture, etc and for each service the district provide the baseline in the district, the national target (based on vision 2020), the local target (what the district plan to achieve), the resources required, the available resources and the financing gap. From this general format, each district draws its action plan that includes the activities and indicators (Nsabimana, 2010).

Service area	Baseline	Local target	Activities	Completion date	Resource required	Responsible unit	Date/method s of monitoring
Education							
Health							
Infrastructure							
Local development							
Agriculture							
Governance							
Social protection							
Etc.....							

Table 1: Template of district action plan under performance contract (Imihigo) in Rwanda

As MINALOC(2006) point out , there four government pillars which guide the elaboration of Imihigo at all level of local administration and this make them uniform for easy evaluation. These pillars are as follow:

1. **Good governance:** this pillar includes indicators related to decentralization policy in general, which include building competent organs, justice sector by responding to people issues, security and public finance management;
2. **Justice:** indicators reflected in this sector include strengthening traditional justice system operating at grass roots level known as abunzi and Gacaca. The later played a key role prosecuting some categories of 1994 genocide suspects. The works for general interest known as TIG and normal judicial system are recorder under justice pillar;
3. **Economy:** under this pillar we find all indicators related to the country's development. These include indicators related to the development of agricultural and livestock, the indicators related to

housing, infrastructures development, natural resources management and Information and communication technologies (ICT), cooperatives development, entrepreneurship, environment protection, investment and private sector development are also recorded under this pillar

4. **Social welfare:** indicators measuring the education sector, health, social protection, survivors funds, culture activities and sports.

The Imihigo planning and evaluation paper outlines some criteria for inclusion such as:

1. Will the activity impact positively on the welfare of the local population?
2. Does it create jobs / does it reduce poverty?
3. Is it a priority for the local population? Is there ownership by the local population?
4. Does it help to achieve national targets described in VISION 2020, EDPRS, MDGs?
5. Is it realistic and cost-effective? Have resources been identified for implementation?
6. Does the activity promote social cohesion / reduce social disturbances?

Versaille (2012) Shows the link between performance contract and the planning and budgeting process in order to show how performance contract

should be elaborated so as to reduce confusion between the agency annual planning and Imihigo performance contracts. The link is shown in the figure below:

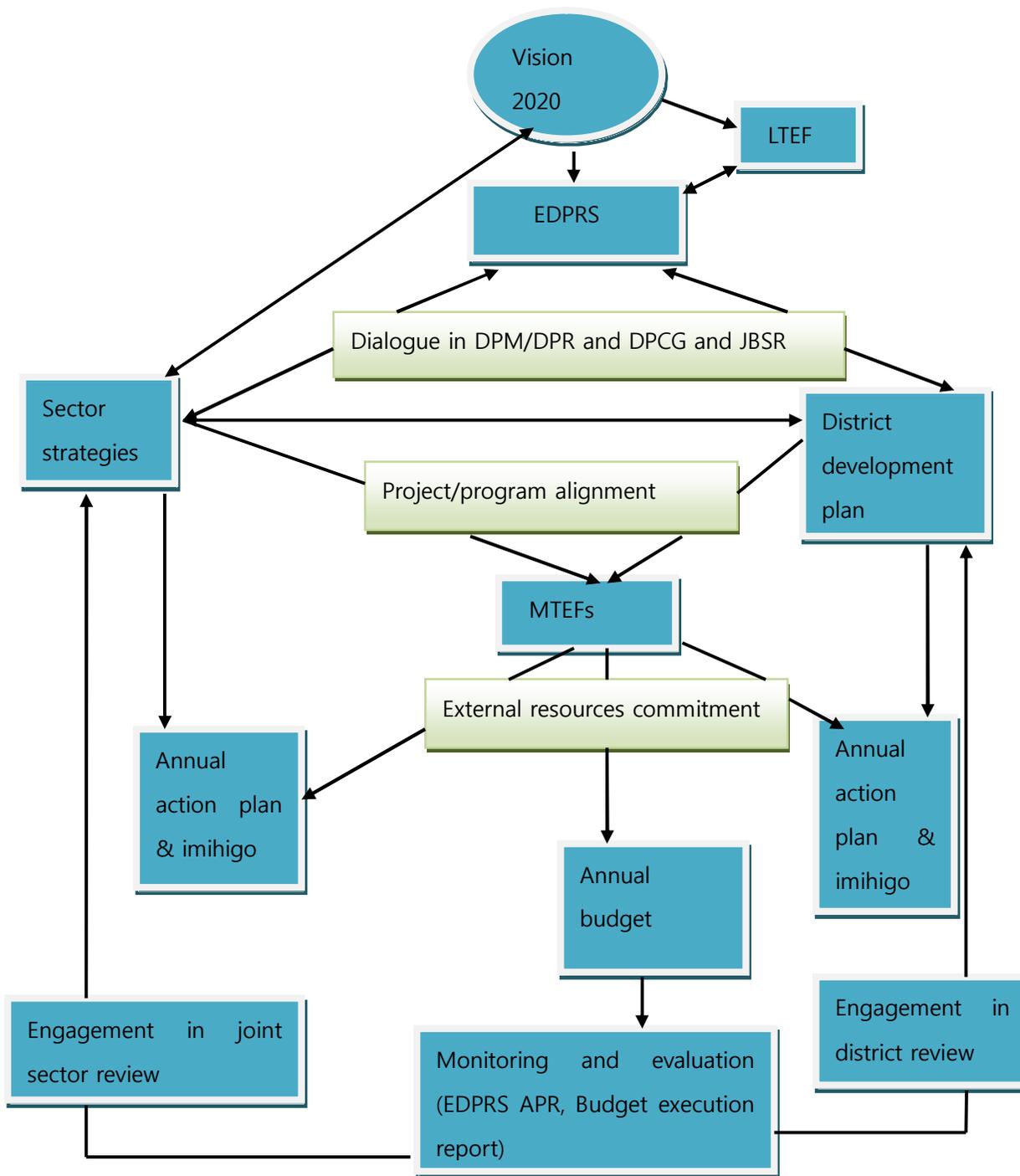


Figure 2: overview of Rwanda’s planning and budgeting process

(Versailles, 2012)

2.5.2. Monitoring and evaluation of Imihigo

Once Imihigo contract is signed between the mayors and the president of the republic, the implementation starts automatically and all stakeholders are fully engaged due to Imihigo competitive spirit. The ministry of local government (MINALOC) is the first to be in charge since local authorities are under its responsibility. In this regards, it works closely with districts and gets the progress monthly report.

Other ministries evaluate the progress quarterly and thereafter the president held a midterm review with mayors and at the end of the year mayors present the achievements and the targets for the following year during a national dialogue known as “Umushyikirano” meeting (Figure 2)

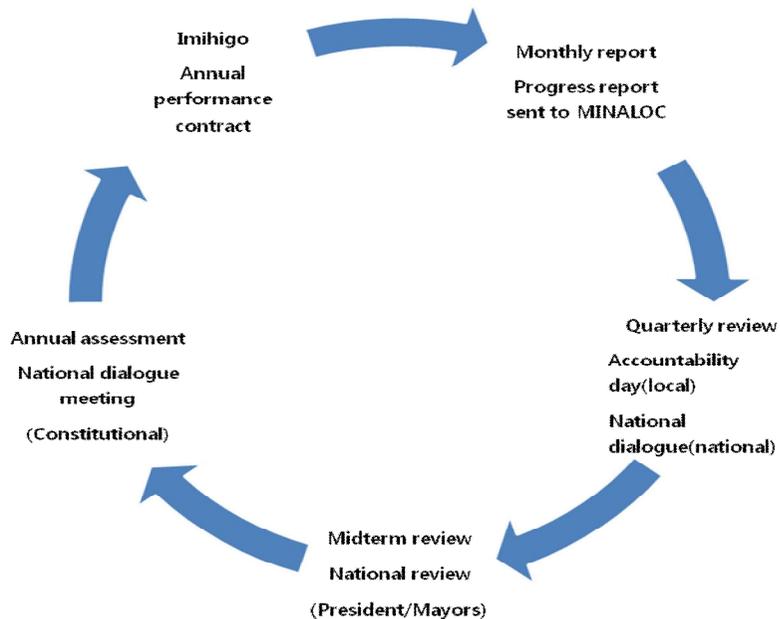


Figure 2: Imihigo performance monitoring and evaluation (adopted from MINALOC 2006)

Outstanding performers are awarded publicly during umushyikirano meeting. The meeting is a national dialogue forum where all high authorities of the country interact with the population and take decisions on national matters in line with national and local development. The same opportunity is used to assess challenges and reasons of poor performance in the imihigo. The award is a sign of appreciation to excellent performers.

District officials who fail to attain their targets due to bad management and negligence are forced to resign and give explanation to the population who elected them. To date approximately 75% of mayors who were elected in 2006 when the performance contract imihigo were introduced, were forced to resign before their office term or were not reelected in 2011.

Other employees not occupying managerial post are given administrative penalties by their line managers in district.

2.6. Performance contract Imihigo challenges

Although Imihigo offer a good number of competitive advantages in terms of increasing social capital and improving socio economic conditions of population, their implementation face also some challenges. According to Ryan et al. (2008), the main challenges faced by Imihigo include:

1. Lack of financial means to implement all targeted goals (districts asked a lot of money that the central government and donors are unable to provide);
2. Bureaucracy involved in getting available money from government

funds like the common development fund (CDF)

3. Lack of coordination between the districts and the ministries,
4. Limited skills in leadership and administration.

Some others have also showed that there is a lack of downward accountability. According to Ingelaere (2010), the chain of accountability goes upwards towards higher authorities and not downwards towards the population. However, by looking how the evaluation of Imihigo is done, this challenge should not be accounted among the main challenges.

One of the principles of decentralization policy is accountability. It is in this regards, that every 3 months, all government agencies organize a accountability day where everyone in the community, civil society, the press and other concerned parties can ask authority about the achievement and other problems surrounding the society. The same practices apply also to the Imihigo evaluation process. The same exercises can also be made up to highest level during the “Umushyikirano” meeting. In this high level meeting telephone calls, sms and other means of communication can be used to reach concerned authorities live and ask about the achievements and other issues pertinent to the achievement of Imihigo . This reduce the intensity of challenge raised by Ingelaere but the challenge remains since few people are able to benefit from the above opportunities.

As for the role of Imihigo performance contract in planning and budgeting, the main challenges are found on targets data, funding sources..etc.

Unrealistic and overambitious targets, Inadequate funding sources (i.e. targets

are unrealistic because not properly resourced), absence of data, poorly defined baseline, targets, indicators, Poor costing of activities – and confusion of activities with outputs/indicators, Poor reporting systems are some of those problems as pointed out by Versailles, 2012.

He argues that with low capacity at local authority level, these are to some extent inevitable problems. Overambitious targets are often linked to inadequately resourced activities (again linked to the Imihigo not being streamlined with the budgetary process) even though the gradually increasing block transfers from MINECOFIN to districts has helped the latter to assume more responsibility in implementation of these targets (Versailles, 2012).

As a solution, he noted that if the links to the planning and budgeting processes can be sorted out the Imihigo has the potential to become a good tool to hold government agencies to account. The public interest that the bi-annual Imihigo evaluations attract shows that it can become a very valuable citizen empowerment tool.

Chapter 3. RESEARCH DESIGN

3.1. Introduction

This chapter describes the research design and methodology for the study. The study design, population, sample, instruments used to collect data including methods used to maintain validity and reliability of the instruments are described.

3.2. Research approach and design

A qualitative approach was followed. According to several prominent qualitative scholars (Creswell 2002; Pope & Mays 1995;Denzin & Lincoln, 1994), qualitative Research is intended to deeply explore, understand and interpret social phenomena within its natural setting. By using a qualitative research methodology, researchers want to collect richer information and get more detailed picture of issues, cases or events (Arora and Stoner 2009). They want to explore the *why* and *how* of a situation, not only *what*, *where*, *when*.

