

Evaluation of the LODA Programme to Finance Infrastructure at De-central Level

FINAL REPORT (revised draft)



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List of acronyms

CB	Capacity Building
CDF	Common Development Fund
CDP	Consultants for Development Programmes
DAC	Development Assistance Committee
DDP	District Development Plans
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Integrated Household Living Conditions Survey
EKN	Embassy of the Kingdom of the Netherlands
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GoR	Government of Rwanda
HIMO	Labour-intensive (Haute Intensité de Main-d'oeuvre)
JADF	Joint Action Development Forum
LED	Local Economic Development
LG	Local Government
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and Evaluation
MINALOC	Ministry of Local Government
MIECOFIN	Ministry of Finance and Economic Planning
MTR	Mid Term Review
NCBS	National Capacity Building Secretariat
NGOs	Non-Governmental Organisations
NISR	National Institute of Statistics Rwanda
O&M	Operation and Maintenance
OH	Outcome Harvesting
OECD	Organisation for Economic Co-operation and Development
PA	Participatory Assessment
Prodocs	Project documents
RLDSF	Rwanda Local Development Support Fund
RWF	Rwanda Franc (1 Euro is about RWF 840)
SACCO	Savings and Credit Cooperative
SHG	Self Help Group
SMEs	Small and Medium-size Enterprises
ToR	Terms of Reference
VUP	Vision 2020 Umurenge Programme

1. Introduction

1.1 Objective of the evaluation

The evaluation served to assess programme achievements, challenges and lessons learnt and to provide a basis for the formulation of a future programme.

Against this background, its specific aims were to:

- Assess the follow-up given to issues and recommendations made in the 2013 evaluation;
- Assess the decentralised process to come to priorities, planning and budget and the capacity of LODA to handle this process effectively and efficiency; with a particular focus on the effectiveness of allocation formula that LODA applies to ensure equity in the distribution of funds to districts;
- Assess the outputs and results of the infrastructure projects financed and their likely sustainability;
- Assess the management of the programme.

1.2 Local Administrative Entities Development Agency

The implementation of development at decentralised level is based on District Development Plans (DDPs). The Government of Rwanda (GoR), with support from Development Partners, has gradually increased discretionary funding at district level. The indicated vehicle for funding local government development activities is the Local Administrative Entities Development Agency (LODA). LODA was established in 2013 under the supervision of the Ministry of Local Government (MINALOC). LODA is the follow up of Rwanda Local Development Support Fund (RLDSF) which was established to merge the activities formerly performed by the Common Development Fund (CDF), Vision 2020 Umurenge Programme (VUP), labour-intensive projects (HIMO) and Ubudehe. LODA is focusing on local economic development, social protection, capacity building of local administrative entities, and monitoring and evaluation of the implementation process of programmes in local governments.

The mandate of LODA is to:

- Finance development activities in local administrative entities with legal personality;
- Serve as an intermediary between local administrative entities with legal personality and donors especially those involved in financing development activities in those entities;
- Put in place mechanisms of distributing financial support in local administrative entities with legal personality;
- Monitor the use of funds allocated by LODA to development activities in the local administrative entities with legal personality;
- Establish strategies for creation of high intensive labour and assistance to those unable to perform such jobs and who are approved by decentralised entities;
- Contribute to sensitizing population and building their capacities in analysing and solving their problems;
- Contribute to sensitizing population to participate in development activities meant for them;
- Contribute to sensitizing population on the culture of making savings and using the services of banks and micro-finance institutions;
- Build capacities of local administrative entities with legal personality within the scope of LODA mission;

- Coordinate Government’s development activities in local administrative entities with legal personality;
- Mobilise and collect funds.

LODA’s Local Economic Development (LED) Programme is funding many projects related to poverty reduction and economic growth activities, including feeder road construction, schools, electrification, agro-processing, SMEs, clean water, health facilities and other activities that are likely to stimulate rural economic development and improving welfare. In 2013 an evaluation of the then called RLDSF infrastructure programme took place. While appraising the new phase of the RLDSF that mission also looked at the results of the ongoing activities. The mission mentioned areas where there was room for improvement.