Survey is used for descriptive, explanatory and exploratory purposes. A descriptive survey design was used. A survey research is probably the best method available to the social researcher who is interested in collecting original data for describing a population too large to observe directly. (Babbie, 2010). A survey obtains information from a sample of people by means of self report that is the people respond to a series of questions asked by the

investigator (Polit&Hangler 1993). In this study, information was collected through self administered questionnaire distributed to the subjects online by the researcher.

A descriptive survey was selected because it provides an accurate portrayal or account of the characteristic, for example behavior, opinions, ability, beliefs and knowledge of a particular individual, situation or group.(Burns and Grove 1993). This design was chosen to meet the objectives of the study which is to assess the effectiveness of performance contract in local government in Rwanda.

3.3. Study population and sample

According to Babbie (2010), the population for a study is that group (usually people) about whom we want to draw conclusions. For Babbie (2010), a study population is that aggregation of elements from which the sample is actually selected. The study population consisted of all government employees at local government level and some at central level which carries out a daily management of performance contract especially in the ministry of local government and other central government agencies working hand in hand with districts and or having their representatives in districts in addition to district as administrative entities.

A convenient sample of 80 was selected from the two level of government.

Bryman (2008) defines a sample as a subset of the population being studied. It represents the larger population and is used to draw inferences about that population. It is a research technique widely used in the social sciences as a way to gather information about a population without having to measure the entire population.

The representative sample size of 80 was the total of subjects who were willing to participate in the research and who met the sampling criteria during the period of data collection.

3.4. Sampling criteria

Subjects included in the sample were selected to meet certain criteria. Government officials in central government, districts officials and employees had to meet the following criteria to be included in the sample:

1. Have a clear understanding of the performance contract Imihigo process and designs
2. Have participated at least twice in the performance evaluation team during the past 2 years
3. Have worked in the same institution for the past two years
4. Is occupying a management role of the district at large or/and performance contract at district level
5. Is in charge of performance contract at ministerial level

3.5. Data collection

3.5.1. Data collection instrument

A questionnaire was chosen as a data collection instrument. A questionnaire is a printed self-report form designed to elicit information that can be obtained through the written responses of the subjects. It is an instrument specifically designed to elicit information that will be useful for analysis. (Babbie, 2010)

Data was collected with the aid of questionnaires to evaluate the perceptions and views of those having performance contract and implementation of government policies in their daily attributions. Questionnaires were decided upon because of the following:

- ✓ They ensured a high response rate as the researcher tried to make a close monitoring while respondents were filling them.
- ✓ They required less time and energy to administer
- ✓ They offered the possibility of anonymity because subjects name were not required on the completed questionnaire
- ✓ There was less opportunity for bias as they were presented in a consisted manner
- ✓ Most of the items in the questionnaire were closed, which made it easier to compare responses to each item.

Apart from the advantages that have been listed above, questionnaires have also some weaknesses. According to Burns& Grove (1993), questionnaire presents questions of validity and accuracy. The subjects might not reflects

their true opinions but might answer what they think will please the researcher and valuable information may be lost as answers are usually brief.

Because a survey can also occur after an event, respondents sometimes forget about some important issues while answering or filling the questionnaire. Other weaknesses lie in that questionnaires are standardized hence it will be not possible to explain any points that respondents might misinterpret. Again respondents may answer superficially especially if the question takes a long time to complete.

Questionnaires consisted mostly of close ended questions and a few open ended questions, as they provide more details. In the open ended questions, subjects were required to respond in writings, whereas close-ended questions had options which were determined by the researcher.

Open-ended questions were included because they allow subjects to respond to questions with their own words and provide more details. Close-ended questions were included because they are easier to administer and to analyze. They are also more efficient in the sense that a respondent is able to complete more close-ended items than open ended items in a given period of time (Polit & Hanger 1993).

The questionnaires consisted of two sections. Section A aimed at gaining demographic information such as age, sex, level of education, occupying post, etc.. Whereas section B aimed at collecting information about perception and views about the role of performance contract in the effective implementation

of government policies and programs. Other questions included challenges they may encounter while trying to achieve the set targets in the performance contracts.

Instructions guidelines were attached to the questionnaires to guide the subjects as to whether to circle or to tick the chosen response.

3.5.2. Data collection procedure

Questionnaires were distributed by the researcher to subjects via internet (online survey) due to long distance between the researcher and respondents. Data was collected over a period of two months. The researcher put some mechanisms to assure that questionnaires are filled on time in order to meet the deadline for submission of the final thesis report. Telephone calls and emails to remind respondents were made and sent regularly. Some time, for respondents who could not find time to fill the online questionnaire, the researcher called them and conducted an interview similar to the question they should have answered themselves and filled them on their behalf.

3.6. Reliability and validity

3.6.1. Reliability

Drost (2005) refers to reliability as the extent to which measurements are repeatable when different persons perform the measurements, on different occasions, under different conditions, with supposedly alternative instruments

which measure the same thing. Questionnaires which were answered by the subjects from different levels; that is central and local government revealed consistency in their responses.

Reliability can also be ensured by minimizing source of measurement error like data collector bias. Data collector bias was minimized by the researcher's being the only one to administer the questionnaire via the internet because respondents were supposed to fill it online and getting responses via the internet.

3.6.2. Validity

The validity of an instrument is the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration (Babbie, 2010). Content validity refers to the extent to which an instrument reflects the factors under study. To achieve content validity, questionnaires included a variety of questions on the views and perception of performance contract Imihigo effectiveness through its role in effective implementation of government policies and programs, how it affects behavior and working relationship.

Questions were based on information gathered from the literature review to ensure that they were representative of what respondents should know about performance management as well as performance contract. Questions were formulated in a simple language for easy understanding and clarity. Clear

instructions were given to the subject for ease completion of questions.

External validity was insured. External validity of a study or relationship implies generalizing to other persons, settings, and times. Generalizing to well-explained target populations should be clearly differentiated from generalizing across populations (Drost, 2005). All the persons contacted to participate in the study completed the questionnaire. Generalizing the findings to all population is therefore justified.

3.7. Ethical consideration

The conducting of a research requires not only expertise and diligence, but also honesty and integrity. This is done to recognize and protect the right of the human subjects. To render the study ethical, the rights of self-determination, anonymity, confidentiality were observed.

Subjects' consent was obtained before they completed the questionnaires. Drost (2005) explains that the principle of informed consent ensures researchers conduct themselves with honesty and integrity and with consideration and respect for the research subjects. This can be achieved by establishing guidelines, following good practice, consultation and communication. The subjects were informed on their right to voluntary consent or to decline to participate, and to withdraw participation at any time.

Subjects were informed about the purpose of the study, the procedures that would be used to collect the data, and assured that there were no potential risks or cost involved.

Anonymity and confidentiality were maintained throughout the study. Babbie (2010) defines anonymity as when the researcher not just the people who read about the research cannot identify a given response with a given respondent. This was insured by not disclosing the respondent's names on the questionnaires and research report.

When subjects are promised confidentiality it means that the researcher can identify a given person's response but promises not to do so publicly. (Babbie, 2010). In this study, confidentiality was maintained by keeping collected data confidential and not revealing respondents' identities when reporting the study.

3.8. Data analysis

After the data was collected, it was organized and analyzed. For analysis of close ended questions, a computer program called SPSS was used. Data was analyzed using descriptive statistics. Frequency tables were drawn and from these, the data was presented in pie diagrams and bar graphs. The open ended questions were analyzed through quantitative content analysis by the researcher with the aim of quantifying emerging characteristics and concepts.

Concept analysis is the process of analyzing verbal or written communications in a systematic way to measure variables quantitatively (Polit & Hungler 1995)

Chapter 4: Research findings and discussions

4.1. Introduction

This chapter analyzes the civil servants' assessment of Imihigo using the survey on the civil servants working in the central government and districts in the local government. In the followings, I review following themes.

1. Characteristic of PC imihigo
2. How PC imihigo influence effectiveness of program' implementation
3. How PC imihigo influence relationship and behavioral change
4. Challenges that imihigo implementation faces

4.2. Demographic information of respondents

4.2.1. Characteristics of respondents.

a. General distribution of respondents

In this research, I employed the on-line survey method. The response rate is 113% and finally uses 91 responses for the analysis. However some questions were omitted due to technical problem of the online survey and only 52 out of 91 respondents provided their responses which account for 65% of the total sample.

The distribution of respondents was analysed to assess the percentage composition of different categories as well as the proportion of males an

d females in the sample. The assessment was also made to understand the sample age structure, qualifications, working experience and nature of employment held

The result indicate that, 60.4% of the respondents are working with local government in districts and the remaining 39.6% works within ministries and central government agencies as shown in the graph below:

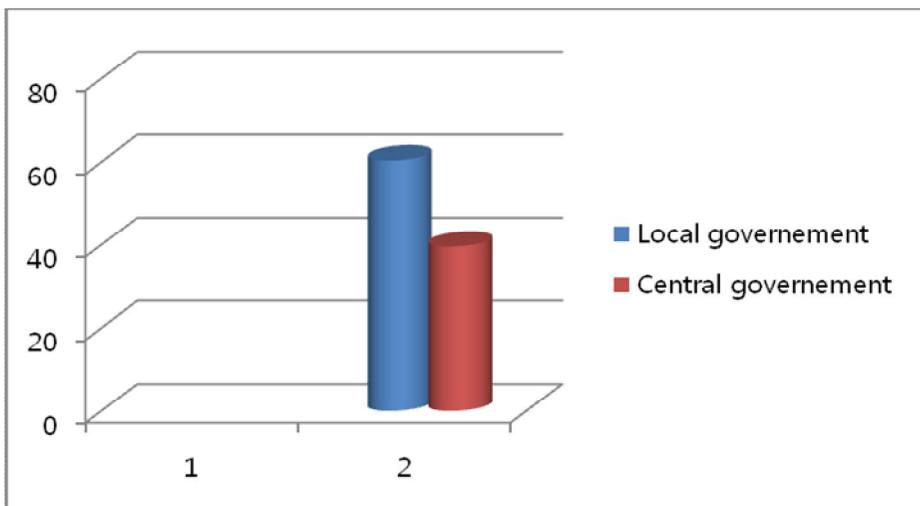


Figure 4: General distribution of respondents

b. Gender and respondents

The survey result shows that the majority of respondents are male consisting of 68.13 % and the remaining 31.87 % are female as shown in the graph below:

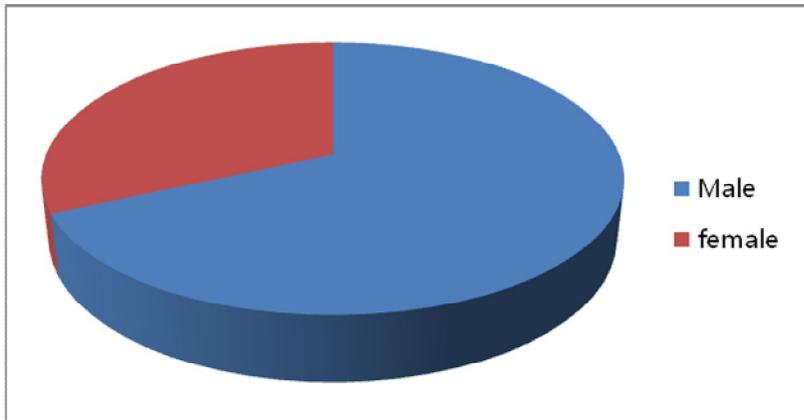


Figure 5: Gender of respondents

This shows that gender was considered a priority in the survey and the answers provided on gender issues in survey, as a crosscutting issues to a large extent are expected to be a true reflection of the reality on ground.

c. Other demographic characteristics of respondents

Other demographic characteristics indicate that 50.63% are professionals while the remaining half occupies a high level position within their institutions. Among the later, 30.77% are heads of departments and others 14% are senior managers. The large number of respondents holds a bachelor degree, while others have a master's degree. Only 2.8% hold a diploma. Those holding a bachelor degree represent 72.6% while 22.6% hold a master's degree. Among the respondents, no one hold a doctoral degree.

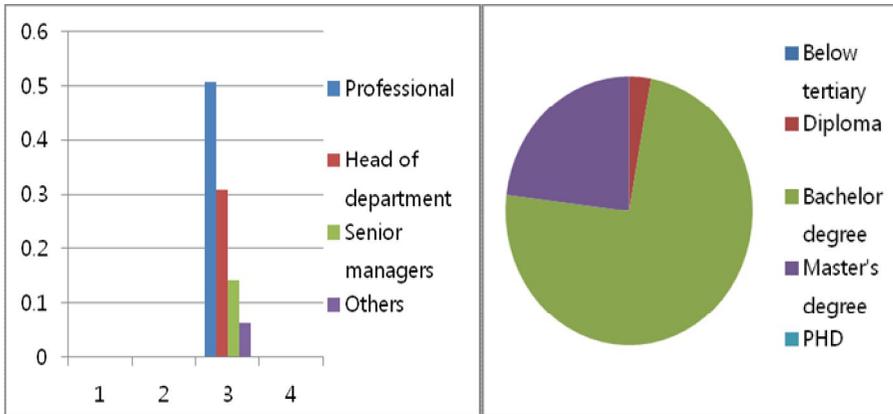


Figure 6: work position

Figure 7: Level of education

Furthermore, a large number of respondents are aged between 31 to 40 years old and consequently have a long experience working in the public sector. As shown in graph 5 and 6, only 15.5% are aged between 41 to 50 years while the remaining is below that age. Among them, 65.5% are aged between 31 and 40 years old and the 14.05% are between 21 to 30 years old.

The survey also shows that 48.8% of the respondents have a working experience ranging between 5 to 10 years. 27.3% are below 5 years work experience while 9.5% have 11 to 20 years work experience.

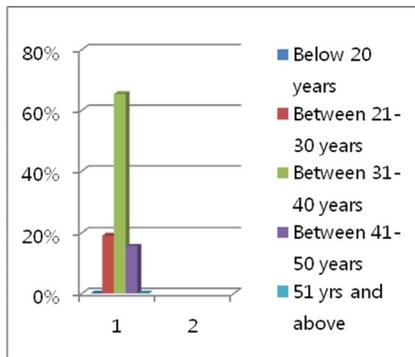


Figure 8: Age of respondents

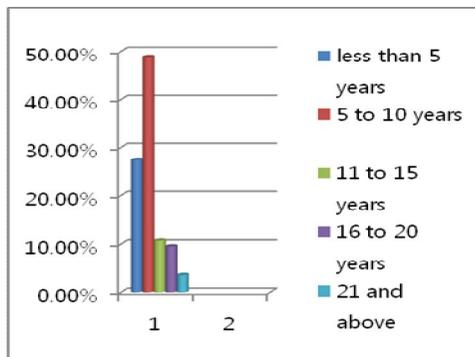


Figure 9: Working experience

4.2.2. Interpretations

The demographic characteristics of respondents make the study valuable in that, respondents have a strong knowledge about the civil service in Rwanda. Their strong working experience can make one suppose that almost all respondents was in civil service during the introduction of PC imihigo hence have experienced the evolution of the later in its stages.

Considering that they occupy managerial post as well as professional one, respondents deal on daily basis with the management of imihigo at respective levels. Due to this respondent's experience and accessibility of information, the validity of this survey is acceptable.

4.3. Overview of performance contract imihigo

4.3.1. Preparation of performance contract imihigo

4.3.1.1. Priorities included in performance contract imihigo

The PC imihigo of the district focus mainly on the national priorities, districts development plans and sectors under the district priorities. However the survey shows that the large number of respondents puts more emphasis on national priorities.

Priorities / rank (%)	1	2	3	4	5	6	Weighted average
National Priorities	59.6	19.3	7.02	5.26	5.26	3.51	24.4
District priorities	19.3	49.12	19.3	8.77	3.51	0	22.5
Lower adm entities priorities	15.7	19.3	35.09	28.07	1.75	0	19.9
Pending issues within the district	15.7	5.26	26.32	29.82	21.05	1.75	17.1
District stakeholders priorities	7.02	7.02	8.77	14.04	56.14	7.02	13.0
Others	7.02	0	7.02	7.02	3.51	75.44	8.3
Total							105.2

Table 2: Priorities included in PC imihigo

As table 2 shows, the majority of respondent think that national priorities should be given much importance during the preparation of imihigo with 24.4 average points, followed by district priorities with 22.5 average points. District stakeholder’s priorities and pending issues have relatively less importance than other above.

The survey findings suggest that different priorities are considered during the preparation of imihigo and the most important being the national priorities. However including different priorities might distract district officials and may have negative impact since different priorities might create duplication in their implementation. In this regard, there is a need of assuring that national priorities reflect district priorities which in turn reflects other stakeholder’s priorities.

The survey results also suggest that, pending issues within the district are not

given much importance and this can cause bad performance at the end of the period, as they will not be budgeted for, hence accomplishments of started activities will be affected. In the end, accumulation of pending issues will create chaos at a particular period.

4.3.1.2. Planning board at district

The Ministry of Local Government MINALOC instruction on preparation of imihigo, states that, the planning board at district level should be comprised of district senior management (mayor of the district, vice mayors and executives secretaries) and members of the joint action development forum (JADF) which is made mainly by all the business community, civil society in general and other development organization working in the district.

However the survey results suggest that the district staff members, lower administrative entities and key individuals should be part of the planning board even though it is not on the same extent as it is for district senior management and JADF members.

Planning board / rank (%)	1	2	3	4	5	6	Weighted average
District senior management	52.63	15.79	14.04	5.26	10.53	1.75	23.3
JADF members	28.82	35.09	12.28	14.04	5.26	3.51	21.6
District staff members	19.64	21.43	39.29	14.29	5.36	0	20.7
Lower administrative entities	17.86	10.71	25	32.14	10.71	3.57	18.2
key individuals within the district	7.27	14.55	7.27	21.82	47.27	1.82	14.6
Others	10	0	5	0	5	80	8.1

Table 3: Planning board in the imihigo preparation

As can be seen on table 3 respondents give more importance to district senior management to be part of the planning board in the preparation of imihigo with 23.3 average point and JADF members with 21.6. This confirms what the MINALOC instructions provide for those who form the planning board. However, respondents feel that district staff members should also be part of that board as well as key individuals within the district. The later comprised of professors, engineers or other individuals who holds special skills and expertise who might bring ideas on the implementations of some projects and share their knowledge on how district can achieve an excellent and efficient performance. Although the two categories are not considered to be important in the preparation of imihigo, they play an important role in their implementation. The reason why they are not given much importance is because they participate in a way or another to the planning process but not necessarily in the decision making panel.

Hence, the planning board must be widened to include all the categories cited

above in order to follow the participatory principle but also to plan efficiently and effectively.

4.3.1.3. What are the objectives that imihigo should focus on

The PC imihigo have different objectives. The survey shows that respondents give more importance to speeding up local and national development as compared with other objectives of PC imihigo approach as shown in table 6.

Objectives / rank (%)	1	2	3	4	5	6	7	8	weighted average
Speed up local and national development	68.42	17.54	7.02	0	3.51	0	0	3.51	20.3
Promote result oriented performance	26.79	37.5	14.29	5.36	7.14	3.57	3.57	1.79	17.7
Reward innovation and competitiveness	7.14	14.29	28.57	21.43	17.86	7.14	3.57	0	14.9
Encourage public participation, voice and accountability	12.5	19.64	26.79	26.79	8.93	0	5.36	0	16.1
Promote dialogue with civil society and citizens in policy formulation	7.14	8.93	7.14	23.21	32.14	12.5	5.36	3.57	12.7
Promote zeal and determination to achieve set goal	5.36	12.5	8.93	7.14	10.71	32.29	14.29	1.79	10.8
Encourage regular evaluation	7.14	8.39	3.57	1.79	3.57	17.86	57.14	0	9.1
Other	5.56	0	5.56	0	0	2.78	5.56	80.56	4.9

Table 4: Objectives of imihigo and their importance

The survey shows that a large number of respondents think that the current performance contract system, should focus on speeding up local and national development; as shown in table 4. The survey also shows that imihigo should also promote result oriented performance as well as to encourages public participation voice and accountability.

The relatively large number of respondents shows a reticence toward promoting dialogue with the civil society and citizen in policy formulation however respondent felt that the civil society who form the JADF should be in the planning board and this create contradictory result. This might be caused by the fact that there are few programs; jointly implemented by district and civil society, are included in the imihigo. Another reason is that respondents think that civil society should have their imihigo different from the imihigo of the district.

Even if those objectives are complementary and interrelated, the government should continue to focus more on speeding up the local and national development by encouraging all key stakeholders to have a full participation in that endeavor.

4.3.1.4. Clarity of the indicators provided by central government and involvement of lower administrative entities

During the planning process, the central government through MINALOC

provides a list of key indicators to be based on by districts when elaborating PC. The survey shows that the majority of respondents agree that key indicators are clear.

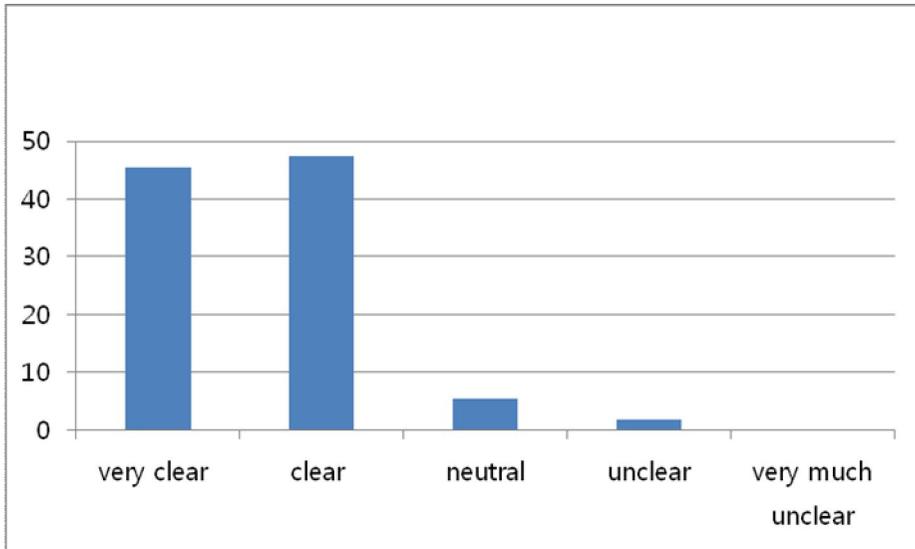


Figure 10: clarity of indicator provided by central government

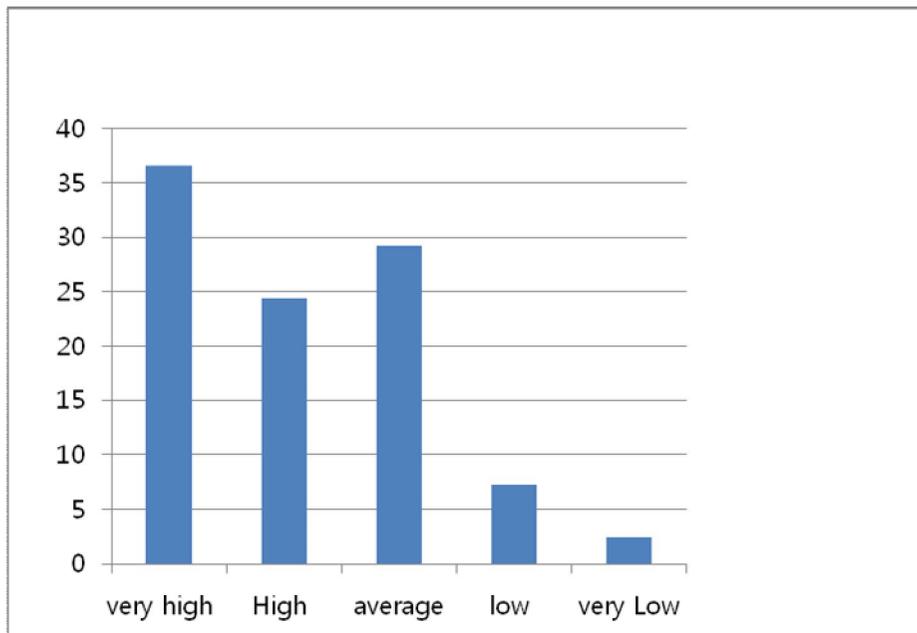
As shown in table 7, 45.61% of respondents agree that indicators provided by central government are very much clear while a big number representing 47.37% says they are clear. A small number however feels that those indicators are unclear. The survey also shows that some people were undecided whether or not those indicators are clear or not though it is small (5.26%).