1.3 Scope of the evaluation

The ToR (Annex 1) used different definitions to define the scope of the evaluation:

1. “LODA financed development projects in districts”. However, LODA support to districts consists of local economic development as well as social protection development support. The latter is not subject of the evaluation.
2. “Local demand driven infrastructure development programme in local administrative entities of Rwanda through LODA”. However, LODA support to public economic infrastructure also include projects that are prioritised at central level and these projects are also subject of the evaluation.
3. “Programme support to district infrastructure projects through LODA”. However, some infrastructure projects, like cash-for-work, are financed through the social protection component of LODA and not subject of the evaluation.

The scope of this evaluation can therefore be best defined as “local infrastructure projects in Rwanda districts, excluding social protection initiatives, financed through LODA, implemented between July 2013 and June 2015”.

According to the ToR the total number of projects within the scope of the evaluation was 1,151, with a total value of Euro 317.6 mln (about RWF 260 bln). However, the lists of projects (2013/2014 and 2014/2015) given to the mission showed a number of errors and duplications. After correcting the errors, the mission worked with a cleaned, consolidated list of 1,061 unique projects, for which LODA transferred RWF 111.8 bln to the districts (see also Table 1.1).

Table 1.1 Some key figures of LODA support to districts 2013-2015

	2013-2014	2014-2015	Total
Total LODA to districts	RWF 94.0 bln	RWF 103,0 bln	RWF 197,0 bln
Of which infrastructure	RWF 50.2 bln	RWF 61.6 bln	RWF 111.8 bln
Of which donor funding	RWF 30.7 bln	RWF 28.8 bln	RWF 59.5 bln
Number of projects	537	561	1,061 ¹

¹ The total number is smaller than the sum for the two years as there were 37 projects in both years

1.4 The evaluation process

The ToR contained evaluation questions structured along the OECD/DAC evaluation criteria relevance, effectiveness, efficiency and sustainability; there was no need to assess impact. To answer these evaluation questions the consultant looked at the infrastructure component of the programme at the following levels:

1. The project and activity level
2. The programme level

To address the evaluation criteria, the team used a mix of evaluation techniques as shown in Table 1.2. Annex 3 shows the detailed evaluation methodology that was used to answer the evaluation questions.

Table 1.2 Summary of evaluation techniques to assess of DAC criteria at different levels

DAC criterion	Level	Main stakeholders	Evaluation techniques and data collection methods
Relevance	Programme	LODA	Document review and interviews
		District	Document review OH: for capacity building results Interviews
	Project	Beneficiaries	PA, FGD
Effectiveness	Programme	District	Document review. OH: for capacity building results
	Project	Beneficiaries	PA, FGD, field observations, technical inspections
Efficiency	Project	District and LODA	Interviews and prodocs
Sustainability	Programme	District	Document review for fund allocation and disbursement. Interviews, OH for capacity building
		Project	LODA
		Beneficiaries	FGD, PA

OH: Outcome Harvesting; used to understand the change in operational behaviour. Interviews and focus group discussions

Prodocs: project documents and monitoring and evaluation reports

PA: Participatory Assessment; FGD: Focus Group Discussion

The mission spent three weeks in the districts. Seven² districts were visited for data collection. The districts were selected to represent different poverty levels, using the poverty rating of NISR, EICV3 and EICV4:

Very poor: Nyamasheke and Karongi Districts (both Western Province)

Medium poor: Gicumbi (Northern Province) and Kamonyi Districts (Southern Province)

Less poor: Rwamagana and Nyagatare Districts (both Eastern Province)

Three of these districts were visited during the 2013 evaluation permitting the mission to understand the changes that have taken place in the last three years. In each of the districts (except Gasabo District), five LODA-supported activities were selected out of the

² Gasabo was added to the six selected districts for a try-out of the evaluation questions based on the OECD/DAC criteria. Only one day was spent here

cleaned list of 1,061 projects in such a way that of all ten categories indicated in the inception report at least three projects were visited.

In the districts the evaluation team operated as follows:

- The civil engineer of the team visited all “new” projects that were selected as well as the projects that were visited during the 2013 evaluation in Rwamagana and Karongi Districts. He inspected the quality of the works and looked at the maintenance and repairs that have been effected on the “old” projects;
- The team’s statistician collected data at district level and at the LODA offices to illustrate the changes that have taken place at district level and to illustrate the way LODA is operating;
- The team’s economist and evaluators visited the seven districts and had discussions at district level and at project level with beneficiaries to understand the usefulness of the projects. While moving through the districts they also observed other infrastructures relevant to this assignment.