The survey also shows that lower administrative entities (sectors, cells and village level officials) are involved in the planning process with a high level of involvement in general.

Level of involment	purcentage
Yes	78.95
No	10.53
I don't know	10.53
Total	100

Table 5: involvement of lower administrative entities

We can see from table 5 that, the majority of respondents agrees that lower administrative entities within the districts are involved during the planning process with 78.95%, while 10.53% don't agree with the statement and the same number don't know whether lower administrative entities are involves or not.



Graph 8: Involvement level of lower administrative entities

Asked how those administrative entities are involved, the majority think that the later are very highly involved in the planning process while on the other

side, 29.27 think that their involvement level is on average.

The planning process involves various stakeholders, but the most important should be lower administrative entities specially sectors because the said imihigo will be implemented in their locality and they will be fully involved .However the result shows that although they are the one to implement those set target, they don't play enough role in planning, a situation which might brings difficulties throughout the whole implementation process.

4.3.2. Stakeholders participation during the implementation of Imihigo

The management and the whole process of imihigo are carried out by the district entity but involve different stakeholders fulfilling different role. However the survey shows that some are more important than others. It is seen from table 6 that NGOs play an important role in the implementation of imihigo than other stakeholders.

Participants / rank (%)	1	2	3	4	5	6	7	weighted average
International Organizations	16.98	24.53	15.09	11.32	15.09	15.09	1.89	16.6
Business community/Private sector	16.98	28.3	18.87	18.87	5.66	11.32	0	17.8
Nongovernmental organizations	20.75	20.75	35.85	13.21	5.66	1.89	1.89	18.7
Faith based organizations	9.43	7.55	9.43	33.96	32.08	3.77	3.77	14.4

Other members of the civil society	1.89	15.09	20.75	11.32	22.64	28.3	0	13.5
The general population	27.45	17.65	7.84	5.88	15.69	23.53	1.96	16.3
Other	12.12	3.03	6.06	0	0	0	78.79	7.6

Table 6: Stakeholder’s participation during implementation of imihigo

The survey results shows that NGOs and business community are more important than other stakeholders in the implementation of imihigo . NGOs and the business community contribute much to the overall performance of the district because of their expertise and financial means they provide. Their projects and achievement boost the economic and social welfare of the population. In addition, NGOs have relatively skilled staff and expertise in their area of interventions.

Faith based organization intervene mainly in social protection matter and does not have a high impact on the district performance. They are not involved in developmental projects.

These findings are supported by the Netherlands development organization (SNV) in their report on the joint action development forum in Rwanda (2009), where it is stated that development partners were involved in several efforts to improve the capacity of the district to assess need and to monitor development progress. For example, Intra-health a partner in the health sector developed a self assessment tool for district which was integrated in the planning process of the district; it eased local government to systematically scan the range of capabilities required to effectively finance, manage and

deliver health services.

The general population has a big role to play in the imihigo implementation because they are the grass roots level implementers. Although they were not given much importance, their influence has more impact at village level and not at district level.

The civil society platform in Rwanda (2011) reports that the general population participation in the imihigo process is still low, thus have to be uplifted. In districts where population has a relatively high participation, the performance rates consequently high. The civil society believes that, a low participation of the local community may result into poor service delivery by district authority.

4.3.3. Performance contract Imihigo evaluation

4.3.3.1. Frequency of evaluation and its fairness

The PC imihigo evaluation is carried out at regular period of time and at different level. The MINALOC instructions on how to evaluate imihigo states that, at each administration level, the monitoring should be carried out frequently but not exceeding one month period. The evaluation at household up to sectors level is carried out quarterly while on district level it is done after six months.

The survey results shows that a big number prefer the evaluation to be carried out after 6 months at district level hence supporting existing practices.

Frequency	Frequency(%)
Every month	15 (16.98)
Every 4 month	21 (22.94)
Every 6 months	68 (75.47)
Every year	34(37.74)
Longer than 1 year	15 (16.98)
Total	

Table 7: frequency of PC imihigo evaluation

The results from table 7 show that, the majority of respondents prefer a regular evaluation of activities every 6 months period, representing 75.47%. As we can also see from the table 37.74% of respondents think that the evaluation should be conducted every year while 22.94% prefer a quarterly evaluation (every 4 months).

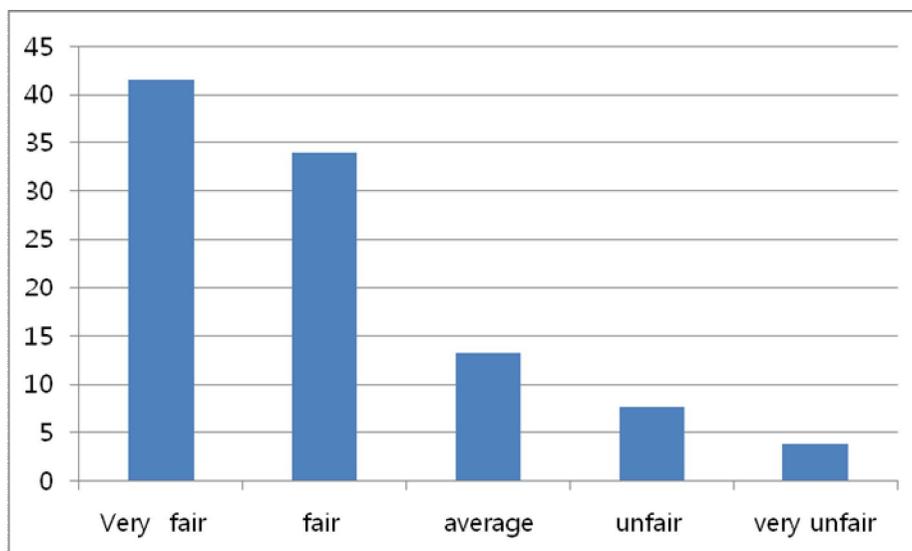


Figure 11: Fairness in evaluation process undertaken by central government

On the specific question whether evaluation conducted by central government at district level is fair enough, note that this evaluation is carried out every 6 months; majority of respondents think that the evaluation is fair enough with 41.51% supporting that it is very fair while 33.96% think it fair. Respondents think that the evaluation is fair enough because it involves all stakeholders at all level. Officials from central government working with key ministries work together with those in local government (representing all administrative entities) and make a deep assessment on the ground.

The small number of respondents who argue that the evaluation is not fair (10%) think that there should be some mechanisms to reduce the controversy which can cause conflicts between government institutions. Evaluation must be prepared in advance and have to take into consideration all difficulties and realities on the ground. An evaluation conducted within a short period as wished by respondents might not take into consideration all aspects or the period would be short to make a objective evaluation as some activities requires relatively enough time to be operational.

4.3.3.2. How is the evaluation report used

Normally, the result from the evaluation should help managers and policy makers to take corrective measures in relation to previous performance and hindrances which caused poor or unsatisfactory performance. The survey shows that the evaluation report is used for different aims. According to the

majority of respondents, the report is used to correct implementation mistakes that occurred during the evaluation period in other word the previous exercise period.

Choices	Percentage
To correct implementation mistakes encountered the previous year	84.91
To reward outstanding performance	52.83
Helps in the budgeting process	49.06
Help in the planning phase	73.58
To identify training needs among employees	28.3
To punish below average performance	18.87
To strengthen result oriented performance	67.92
Other	3.77
Total	

Table 8: How evaluation results are used

The evaluation report is used in different ways. The table 8 shows that 84.91% agrees that it is used to correct implementation mistakes encountered during the previous year. It also shows that the evaluation report help managers in the planning phase (73.58%) and to strengthen result oriented performance (67.92%).the survey also shows that the report is used to reward outstanding performance, help in the budgeting process and to identify training needs among employees with 52.83%, 49.06% and 28.3% respectively.

The results show that emphasis was put to correct mistakes consequently to

plan effectively from lessons learnt which in turn strengthen result oriented performance. However the performance management system would be fully strengthened if those who take part in its strengthening in other words employees; benefit from it in terms of capacity building. A good performance system should take into consideration existing skills gap among employees hence fill those gap through appropriate training.

The survey result tells us that respondents feel the evaluation should bring corrective and positive effects to the performance contract system in Rwanda; rather than just punishing bad performance. This is because the performance contract system is a new tool in the Rwanda’s public sector hence is in the process of being strengthened. Respondents might fear that punishment measures drawn from the imihigo system would be subjective and unfair.

4.4. Role of PC imihigo in the effective implementation of government program, policy

4.4.1. Role of PC imihigo in the planning phase

Role of Imihigo in planning phase /%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St. Dev.
Influence in the effective implementation	59.62	40.38	0	0	0	20	25.24
Help in the annual planning	59.62	36.54	1.92	1.92	0	20	24.07
Budgeting process carried out effectively	44.23	34.62	17.31	3.85	0	20	17.14
Help individuals understand values, strategic obj. and goals	44.23	40.38	5.77	7.69	1.92	20	18.35

Table 9: Role of imihigo in the planning phase

The survey findings shows that PC imihigo influence heavily in the effective implementation of government programs; and policy as respondents agree at 99.62% Respondents also strongly agree that it help in the annual planning and that the budgeting process is carried out effectively.

Table 9 shows that the same trend is observed on whether PC imihigo helps individuals to understand values, strategic objectives and goals of the districts, where the majority of respondents strongly agree (44.23%) and 40.38% just agree with the statement.

The participation of employees in setting targets and budget is one factor of the findings above. This is due to the fact that a large number of districts employees are academically qualified and have basic skills related to planning in general. However in some countries, especially in the local government, some research shows that employees don't have skills and academic qualifications to set the targets to be achieved in the performance contract. For the case of Kenya, Kariuki and Messah (2011), state that low level of academic qualifications result to less number of employees being involved in setting target

These findings show how PC imihigo play a key role in effective implementation of government program in general because PC imihigo helps in the planning phase and budgeting. These results are supported by the correlation table below where it is approved that there is a significant positive correlation between the 3 variables.

Pearson correlation	Effective implementation	Planning effectiveness	Effective budgeting	Values, strategic objectives understanding
Effective implementation	1	0.513**	0.414**	0.226*
Planning effectiveness	0.513**	1	0.412**	0.285*
Effective budgeting	0.414**	0.412**	1	0.536**
Values, strategic objectives understanding	0.226*	0.285*	0.536**	1

Table 10: effective implementation, planning, budgeting and understanding strategic objectives correlation

**correlation is significant at 0.05 levels

*correlation is significant at 0.01 levels

The result from table 10 means that if the planning is believed to be effective, as well as the planning process, consequently there will be an effective implementation; when employees understand strategic objectives and values of the districts.