In each districts the mission was briefed by district staff and before moving on to the next district the mission gave a debriefing to discuss their findings.

Before visiting the districts, the evaluation team was briefed by LODA and the EKN. At the end of the mission the team gave a debriefing for LODA and the EKN. At all times the team was accompanied by LODA staff to introduce and inform them when and where needed. Table 1.3 summarises the evaluation process. A detailed itinerary is given in Annex 2.

Table 1.3 Summary of evaluation process

Date	Activity
3-4 February 2016	Briefings and meetings at EKN and LODA
5 February 2016	Field work Gasabo District
7-10 February 2016	Field work Rwamagana District
11-12 February 2016	Field work Nyagatare District
15-17 February 2016	Field work Gicumbi District
18-19 February 2016	Field work Kamonyi District
22-24 February 2016	Field work Karongi District
24-26 February 2016	Field work Nyamasheke District
29-30 February 2016	Debriefing and meeting at LODA

2. Findings

In this section the findings are summarised according to the DAC criteria for development activities as presented in the ToR. Each of these DAC criteria are discussed in relation to the various types of activities financed by LODA. The detailed reports on the visits to the districts and projects are presented in Annex 4.

2.1 Relevance

Under relevance is understood “the extent to which the activity is suited to the priorities and policies of the target group, recipient and development partner”.

Using this definition of relevance, it can be stated that all infrastructure activities financed by LODA do indeed have the objective to meet the priorities of the district population and as such are aiming at poverty alleviation expressed in donor policies. Some aim directly at solving an urgent need (water supply, health etc.), other aim at increasing family income (agriculture and animal husbandry programmes, roads, markets) and again other aim at security (public lighting) or processing industries (electricity) and business development. Administrative buildings aim at better serving the population and improving procedures and capacity building helps to enhance the benefit that may result from these projects. A combination of projects (supported by actions for maintenance and proper management) leads to sustainable economic development, provided the macroeconomic situation remains stable.

2.1.1 Application of the allocation formula

Allocation of development funds to districts is following a formula based on the idea that districts with a higher population deserve a higher allocation. The poverty component was also considered since the poverty incidence varies across districts. The poorest districts need more funds to upgrade their wealth status. The area of district was considered as well as important fact since most districts in Rwanda rely on agriculture production. A simple, transparent, objective and fair formula was proposed basing on the following elements of 2009 official district data on population and poverty data from the National Institute of Statistics Reports:

- Population (40%)
- Area (20%)
- Poverty (40%)

In order to respond to the question related to theoretical and practical application of the LODA formula of distribution, the assessment considered funds from the Netherlands in fiscal year 2014/2015 to Government of Rwanda through LODA projects in the districts³. This was compared with funds received by districts. The Netherlands provided RWF 8,337,943,002 for the fiscal year 2014/2015. Applying the formula, a deviance error of 0.025% was found between theoretical and actual amount distributed, which might be due to mathematical errors or calculation of actual poverty weight of certain districts in Rwanda. The EICV3 (Household conditional living survey, NISR 2010/2011) reported that 44.9% of Rwandan population were poor, meaning that approximately 4,721,672 people are poor in Rwanda. However, applying the poverty incidence in the districts and calculating the poor people in the districts, the total comes to 4,694,089 which is slightly different from the number generated using national poverty incidence. Only the results from visited districts are presented in the figure below.