The findings are also supported by Scher (2010) who states that the planning process in imihigo which included meetings at every level of government, gave central agencies and district governments a chance to negotiate targets. The procedure aimed to make targets measurable and achievable, and allowed the central government to keep tabs on districts throughout Rwanda.

4.4.2. Role of PC imihigo in the implementation phase

After targets to be achieved are set, the next step is the implementation of set activities. This process requires participation of everyone in the district but

also stakeholders of the districts.

The survey shows that PC imihigo have a great impact with regard to a successful implementation of set activities.

Role of imihigo during the implementation	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St.Dev
District staff are result oriented and focus on outcomes	73.08	26.02	0	0	0	20	28.47
Avoid role ambiguity among employees	38.46	48.08	5.77	3.85	3.85	20	19.25
Increase speed at which activities are carried out	65.38	30.77	1.92	1.92	0	20	25.41
Enhance team work within districts and stakeholders	50	40.38	3.85	5.77	0	20	20.87
A good for improving employee competence	42.31	36.54	15.38	5.77	0	20	16.70

Table 11: Role of imihigo in the effective implementation of government programs

As per the table 11, majority of respondents strongly agree that PC imihigo helped district staff to be result oriented and have a strong focus on outcomes. The survey also shows that PC imihigo enhanced speed at which activities are carried out along with avoiding role ambiguity among employees. . The result from the table 11 shows us that PC enhanced team work within district and stakeholders of the districts. All these features contributed to the competences in general hence attributing PC imihigo as a good tool boosting employee competence as far as the majority of respondents agrees to that.

As Kariuki and Messah (2011) point out, performance contract has improved

performance contract in Kenya because work environment has improved as employees were able to work towards set targets which if met on time had a reward and if not a sanctions. For the case of Rwanda, this attitude is also the prime determinant of employees competences with regard to PC imihigo.

The analysis goes further and assess whether these attributes that PC imihigo introduction brought actually have an impact on the effective implementation of government programs.

Pearson correlation	Effective implementation	Focus on outcomes /result oriented	Role ambiguity avoidance	Implementation speed	Team work	Improvement of employee competences
Effective implementation	1	0.296*	0.278*	0.407**	0.256	0.320*
Focus on outcomes /result oriented	0.296*	1	0.175	0.162	0.099	0.399**
Role ambiguity avoidance	0.278*	0.175	1	0.568**	0.610**	0.337*
Implementation speed	0.407**	0.162	0.568**	1	0.656**	0.354*
Team work	0.256	0.099	0.610**	0.656**	1	0.222
Improvement of employee competences	0.320*	0.399**	0.337*	0.354*	0.222	1

Table 12: Relationship between implantation processes attributes

****correlation is significant at the 0.05 level**
***correlation is significant at the 0.01 level**

The correlation significance table shows us that all the variables cited above have a positive correlation to the effective implementation of government programs, excluding team work. Team work on the other side has a positive impact in avoiding role ambiguity among employees and in enhancing speed

at which activities are carried out. Findings helps us to come to a conclusion that despite some hindrances, PC imihigo is contributing much to the implementation of the set targets as far as district is concerned. It is obvious that once employees knows their role and are result oriented, activities will be carried out with speed when there is a good coordination among all actors. However there is need to always boost competence of employees to fill the gap which might exist, with proper training.

4.4.3. Role of PC imihigo in the evaluation phase and other features

Once activities are implemented, the next step is to evaluate whether it has been implemented effectively. This exercise is supported by the monitoring at regular period of time. The evaluation can also test whether the result brought the expected impact or outcomes. In this section, other features of the PC imihigo are studied and don't have any connection with the evaluation phase.

Role of Imihigo in evaluation phase, other features/%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	mean	St. Dev
coordination among district stakeholders	36.54	50	13.46	0	0	20	20.08
efficiency in resource utilization	34.62	42.31	21.15	0	1.92	20	16.97
enhance speed of service delivery within the district	32.69	48.08	13.46	5.77	0	20	17.86
individuals ensure close monitoring of set activities	53.85	40.38	1.92	1.92	1.92	20	22.55
create a spirit of accountability	53.85	40.38	1.92	1.92	1.92	20	22.55

Table 13: Role of PC imihigo in the evaluation phase and other features

The survey findings show a relatively high percentage of respondents who agree that PC imihigo enhance good coordination among districts stakeholders and that there is efficient resource utilization. These results support the findings seen on the previous section in relation to the effective implementation of government programs. In addition to these, almost 80% of respondents agree that PC imihigo has enhanced speed at which service are delivered to the population and to other district clients

Pearson correlation	Effective implementation	Resource utilization efficiency	Service delivery speed	Good coordination with stakeholders	Monitoring of the set activities	Spirit of accountability
Effective implementation	1	0.351*	0.171	0.284*	0.340*	0.241
Resource utilization efficiency	0.351*	1	0.510**	0.577**	0.692**	0.237
service delivery	0.171	0.510**	1	0.558**	0.331*	0.331*

speed						
Good coordination with stakeholders	0.284*	0.577**	0.558**	1	0.469**	0.505**
Monitoring of the set activities	0.340*	0.692**	0.331*	0.469**	1	0.266
Spirit of accountability	0.241	0.237	0.331*	0.505**	0.266	1

Table14: Relationship between effective implementation and effective evaluation attributes.

The survey results from table 13 shows us that there is an effective monitoring and evaluation of set activities. This is due mainly because employees know what they should do and how it should be done and when it should be done, in other words the planning of activities is effectively undertaken from the beginning of the policy process. Another reason is the spirit of accountability which is the main principles of the PC imihigo. Because authorities of the district and the entire staff know that they should be accountable for their actions, they give much attention and devote themselves to achieve what they planned hence putting in place a good M&E system.

Like other attributes that plays a role in the effective implementation, survey findings shows that coordination between stakeholders, efficient resource utilization and good monitoring and evaluation process; have a positive correlation with the effective implication. However it speeds at delivering services does not have any correlation with effective implementation as shown in the correlation table 14 above.

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
effective implementation	Equal variances assumed	.760	.390	-.384	34	.703	-.07407	.19266	-.46561	.31746
	Equal variances not assumed			-.385	13.769	.706	-.07407	.19252	-.48764	.33949

Table 15: Equality of means between work position and effective implementation

Table 15 shows us that there is no difference between professional and senior manager work position in district with regard to the effective implementation of government programs. By developing a null hypothesis stated as “there is no difference between the 2 variables on their views regarding the effective implementation of government programs and policies due to the introduction of PC imihigo”, statistical analysis reveals that the T value of 0.703 is greater than the 0.05 confidence level hence we fail to reject the null hypothesis and conclude that there is a same perception on imihigo with regards to effective implementation between the 2 work positions.

The same analysis was done between head of department and senior managers to assess whether they have different opinion in relation to imihigo when asked if it contribute to the effective implementation of government programs and the result are the same as the previous, thus failed to reject the null hypothesis; as the result shows a T value of 0.605, a value greater to 0.005 confidence level.

The analysis went further to assess whether differences in working experience would affect the perception of employees on the role of imihigo in the effective implementation of government programs and policies. The result shows that there is no significant difference between highly experienced employees and those having a relatively less work experience.

		Levene's Test for Equality of Variances		t-test for Equality of Means						
		F	Sig.	t	df	Sig. (2-tailed)	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
									Lower	Upper
effective implemetation	Equal variances assumed	.084	.777	.145	13	.887	.03571	.24564	-.49497	.56640
	Equal variances not assumed			.145	12.517	.887	.03571	.24658	-.49907	.57050

Table 16: Equality of means between work experiences toward effective implementation

As the table 16 shows, there is no statistical difference between employees having less than 5 years of experience and those having more than 16 years to 20 years with regard to whether imihigo has a role in the effective implementation of government programs. The conclusion is reached by comparing the T value of 0.887 with the 0.005 confidence level. If the T value is greater than 0.05 we will not reject the null hypothesis stating that there is no significant difference between highly experienced employees and those with low experience with regard to the contribution of imihigo in the effective

implementation of government programs.

Note also that all working experience categories have been analyzed concluding to the same findings as the previous analysis.

In general performance contract imihigo has been identified by respondents as a successful instrument in the implementation of government programs and policies. However performance contract system elsewhere has been noted to be unsuccessful and presenting many weaknesses in its processes. In addition to that, in some countries, the productivity expected from performance contracting system was not achieved. For example in OECD countries, a number of areas in the performance contracting process were identified as requiring further development. Specifically, identifying and measuring performance targets, measuring and evaluating results, and setting meaningful incentives for individuals and organizations against contract goals were highlighted consistently across case studies as weaknesses of performance contracting (Lidbury and Petrie, 1999).

In the case of China SOEs, Shirley and Xu, 1999, find out that performance contract did not improve the productivity of SOEs in China. They suggest that PCs are ineffective in competitive firms and can harm when they do not reduce information asymmetry and provide weak incentives.

In the case of Rwanda, PCs effectiveness can be attributed to its traditional roots and spirit of government authorities most specifically the commitment by local government authorities. Imihigo is considered an oath, a pledge to many because in Rwandan culture and traditions, failure to accomplish pledge

is unacceptable hence individuals commit themselves to those pledge. In addition, district authorities are in competition toward national development thus making PCs system successful toward the implementation of government programs. Recent data shows that Rwanda has made impressive socio economic development. For example the economy has been growing on 7.5% per annum on average during the past 5 years. NISR (2012) in its 3rd report states that one million people graduated from poverty from 2006 to 2011, a period which coincide with the introduction of imihigo system. During this period, Rwanda has been improving and almost meeting all the MDGs indicators as reported by United Nations on the Millennium Development Goals.

4.5. How does PC imihigo influence working relationship and behavioral change in the district?

4.5.1. Working relationship between district officials and district staffs

The survey result shows us that in general, there is a good working relationship between district officials and district staff and between staffs in particular. The table 15 shows that, almost 86.5% of respondents agree that PC imihigo enhanced interpersonal and working relationship in the district. The survey result also tells us that it has also enhanced district officials herein referred as employer- employee good relationship with around 80 % agreeing to this statement.

Interworking relationship within the district/%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St. Dev.
PC imihigo enhanced interpersonal and working relationship	36.54	50	7.69	5.77	0	20	19.63
PC imihigo enhanced employer -employee good relationship	34.62	46.15	17.31	1.92	1.92	20	17.66
district officials and employee sit together for PC issues	53.85	36.54	7.69	1.92	0	20	21.44
frequent communication between officials and employee	48.08	38.46	11.54	1.92	0	20	19.64
district officials encourage open discussion with subordinates	42.31	40.38	15.38	0	1.92	20	18.23

Table 17: Working relationship in the district

The good relationship between officials and employees and between employees themselves is a result of managerial practices such as frequent communication between co-workers and the fact that there is a frequent communication between officials and employees with regard to their performance; but also because that said communication is as open as possible as shown in the figures above the majority (82.31%) agrees to that statement. In addition to these arguments, the fact that officials always sit together with their subordinates to discuss PC imihigo issues, contribute much to the good working environment uplifted by a good working relationship of all parties involved.

4.5.2. Working relationship between district and its stakeholders

District as an entity, work with different actors during the implementation of its targets; ranging from central government and its agencies, private business, the civil society organizations and international organizations, without forgetting the general population to whom the district is answerable to.