³LODA applies the formula separately for each donor, including GoR. The evaluation looked at the application for the Dutch fund as an example to check the formula application

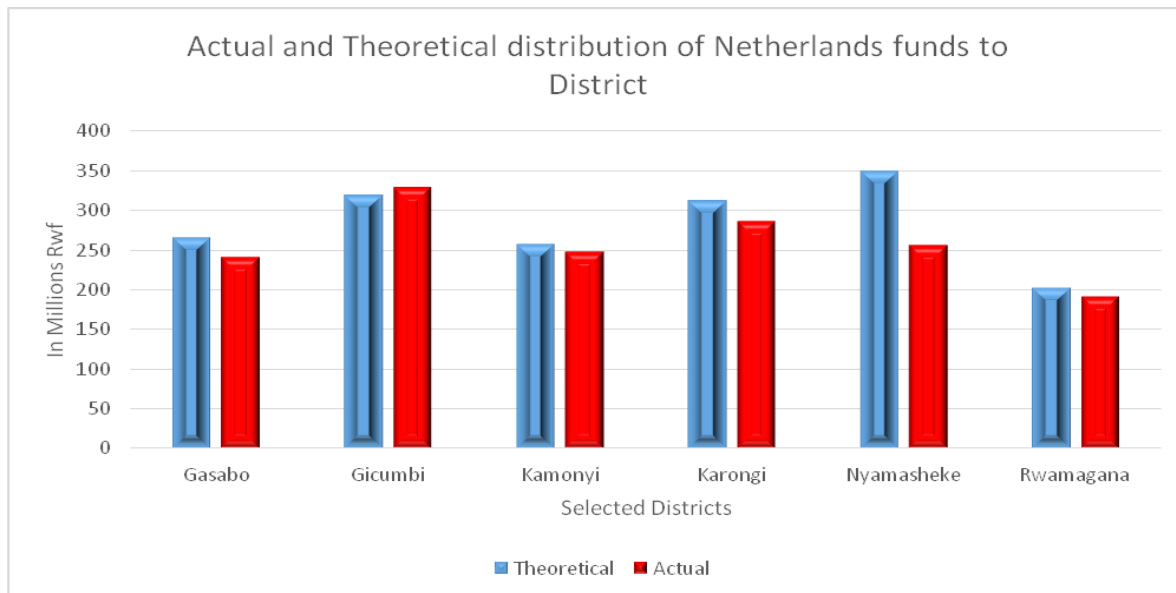


Figure 2.1 Application of LODA formula

The difference between theoretical and actual funds distributed was not statistically significant using T-test assuming two sided tails, which means that there is no difference between the results provided by the two methods.

In conclusion, the main components of formula are very important and straightforward to ensure fairness in equal distribution of funds. However, an addition element could be added in the formula, which should be measurable and under control of the districts, for example district own revenue.

2.1.2 Project selection process

Decentralisation in Rwanda aims at achieving democratic, participatory local government, and effective service delivery. Political decentralisation in Rwanda is based on two major factors: (i) power of citizens to elect their leaders and (ii) the right to participate directly or indirectly in the decisions making processes that happens at local government level. The citizen's participation score card shows that 69% of the citizens are satisfied with services delivered by local government. Although progress has been recorded in this area, citizen participation has not been fully achieved in the areas of monitoring of local government activities and holding them accountable, participation in the formulation of performance contracts, formulation of district development plan, participatory budgeting processes at district level and formulating of district council agenda.⁴

Administrative decentralisation has set in place local government structures and functions with institutional systems, facilities and permanent staff for districts, sectors and cells for certain positions (executive secretary at cell level and his vice in charge of social and economic development). At village level, the representatives remain volunteers and villages they represent are not facilitated with any logistics/working materials and don't develop written reports. Each of the local government administrative level has defined functions. Cell council represents interests of the community members at the cell level but the representatives are also volunteers.

⁴ Citizen Report Card, July 2014

Local government has been authorised to mobilise and manage financial resources both channelled through the GoR budget and those directly collected from taxes. The fiscal decentralisation is coherent and articulates clear rights and obligations of local government in the management and reporting of resources.

As shown in Figure 2.2 below, Rwanda uses a bottom up approach when it comes to planning for district programme activities that feeds into the national priorities from different sector strategies and targets. The selection process starts from the village level which is the smallest unit of local government administration in Rwanda. Community members present their needs in a participatory manner. The presented needs are reported to the cell level where they are analysed and compiled as common priorities across villages. These are then reported to sector level through a summary written report. The sector integrates the community member needs to key issues and priorities from DDPs and Joint Action Development Forum (JADF). The report is submitted to the district level where planning and implementation reflect the prioritised community member interests.

Besides the community members who participate in good governance processes at local government levels, JADF was mandated in 2007 by the Ministerial Instructions No. 04/07 of 15/07/2007 to serve as a consultative forum for district development stakeholders to participate in district planning process, dialogue and information sharing to ensure equitable and avoid duplication of services. The forum is represented by a member of the private sector, religious organisations, and civil society organisation and development partners.

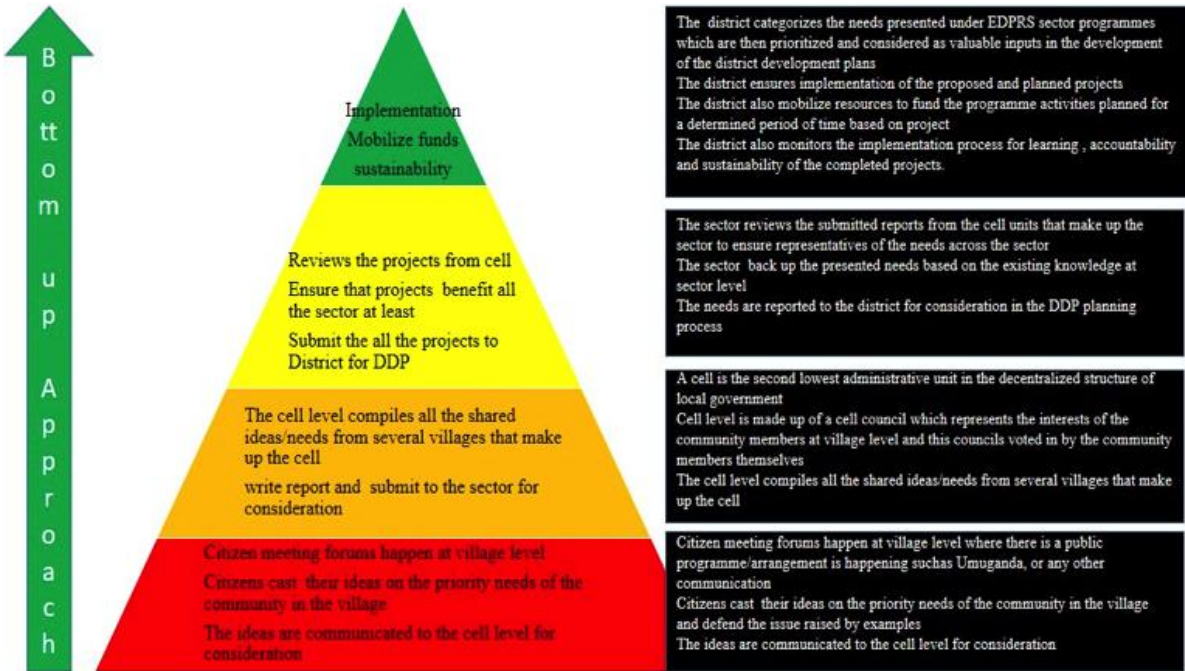


Figure 2.2 District development plan selection process

At the district level some projects are being selected and implemented that are not directly answering the needs of the rural population but that are considered supportive for economic development of the district as a whole. As such can be mentioned guesthouses, the integrated handicraft centres (PPP), cobblestone roads, electricity (public lighting), sports, culture and tourism, and district administrative buildings. The latter however do answer to a need or opportunity felt at the district level. For all these projects it is the district council who decides, sometimes advised by sector councils.

National Priorities and District Development Plan

National priorities are sector programmes clearly defined in the national development programmes Vision2020 and Economic Development and Poverty Reduction Strategy (EDPRS) 1&2. Sector programmes are defined under thematic areas of priority in the EDPRS. These include economic transformation, rural development, productivity and youth employment and accountable governance based on foundational issues in EDPRS 1⁵. All projects assessed under this evaluation were in alignment with the national priorities. The results are based on the fact that all examined projects are identified in DDPs which are aligned to the national EDPRS sector programmes and responding to the needs/interests of the citizens.

As the target groups are present at different levels in the district the team had discussions at district, sector, cell, village and project level to learn in what way the LODA financed projects have led to development. From the FGDs at village and cell level it became clear that the selection procedure for projects at village level is indeed very democratic and that various meetings are held to arrive at the priorities of the village community. Men and women are equally involved in the process.