Interworking relationship with stakeholders/%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St. Dev
Central, local gov. and gov. agencies work hand in hand	50	42.31	7.69	0	0	20	21.68
With PC Imihigo, district officials are close to the people	38.46	40.38	11.54	5.77	3.85	20	16.07
PC imihigo enhanced good relation btn district and stakeholders	46.15	50	0	3.85	0	20	23
District officials meet regularly with stakeholders	38.46	44.23	13.46	3.85	0	20	18.06
District officials facilitate stakeholders through quick service delivery	42.31	42.31	7.69	5.77	1.92	20	18.31

Table 18: district and its stakeholders working relationship

With regard to working relationship between district and its stakeholders, the survey result show that there is a good working relationship between district and its stakeholders. This is supported by 92.31% of respondents who agree

that central government and its agencies work hand in hand with the district than before the introduction of PC imihigo. This is also because, central government has a big interest in implementing its policies and programs through local government entities, as their prime role of the later is to put into practice policies and to deliver services to the general population.

Pearson correlation**	Interpersonal and working relationship	Pearson correlation**	Interpersonal and working relationship
Interpersonal and working relationship	1	Facilitation to stakeholders	0.422
Stakeholder relationship	0.730	Employer-employee relationship	0.656
Closeness to the people	0.593	Frequent communication with subordinates	0.416
District stakeholders relationship	0.615	Open discussion with subordinates	0.602
Meeting with stakeholders	0.402		

Table 19: Interpersonal working relationship attributes correlation significance

**** All correlations are significant at 0.01 level**

The result of the survey also shows us that district officials facilitate stakeholders in the attainment of their objectives through quick service delivery mainly because they regularly meet to discuss PC imihigo issues, note that early findings showed us that stakeholders have a great participation in all endeavors regarding imihigo.

Although the majority agrees that there is a good relationship with stakeholders, efforts need to be supplied to lift up the relationship already

existing especially with the general population through meeting regularly, and showing them support.

The correlation table above shows that there is a positive correlation between interpersonal and working relationship in district and different variables. For example, if there is a good relationship between district stakeholders and district, it will enhance interpersonal and working relationship which in turn can boost performance of the district.

4.5.3. How PC imihigo enhance district’s employees behavioral change

The survey findings show that, PC imihigo has enhanced change in some behavior within the district staff members. The majority of respondents agree that PC Imihigo has enhanced competition, team work, hard working, innovation, excellence and continuous improvement. The survey result as shown in table 18 reveals us that, Performance contract has not decreased absenteeism rate and that it has no effect on motivation of employees.

Behavioural change	Percentage	Behavioural change	Percentage
It increased competition	76.92	Increased motivation of employee	46.15
Excellence and continuous improvement	59.62	It enhanced innovation	63.46
It enhanced team work spirit	73.09	Employee are more ambitious	32.69
It decreased absenteeism rate	21.15	Employee are committed to the district	38.46
Enhanced hard working	86.54	It enhanced self esteem	34.62

Employee seek and accept responsibility	48.08		
---	-------	--	--

Table 20: How PC imihigo enhance behavior change in the district

Employee motivation is caused by a number of factors. In the case of Rwanda’s local government it is obvious from the survey result that performance contract system does not affect the motivation of employees.

The result shows us also that the absenteeism rate has not decreased due to imihigo and these is probably caused by the fact that district are now working under a result oriented and performance based system which does not take much attention to how employees report to the office rather focus on result at the end of the period.

Respondents were asked to give more details on other behavior that were noticed due to the introduction of PC imihigo. The majority responded that it influenced eagerness to achieve the planned target among employees. They also emphasized on innovation, creativity and ownership spirit that resulted from the introduction of PC imihigo. Time management, speed in delivery services, corruption decrease, skills development in different matters and social interaction among stakeholders were also noted by respondents as other changes observed.

One of the respondents however stressed on the pressure of work that employees face due to urgent programs which come from the central government repetitively.

4.6. Challenges encountered during the implementation of PC imihigo

4.6.1. Challenges in the planning phases

Imihigo has some challenges in its processes, from the planning phase, implementation phase and in the last phase which is the evaluation. Respondents agree that there are a range of challenges in those different phases. Table 19 shows that during the planning phase, there is a lack of baseline data for some programs. The majority of respondents also agree that some targets are over ambiguous and unrealistic.

Challenges in the planning phase%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St. Dev.
Unrealistic and overambitious target in Imihigo	37.25	41.18	11.76	9.8	0	20	16.24
Inadequate funding for some planned activities	41.18	43.14	11.76	3.92	0	20	18.50
Lack of baseline data in some cases for a proper planning	39.22	41.18	9.8	9.8	0	20	16.89
Confusion between output and indicators in some cases	31.37	49.02	7.94	9.8	1.96	20	17.50
Poor costing of activities due to ambiguous target	33.33	43.14	15.69	7.84	0	20	16

Table 21: Challenges in the planning phase of imihigo

This will result into lack of adequate funding for those activities and consequently some poor costing problems. However other activities having

baseline data and well planned will at a certain period lack fund as committed by donors due to rigid bureaucracy and or other political problems. These problems are caused by lack of skills in matters related to planning from employees as well as planners of the districts. Some of the challenges seen above are interconnected; for example unrealistic and overambitious target may cause lack of sufficient budget. The table below shows us that there is a strong positive correlation between the two variables.

Pearson correlation**	unrealistic and overambitious targets	inadequate funding
unrealistic and overambitious targets	1	0.768
inadequate funding	0.768	1

Table 22: Inadequate funding and unrealistic target relationship

**** Correlation is significant at the 0.01 level**

4.6.2. Challenges in the implementation phase

The survey result shows us that challenges exist while implementing set targets in imihigo. They are in part caused by limited skills of employees in some situations, for example some employees might focus much on imihigo and forget other routine attribution not included in the imihigo or might not have the ability to bring leverage on how to effectively do routine works and at the same time focus on their imihigo.

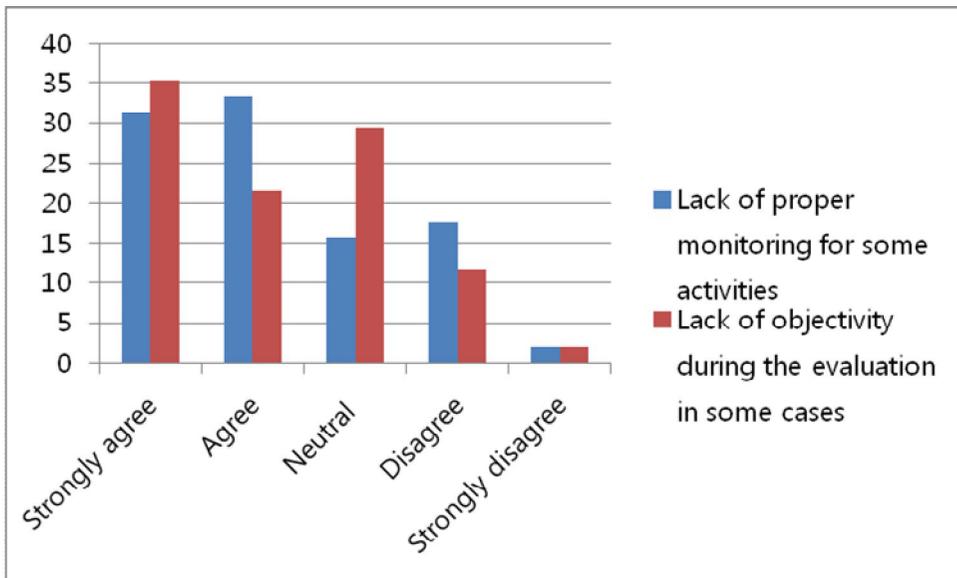
Challenges in the implementation phase%	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Mean	St.Dev.
Limited skills of employee in some case	39.22	33.33	7.84	19.61	0	20	14.8
some cases of coordination problems among stakeholders	33.33	41.18	9.8	15.69	0	20	15.16
activities not included in imihigo are not implemented effectively	37.25	31.37	7.84	19.61	3.92	20	12.91
confrontation between different programs	31.37	15.69	29.41	23.53	0	20	11.39

Table 23: Challenges in the implementation phase of imihigo

The table 23 shows us that in some case they are coordination problems among stakeholders which will at the end create confrontation between different programs. Although the later challenge was a subject of different opinion of respondents, this kind of confrontation is frequent. A concrete example is when a citizen goes to ask for an administrative service to local authority and the later ask him to bring a health insurance scheme card in first place, when this card is not a requirement. In his discretionary power, the local authorities take the advantage of the client to implement a government policy included in his imihigo, by avoiding following rules.

4.6.3. Challenges in the evaluation phase

During the evaluation phase, the PC imihigo faces some challenges namely lack of proper monitoring for some activities and lack of objectivity during the evaluation for some activities. Graph 10 tells us that, the majority agrees that these problems occur.



Graph 10: challenges in the evaluation phase

The reason behind this might be that, once the implementation of set activities in the imihigo start, district staff doesn't make regular monitoring for some activities because they are focused on big projects hence some which are considered small lose sight by management. Sometime it is also caused by financial means to go on ground as the district is vast and financial means are limited.

Consequently, the evaluation will also be subjective and or unfair. The evaluation process in some case does not involve evaluation expert who are familiar with evaluation techniques. In most cases, evaluation is based on observation and does not take into account hindrances that occurred during a particular period and which might be the causes of non attainment of some targets. The evaluation process does not take into account the productivity

cost, therefore, it only measure the output achieved with regard to that targeted, but does not take into consideration the input used. A project or program may be achieved as targeted while it has cost a relatively huge amount of administrative and operational cost. Therefore there is a need to develop an advanced monitoring and evaluation system of PC imihigo at all level of administration and to ensure its effective functioning.

Respondents gave detailed suggestions to improve the current PC imihigo approach. Timely planning, resource mobilization, a good coordination between different actors had much interest than others. A good number of respondents also suggested the use of ICT in the processes of imihigo as a way of solving communication problems.

One respondent stressed out that training and skills development of district employees would be of much importance to avoid all related challenges. Another important aspect is the monitoring and evaluation of imihigo whereby respondents propose a more flexible and well designed evaluation exercise.

Participants in this survey were also asked to give other attributes and characteristics of the PC imihigo in order to enhance some of the questions that were asked before and to obtain more details. Transparency, accountability, competition spirit, speed in delivering service and respect of

time were noted as being key attributes of Imihigo. PC imihigo also enhanced the performance of employees, increased the social justice as well as ownership of developmental agenda from development partners as many pointed out during this survey.

4.7. Major findings of the research

The research has come across a number of key findings. The performance contract system in Rwanda's local government takes into consideration different priorities of stakeholders. The research found out that the districts give more importance to priorities provided by the central government as they are drawn from national strategic documents such as the vision 2020 paper and MDGs priorities. The result of this research also reveals that, PC imihigo system is build to achieve a number of objectives the most important one being to speed up local and national development. This has shaped the way planning and implementation is done at local level where district's development partners have a high involvement in the process. It is in this regard that NGOs and international organizations take a lead among other stakeholders to make imihigo successful.

The performance evaluation is conducted by a team from the central government who work jointly with staff at local level; the evaluation is carried out after 6 months from the first day of fiscal calendar; at district level and quarterly at all other lower administrative entities within the district (villages,

Cells and sectors) and this has been confirmed by majority of respondents to be more preferable. Performance evaluation is perceived by most of the respondents to correct mistakes and to strengthen the performance based system rather than punishing below average performance.

The survey results also show that due to the introduction of performance contract, the implementation of government programs and policies is more effective. It has also shaped relationship already existing between different stakeholders but also between district staff members; along with some change in behavior among employees. The research reveals also that there is a positive correlation between those relationship attributes with the good interpersonal and working relationship in district

The assessment reveals that the planning, implementation and evaluation process has been more productive than before; in that it has enhanced smart planning and budgeting processes in general. team work spirit as well as speed in delivering services to the population are noticed in district. Performance contract imihigo enabled the efficient use of government resources due to the fact that effective coordination between stakeholders involved have improved.