The village priorities are put on paper and forwarded to the cell, where the village lists are consolidated. These consolidated lists are forwarded to the sector for further consolidation. This process is now well documented. Thus it can be concluded that the process of priority setting results indeed in projects that are in line with the needs expressed at these levels. Some projects may serve a larger area than one village (consolidation done at cell, sector or even district level). This is valid for drinking water, health and education infrastructure, rural roads and bridges, local markets, agriculture and animal husbandry activities, and for some rural centres electricity supply. Other projects are serving the local population but are not necessarily requested by them. Such are modern markets and sector and cell administrative buildings. Finally, there are some projects which are initiated at central level, like the handcraft centres. They are to be handed over to the private sector and have the purpose to boost LED in districts.

2.1.3 Capacity building

The training programmes that LODA has extended to the districts are many. Many improvements are noticed at the district level. Planning and administration, though not yet optimal, have certainly improved over the last three years. Yet more training is needed for various reasons. First of all because the task of the districts and lower level becomes larger every time. But also because many new staff have come to the districts. Specific elements of the programme (like feasibility studies, participation and maintenance) need more than just training, they need a change in perspective.

The mission saw ineffective plans that don't reflect real CB needs. Thus staff ends up being trained in irrelevant areas of work or they may also be trained on the same subject multiple times. Some staff was trained on basic courses neglecting advanced training needs, especially in the area of finance. There is no explicit approach in place to ensure follow up to ensure trainees put in practice knowledge acquired and later impacting performance of the district.

⁵ Economic Development and Poverty Reduction Strategy (2013-2018)

It was also seen that districts do not fully take advantage of opportunities near to them to ensure quick and quality support from existing and recognised institutions such as academic and other development partners. For example, Nyagatare District has a university in the district centre next to the district office, but the district hasn't taken any step to build partnership with the university to utilise available capacities of professors and about 4,000 students in different departments, notably civil engineering, which could contribute to the district capacity when it comes to maintenance of infrastructure projects and veterinary services to cattle keepers. Also, districts have development partners who implement several projects. These projects normally have clear guidelines and process of executing their programme activities which could be role model of districts and the districts should be willing to learn from them through partnerships, but for now, such relationships don't exist. Since all development actors in a district come together in JADF, the JADF could be used to put this idea to practice.

2.1.4 Some examples

Group discussions with the users of drinking water schemes showed that all the schemes are indeed requested by the local population and that in the large majority of cases it improves their access to suitable drinking water.



The agriculture and livestock projects, banana propagation in Karongi District and “one cow per poor family” project visited in Gicumbi District, have been requested at village level. It is also at village level that the final beneficiaries of these programmes are selected. Although these projects are useful and contribute to poverty alleviation and local economic development, they do not qualify as public infrastructure and therefore better be financed under the social protection component of LODA.

Every village, cell and sector has health and education facilities high on the priority list. It is the idea that these services will become available to all rural families.

Most of the modern markets have a large fruit and vegetable component. The traders in this section are mainly women, some of whom sell their own products. So modern markets have a tendency to favour women and to favour small farmers which was made clear in the case of the Nyagatare modern market.



In the case of the integrated handicraft centres the mission noted that the beneficiaries only became involved when the construction phase was completed or well under way. The mission spoke to a number of beneficiaries and all were glad to be part of the new integrated handicraft centres because they had a better place to stay (shelter from rain, sun and dust), the possibility to work together with others, machines close by etc. Most of them indicated however that the sale of their products still needed attention.

The guesthouse in Kamonyi is a project that aims to contribute to district development, but in its present form it is not considered relevant. This is the use of public funds for an infrastructure that is run by a private businessman. The mission believes that such investments should be left to the private sector. The documents to support this project are, except for a technical study, non existing. No business plan, no private partners at the start, no strategy for the future operation, only the knowledge that the district is losing money every month.

2.2 Effectiveness

Effectiveness can be described as measure of the extent to which an activity attains its objectives. Using this definition, the large majority of the projects the mission visited did indeed help solve the needs that were expressed. And furthermore that all planned outputs are being achieved, operational and generally of good quality (except studies, water supply and classrooms built by community work). An increased percentage of rural population has better access to basic services, administrative services and economic activities. Women benefit relatively more from investments in markets (many small traders are women) and water (women save time which can be used for productive tasks or rest), as is shown in respective project descriptions in Annex 4. And at the district level the planning process and information exchange and availability have improved.

2.2.1 National poverty incidence and extreme poverty

The latest data release of the fourth integrated household living conditions survey (EICV 2013/2014) shows enormous improvement in the living standards of citizens over the past five years. According to NISR, the average GDP growth in the last 14 years was 8% and there is increase in establishments of enterprise/business development in the last five years (2011-2014). New jobs are being established, which impacted increase in employment in both rural and urban areas. The figure below shows the average GDP growth.

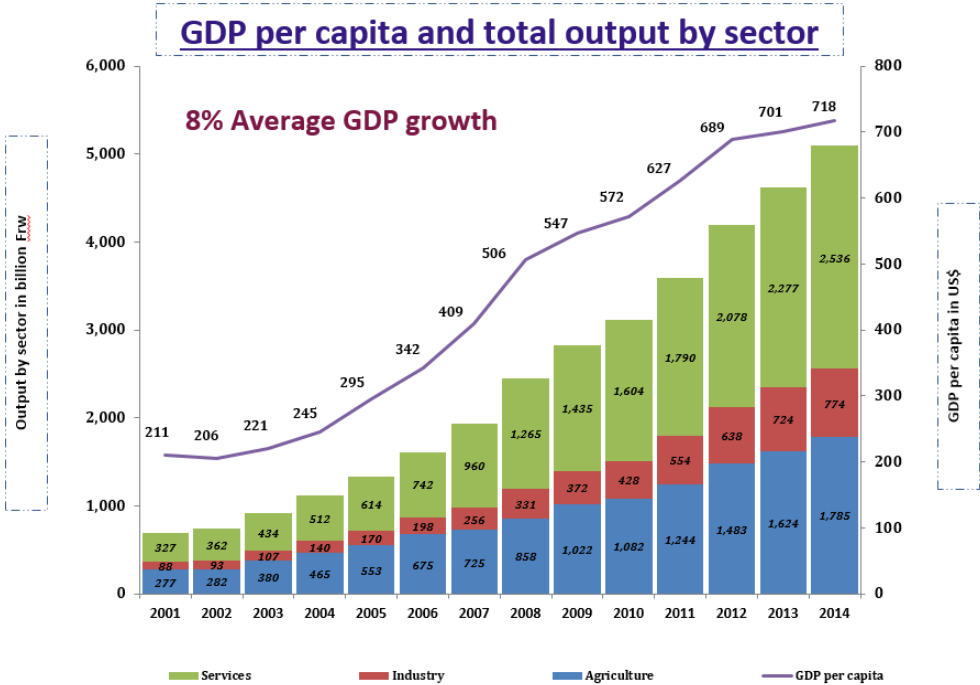


Figure 2.3 GDP and total output by sector (Source: NISR, September 2015)

The national poverty incidence and extreme poverty trends have been decreasing enormously since 2000/01 to 2013/14. The figure below shows a decline in both poverty incidence and extreme poverty rates.

Poverty and Extreme Poverty Trends

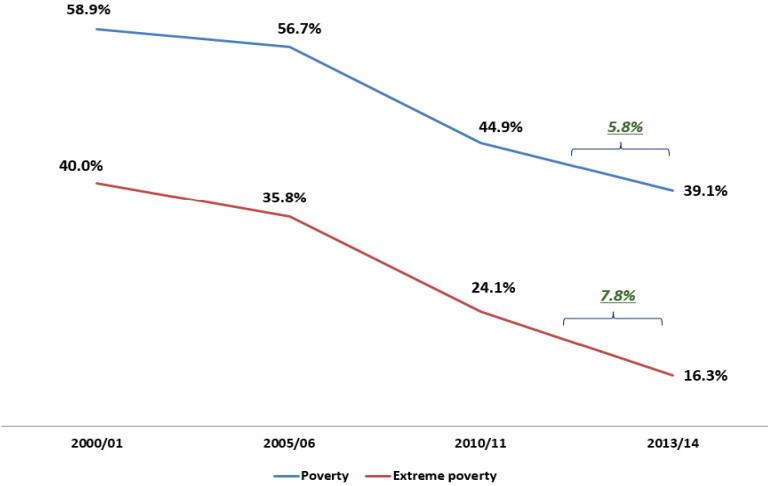


Figure 2.4 Poverty and extreme poverty trends (Source: NISR, September 2015)

The calculated margin of 5.8% is equivalent to above half a million (609,926) of Rwandans who have been lifted from poverty based on the two last surveys (EICV3 and EICV4). However, it is important to note that the approach used in the two surveys were slightly different; therefore, comparison of the two survey results is not straight forward (NISR is currently working on it).