Imihigo system is bringing some change in attitudes and behavior of district employees. The research finds out that it has enhanced competition between districts, innovation, team work spirit as well as hard work. However PC

imihigo have not had any effect on motivation, absenteeism rate of employees as well as being committed to the district.

Notwithstanding the effectiveness of imihigo in policy implementation, it still have some challenges in its processes. The study found out that imihigo encounters lack of baseline data, overambitious and unrealistic targets which result into lack of sufficient budget in its planning phase. In addition, there are some coordination problems which cause confrontations between programs. All these problems are caused mostly by some gap in skills among some district's employees and/or sometimes due to discretionary power that district employees have.

The research findings show that pending issues within the district are not given much importance and that the general population is not fully participative in the entire process of imihigo. Urgent matters from the central government on a repetitive basis create pressure and confusions in district. Finally the evaluation process is sometime subjective and does not take into account the productivity cost of some programs.

Chapter 5: Conclusion and recommendations

5.1. Conclusion

Performance contract Imihigo as a tool for achieving a successful performance based management system and a result oriented management has grown to become a strong tool through which performance in the local government is measured toward a sustainable economic development and poverty reduction.

Based on the analysis of the data collected in different district of Rwanda, PC imihigo has contributed much to the economic development that Rwanda has achieved during the previous years. The study findings state that performance contract take into account national priorities and district priorities for development as well as other stakeholder's priorities. These priorities are all interrelated but not integrated in order to avoid duplication and confusions.

Moreover, PC imihigo fulfill a number of objectives along with speeding national and local development such as promoting result oriented performance, to encourage public participation, voice and accountability, promote dialogue with civil society and citizen participation in policy formulation, etc.

The study findings also shows that PC imihigo has played a key role in the effective implementation of government programs and policies as well as in the planning and budgeting processes at large. The spirit of competition existing among districts and other local entities; as well as speed of delivery

together with coordination among stakeholders are the pillars of this success.

However there is still some challenges which the government should tackle in relation to the entire process of PC imihigo and the performance based management in general. there are still some problems related to effective planning, implementation, monitoring and evaluation as well as the full participation of some stakeholders namely the general population. These challenges are caused in big part by low skills of employees in matters of strategic planning; and a failure to balance discretion and rules in implementation of their targets. This research proposes policy recommendations to strengthen the imihigo approach with the focus on its processes namely planning, budgeting implementation and performance evaluation.

5.2. Policy recommendations and solutions

To enhance the successful implementation of Imihigo, the government should improve the coordinated planning and budgeting. The planning process should start at the lowest administrative entity within a district and all stakeholders operating in that particular area should be part of that exercise. District authorities and other expert in the planning should sit together in that particular entity and plan in line with national and local priorities. This

process should be repeated up to the district level and as a last step the district PC imihigo should take into consideration all the imihigo from the lower administrative entities within that district.

All planned activities should have a budget already in place, either from the national budget or district resources. To avoid duplication and confusion during the implementation of imihigo, district key stakeholders should always be consulted in advance. This will be helpful as if the district budget is low, stakeholders will fill the gap and cover the remaining project to be implemented. Frequent and repetitive urgent issues that arise will also be reduced as a result of an effective joint planning exercise.

Another policy recommendation drawn from this research is the integrated performance based management system. Imihigo is used as a tool for performance management in the civil service of Rwanda with the prime aim of speeding national and local development. However it has not yet been build to respond to public sector issues. It is in this regard that, there is a need to design an integrated performance based management system where PC imihigo should be a basis for performance pay. In addition the system should also deal with gaps in the skills needed on the ground hence identifying training need among employees and responding to it by proposing training and capacity development solutions. The proposed system should also provide a promotion and demotion system with the whole public sector in Rwanda.

The third recommendation is to design a more advanced monitoring and evaluation system where PC imihigo approach provide accurate data on the advancement of projects and important programs on time. The system should be put in place to answer concerns related to reporting, monitoring and to evaluation in general. Baseline data issues and other important data that are necessary for policy consideration should be provided by the M&E system in order to evaluate the impact or effect that certain programs had on a particular community, on one hand; and to support the whole performance based management system at the other hand. The M&E system should also measure the successfulness of any project by taking into consideration productivity cost with regard to attainment of that program.

The government through MINALOC should seek a solution to tackle the persistent problems on some activities which lose sight because there are not included in the PC imihigo, considered by many as routine works. There is a need to balance discretion and rules among street level employees within the district who have a direct contact with the people; hence creating confrontation between different programs.

5.3. Limitation of the study

Due to distance between the researcher and respondents, data collection was difficult. The study was done with some financial constraints due to limited financial resources. Data collection was prolonged because the researcher had

to uses other strategies to collect them rather than sending emails. Due to some technical problems with the online survey, some important questions were omitted by a relatively small number of respondents. Despite the above limitation, the researcher believes that information collected is relevant and accurate.

5.4. Areas for further studies

The researcher could not manage to focus deeply on subset of different processes of the PC imihigo in districts. This is due to the fact that PC imihigo approach is too broad as long as its processes are concerned. These processes are planning, budgeting, implementation and evaluation. The researcher therefore proposes that other studies should be conducted to involve these processes separately; a more quantitative study is therefore requested for further research.

REFERENCES

- Babbie E. 2010, The practice of social research, chapman university, Wadsworth Cengage learning
- Bardach E. 1997, The implementation game: what happens after a bill become a law?
- Bryman A. 2009, Social research methods, oxford university press, 4th edition
- Christopher P and colin T , 2004, Unbundled government, a critical analysis of the global trend to agencies, quangos and contractualization
- Creswell, J. (2002), Educational Research: Planning, Conducting, and Evaluating Quantitative and Qualitative Research, Merrill Prentice-Hall, Upper Saddle River, NJ
- Colin Talbot: 2004, theory of performance, organizational and service improvement in the public domain
- Daniel Scher, 2011, the promise of imihigo: decentralized service delivery in Rwanda, 2006:2010, Princeton University
- Denzin, N.K. and Lincoln, Y.S. (1984), Handbook of Qualitative Research, Newbury Park: Sage Publications
- Drost E. 2005, education research and perspectives, vol 38, California state university
- George C. Edwards, III 1984, Public Policy implementation
- Golooba-Mutebi F and Booth D. 2008. 'Notes on Scoping Interviews in Rwanda and Uganda, December 2007'. Africa Power and Politics Programme
- Huggins, C. 2009; Agricultural Policies and Local Grievances in Rural Rwanda., London : Peace review: A journal of Social Justice
- Ingelaere B. 2007, Living the transition a bottom-up perspective on Rwanda's political transition, Discussion paper 2007-06, Institute of Development Policy and Management (IOB), University of Antwerp, November 2007.
- Ingelaere B. 2010. Peasants, power and ethnicity: a bottom-up perspective on Rwanda's political transition, African Affairs, 109/435, 273–292, Published by Oxford University Press on behalf of Royal African Society, 2 February 2010

James C. Mc David, Laura R.L. Hawthorn 2006, Program evaluation and Performance measurement: An introduction to practice

Jenkins, Glenn P. (1978). Performance Evaluation and Public Sector Enterprises, Discussion Paper No. 46, Harvard Institute for International Development (Cambridge).

Kariuki F.K. and Messah O. , 2011, factors affecting implementation of performance contract initiative at municipal council of Maua-Kenya, research journal of finance and accounting

Lidbury and Petrie, 1999, Performance contracting: a lesson from performance contracting case studies, a framework for public sector performance contracting, OECD

Mann. Arthur J. 1995, Public enterprise reform and the use of performance contract

Mays N. & Pope C, (1996). Qualitative research in health care. London: British Medical Journal (BMJ) Publishing group

MINALOC, 2001, Rwanda's national decentralization policy

MINALOC, 2012, performance contract evaluation report

MINECOFIN. 2000. Rwanda Vision 2020. Kigali : Ministry of Finance and Economic Planning, 2000

Musoni P and Kwakwa V. 2008. Rwanda: Joint Governance Assessment report (JGA), the final report adopted by the Cabinet on 12/09/2008, a final version October 8th 2009.

Nellis, John R. (1991). Improving the Performance of Soviet Enterprises, World Bank Discussion Paper 118 (Washington: The World Bank).

NISR. 2009. National population projection 2007-2022. Kigali : National Institute of Statistics of Rwanda (NISR), 2009

NISR, 2012, the 3rd integrated household living conditions survey (EICV 3), main indicators report

Nsabimana, 2010, the role of performance contract in the transformation of agriculture in Rwanda, Msc Thesis.

Pedersen, P., Sorensen, H., and Vestergraad, J., (1999) Public Performance Contracting in Denmark: A Case Study of the Danish National Board of Industrial Injuries, OECD, PUMA

Peters (2005) performance contract management in developing nations published in Belgium

Polit D., Hangler B., 1993, essential of nursing research, methods, appraisal and utilization,

Porter E.M, 1997, strategic management journal, toward a dynamic theory of strategy

Richard S. Williams 1997, Perspectives on employee performance, Essential business psychology, 1st edition

Ryan S. E, Balocating A, Ohno S, Saju D, Walker J and Nzorubara D. 2008. Building the capable state: Defining good governance in new Rwanda, a report of the Rwandan research group. October 2008.

Shirley, Mary and Lixin Colin Xu. 1997a. "Empirical Effects of Performance Contracts: Evidence from China." World Bank, Development Research Group, Washington, D.C

UNDP 1999, Human development report

USAID. 2009. MCC Threshold Program-Strengthening Rwandan Civil Society. Kigali

Versialles, 2012, budget strengthening initiative, Rwanda performance contract imihigo, country learning note.

ANNEXES

ANNEXE 1: RESEARCH QUESTIONNAIRE

GRADUATE SCHOOL OF PUBLIC ADMINISTRATION

SEOUL NATIONAL UNIVERSITY

QUESTIONNAIRE ON THE ASSESSMENT OF IMIHIHO

PERFORMANCE CONTRACT

=====

Dear Sir/Madam,

My name is **Olivier RWANGABWOBA**, Advisor of the State Minister in charge of Social Affairs and Community Development in the Ministry of Local Government and I am currently a Master of Public Administration student at Seoul National University in South Korea. I am conducting research on the topic “**Effectiveness of performance contract in the Rwanda’s Local Government**”. Please, be assured that confidentiality of your response is highly guaranteed and the report will only be used for academic purposes. Name or any form of identity on this questionnaire is not required. Should you need findings of this research, do not hesitate to send me a request at **oliverrrsaint@yahoo.fr**

Thank you for giving me your valuable time to complete this questionnaire

Olivier RWANGABWOBA

Supervisor: Kilkon KO

Please complete this section by marking the appropriate block /space with the Letter (X)/ with ranking number

SECTION A. OVERVIEW OF PERFORMANCE CONTRACT IMIHIGO

GENERAL CHARACTERISTICS

1. What should be reflected in the district performance contract? Please rank by order of importance among the following choices:
 - a. National priorities
 - b. District priorities
 - c. Lower administrative entities priorities
 - d. Pending issues within the district
 - e. District' Stakeholders priorities
 - f. Others (please specify).....

2. Who you think should be in the performance contract planning board at district level? Please rank by order of importance among the following:
 - a. District's senior management board
 - b. Joint action development forum members (civil society, business community,..)
 - c. District staff members
 - d. Lower administrative entities within the district
 - e. Key individuals within the districts (professors, engineers, experts....)
 - f. Others (please specify).....

3. What should be focused on among the following objectives of imihigo?Please rank by order of importance
 - A .Speed up local and national development
 - b. Promote results oriented performance
 - c. Reward innovation and competitiveness
 - d. Encourage public participation, voice and accountability
 - e. Promote dialogue with civil society and citizens in policy formulation
 - f. Promote zeal and determination to achieve set goals
 - g. Encourage regular evaluation

4. What do you think about key indicators provided by the central government included in the district's imihigo?

Very clear		Clear		Neutral		Not clear		Very much unclear	
------------	--	-------	--	---------	--	-----------	--	-------------------	--

5. Are other lower administrative entities within the district (sector, cells, village) involved in the planning process?

Yes..... No.....
 Don't Know

6. If yes, how is their rate of involvement during the imihigo planning process ?

Very High		High		average		Low		Very low	
-----------	--	------	--	---------	--	-----	--	----------	--

7. How frequent should the imihigo evaluation be carried out?

Every month		Every 4 months		Every 6 months		Every year		longer than 1 year	
-------------	--	----------------	--	----------------	--	------------	--	--------------------	--

8. Is the Imihigo evaluation undertaken by central government fair enough?

Very much fair		Fair		average		Not fair		Very much unfair	
----------------	--	------	--	---------	--	----------	--	------------------	--

9. Please explain the reason behind your opinion about the previous question:.....

.....

10. During the imihigo's implementation, several stakeholders of the district are involved. Please rate their participation by order of importance, among the following choices:

- a. International organizations
- b. Business community /private sector
- c. Nongovernmental organization (NGOs)

- d. Faith based organization
- e. Other members of the civil society
- f. The general population
- g. Others(please specify).....

11. How is the imihigo evaluation report used?

- a. To correct implementation mistakes encountered the previous year
- b. To reward outstanding performance
- c. Help in the budgeting process
- d. Help in the planning phase
- e. To identify training needs among employees
- f. To punish below-average performance
- g. To strengthen result oriented performance
- h. Others(please specify).....

	Role of PC Imihigo on the effective implementation of government program	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
12	I think that Performance Contract imihigo influence the effective implementation of government. programs and policies?					
13.	Performance Contract imihigo help districts in the annual planning					
14	With imihigo, the budgeting process is carried out efficiently					
15	Imihigo helps individuals to fully understand values, strategic objectives and goals of the organization					
16.	Performance Contract Imihigo helps employees and district authorities to be result oriented and to have a strong focus on outcomes					
17	Performance contract imihigo avoid role ambiguity among employees					
18.	Performance Contract imihigo increases the speed at which activities are carried out					
19.	Performance Contract imihigo enhance team work within district and outside (with stakeholders)					
20	Performance contract is a tool for improving employee competences					
21.	Performance contract imihigo helps individuals to ensure efficiency in resource utilization					
22	Performance contract imihigo enhanced speed in					

	service delivery within the district					
23	With imihigo, there is a good coordination of activities among stakeholders					
24	Performance contract imihigo helps individuals to ensure close monitoring of the set activities					
25	Performance contract imihigo creates a spirit of accountability within districts to stakeholders and to population in general					
	Behavioral change and relationship with stakeholders	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
26	With the introduction of PC imihigo, central government, government agencies and local government work hand in hand than before.					
27	Performance contract imihigo has enhanced good interpersonal and working relationship					
28	With the introduction of performance contract imihigo, districts officials are now close to the people					
29.	PC imihigo enhanced employer-employees good relationship within the district					
30.	District officials and employees always sit together to monitor the implementation of set target in the Performance Contract imihigo					
31.	District officials frequently communicate with subordinates about their performance					
32	District officials encourage open discussions with subordinates in line with performance contract related issues					
33.	Performance contract imihigo enhanced good relationship between districts and stakeholders (development partners, NGOs, civil society,private sector, population)					
34.	District officials meet regularly with stakeholders to discuss Performance Contract imihigo issues					
35.	District officials facilitate stakeholders to meet their targets through quick service delivery					

36.	<p>How does the imihigo influences behavior change of employees?please choose among the following, what you think is influenced by the use of imihigo:</p> <ol style="list-style-type: none"> 1. It increased competition 2. It increased excellence and continuous improvement 3. Enhanced team work spirit 4. It decreased the absenteeism rate 5. Enhanced hard working 6. Employees seek and accept responsibilities 7. It increased motivation of employees 8. It enhanced innovation 9. Employees are more ambitious 10. Employees are committed to the district 11. It enhanced self esteem 																																									
37	<p>What are other behavior changes did you observe on behalf of employees and/or district officials due to the introduction of performance contract imihigo?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>																																									
	<table border="1"> <thead> <tr> <th data-bbox="127 942 714 1058">Challenges in the implementation of PC imihigo</th> <th data-bbox="714 942 847 1058">Strongly agree</th> <th data-bbox="847 942 960 1058">Agree</th> <th data-bbox="960 942 1072 1058">Neutral</th> <th data-bbox="1072 942 1185 1058">Disagree</th> <th data-bbox="1185 942 1307 1058">Strongly disagree</th> </tr> </thead> <tbody> <tr> <td data-bbox="56 1058 127 1151">38</td> <td data-bbox="127 1058 714 1151">Some target in the imihigo are unrealistic and overambitious</td> <td data-bbox="714 1058 847 1151"></td> <td data-bbox="847 1058 960 1151"></td> <td data-bbox="960 1058 1072 1151"></td> <td data-bbox="1072 1058 1185 1151"></td> <td data-bbox="1185 1058 1307 1151"></td> </tr> <tr> <td data-bbox="56 1151 127 1244">39</td> <td data-bbox="127 1151 714 1244">There is inadequate funding for some planned activities</td> <td data-bbox="714 1151 847 1244"></td> <td data-bbox="847 1151 960 1244"></td> <td data-bbox="960 1151 1072 1244"></td> <td data-bbox="1072 1151 1185 1244"></td> <td data-bbox="1185 1151 1307 1244"></td> </tr> <tr> <td data-bbox="56 1244 127 1363">40</td> <td data-bbox="127 1244 714 1363">In some cases, there is lack of baseline data for a proper planning of the imihigo</td> <td data-bbox="714 1244 847 1363"></td> <td data-bbox="847 1244 960 1363"></td> <td data-bbox="960 1244 1072 1363"></td> <td data-bbox="1072 1244 1185 1363"></td> <td data-bbox="1185 1244 1307 1363"></td> </tr> <tr> <td data-bbox="56 1363 127 1483">41</td> <td data-bbox="127 1363 714 1483">There is a confusion between output and indicators by some employees during the planning phase of Imihigo</td> <td data-bbox="714 1363 847 1483"></td> <td data-bbox="847 1363 960 1483"></td> <td data-bbox="960 1363 1072 1483"></td> <td data-bbox="1072 1363 1185 1483"></td> <td data-bbox="1185 1363 1307 1483"></td> </tr> <tr> <td data-bbox="56 1483 127 1591">42</td> <td data-bbox="127 1483 714 1591">In some cases, there is a poor costing of activities due to ambiguous target</td> <td data-bbox="714 1483 847 1591"></td> <td data-bbox="847 1483 960 1591"></td> <td data-bbox="960 1483 1072 1591"></td> <td data-bbox="1072 1483 1185 1591"></td> <td data-bbox="1185 1483 1307 1591"></td> </tr> </tbody> </table>	Challenges in the implementation of PC imihigo	Strongly agree	Agree	Neutral	Disagree	Strongly disagree	38	Some target in the imihigo are unrealistic and overambitious						39	There is inadequate funding for some planned activities						40	In some cases, there is lack of baseline data for a proper planning of the imihigo						41	There is a confusion between output and indicators by some employees during the planning phase of Imihigo						42	In some cases, there is a poor costing of activities due to ambiguous target					
Challenges in the implementation of PC imihigo	Strongly agree	Agree	Neutral	Disagree	Strongly disagree																																					
38	Some target in the imihigo are unrealistic and overambitious																																									
39	There is inadequate funding for some planned activities																																									
40	In some cases, there is lack of baseline data for a proper planning of the imihigo																																									
41	There is a confusion between output and indicators by some employees during the planning phase of Imihigo																																									
42	In some cases, there is a poor costing of activities due to ambiguous target																																									

- 4) 16-20 yrs
- 5) 21yrs and above

6. what is your organization

Thank you!

르완다 지방정부 성과계약의 효과성에 관한 연구

RWANGABWOBA Olivier

행정대학원 행정학 전공

서울대학교

르완다의 중앙정부와 지방정부의 발전 속도를 높이고 국민의 삶의 질을 향상시키며 나아가 지속가능한 경제성장을 달성하기 위해서는 강력한 행정기관뿐만 아니라 서비스 전달 및 정책집행체계의 개선이 필수적이다. 최근 르완다 정부는 2020년까지 중소득 국가가 되고자 하는 목표를 수립하였다. 이 목표를 위해서 르완다 정부는 바람직한 거버넌스 원칙 하에 공공서비스의 질을 개선하기 위한 많은 정책과 대안들을 수립하였다. 그 중 하나가 성과계약(Imihigo)인데 이에 의하면 모든 정부기구들은 한정적인 기한 내에 설정한 목표를 달성해야만 한다.

본 연구는 이러한 정책이 실제 정책 프로그램의 집행에 어떻게 기여하였는지를 평가하고 공무원들의 행위를 어떻게 변화시키는지를 탐색하였다. 특히 지방정부, 구체적으로 구(district)단위 정부를 대상으로 연구를 수행하였다.

성과계약(Imihigo)은 기획, 예산 업무의 성과향상에 긍정적인 영향을 미쳤으며, 구 단위에서의 정책집행에도 긍정적 영향을 미쳤다. 이는 정책과정에 모든 이해관계자들이 참여했기 때문이다. 구(district) 정부와 중앙정부 공무원을 인터뷰한 결과, 기획단계에서 행정의 가장 하위조직인 마을단위까지 참여함으로 인해서 모든 이

해관계자들의 우선순위를 고려할 수 있게 되었다. 예산과정 역시 공여기관과 정부, 시민사회단체와 마을의 위원회까지 참여함으로 인해서 성과향상이 가능했다.

또한 성과계약(Imihigo) 제도가 구 단위 공무원들의 행위를 변화시키고 나아가 공무원들과 이해관계자들간의 관계를 강화시키며 동시에 공무원들의 서비스 속도와 팀워크, 상호간 업무조화 등도 촉진한다는 것을 본 연구를 통해 확인할 수 있었다.

나아가 본 연구는 성과계약(Imihigo)제도의 문제점과 개선방안도 제안하였다. 이러한 문제점들은 공무원들이 적절한 능력을 갖추지 못하기 때문에 발생하는 문제였다. 향후 정부는 통합 성과관리시스템을 통해서 성과계약(imihigo)제도를 관리해야 하며 더욱 철저히 모니터링하고 평가해야 할 것이다.

주요어: 성과계약, Imihigo, 집행효율성, 공무원 행위변화, 성과관리

학번: 2011-24173

ACKNOWLEDGEMENT

Conducting this thesis research from the project proposal up to the final report writing and defense would not have been successful without the help and assistance of various individuals, family, friends and institutions.

I am particularly grateful to my thesis supervisor Professor Kilkon Ko, for his encouragement, willingness to supervise my research, comments and advices throughout the whole work from the early stage of research proposal up to the final result.

Special thank goes to KOICA and SNU particularly GSPA and GMPA for the financial support and commitment during my studies in Korea. I extend my sincere gratitude to Professor Kwon Huckju and Ms Yongmi Lee for their guidance, insight and professional expertise throughout my studies and completion of this work.

I would like to say thanks to the government of Rwanda and in particular my institution MINALOC for giving me the chance to pursue my studies and the trust showed me by nominating me to experience this unforgettable journey.

My heartfelt appreciation to my parents, brother, sisters and my friends; for their constant support, time, patience and precious advices. Last but not least, I dedicate this work to my son IKIRENGA Karrel Guibor.