Despite poverty reduction according to EICV4, poverty incidence in some districts remained constant, while other either reduced or increased. This raised concern to understand the real cause of these dynamics. During field work, the mission tried to understand the causes of these dynamics in the districts visited for project evaluation mission. The table below shows the poverty status from the two surveys of the districts visited.

Table 2.1 Poverty incidence and extreme poverty in EICV3 and EICV4

District	EICV3		EICV4	
	Poverty Incidence	Extreme Poverty	Poverty Incidence	Extreme Poverty
Gicumbi	49.3	33.9	55.3	24.7
Kamonyi	46.7	23.9	25.9	6.0
Karongi	61.7	39.8	45.3	21.3
Nyagatare	37.8	19.1	44.1	19.5
Nyamasheke	63.4	40.6	62	39.2
Rwamagana	30.4	12.4	25.4	8



Field work in Nyagatare and Kamonyi Districts gave insight in some plausible causes of poverty increase and decrease. In Nyagatare District poverty incidence has increased and extreme poverty remained constant. Nyagatare district is among the biggest districts in Rwanda with affordable land compared to other districts. Thus, poor people from different districts migrate to Nyagatare due to the availability of land at a low price. Migration thereby increases the number of poor people in that district.

In Kamonyi District the poverty incidence decreased enormously from 46.7 to 25.9 and extreme poverty decreased from 23.9 to 6.0. Apparently, the location of Kamonyi District contributed to the changes, since Kamonyi is about 20 min from Kigali. People from the middle class leave Kigali to Kamonyi for affordable land and living standard. This migration is thereby an explanation of poverty reduction in that district. Another explanatory factor for the migration could be expansion of Kigali city and the involved expropriation processes. This situation leaves poor people with no chance of shifting around town but rather move a nearby district.

When traveling to the Rwabiharambe and Bwera valley dams in Nyagatare the mission observed many new small houses along road far in the interior of the district. When asked about these houses the district officials informed the mission that these were houses of poor families that migrated from other districts. The reason why they come to Nyagatare is that here there is still land available for cultivation. The physiological population density (excluding water surfaces) in Nyagatare is with 242 inhabitants per square kilometre, among the lowest in Rwanda.

With regards to the reasons behind poverty in Nyamasheke district the mission observed that access to land is difficult due to the relatively high physiological population density of around 650 inhabitants per square kilometre (if Lake Kivu and the Nyungwe National Park are excluded). Other reasons may be the difficult access to markets (for small farmers, long distances and difficult terrain).

In 2012, Rwanda had a physical population density of 415 persons per Km². Compared to neighbouring countries such as Burundi (333), Uganda (173) and Kenya (73), Rwanda has the highest density in the region (World Statistics, 2013).

Two other factors were not verified due to lack appropriate data, but supported by different local leaders in the districts visited during discussions. The agriculture yields and mass employment projects might have been among the factors of poverty changes in the district.

2.2.2 Local economic development

During the briefing at the Netherlands embassy the question was raised if it would be possible to identify the various LED effects of infrastructure development.

According to LODA the main spheres of LED are:

- Governance: improvements of performance, transparency & enablement (Bureaucratic & democratic accountability);
- Financial development: improvements in access to investment finance by large, small & medium enterprises (risks and returns);

- Social/community development: improvements in education, health, welfare of households (social solidarity);
- Enterprise development: Improvements in efficiency & competitiveness of enterprises (profitability & markets);
- Locality development: improvements in physical, & natural environment, social & economic institutions (planning, regulation, precaution & care).

All these mutual supporting elements are needed to arrive at a sustainable economic development.

The LODA infrastructure component is facilitating good governance, through improving the administrative infrastructure at district, sector and cell level. It enhances social and community component by financing health, water supply and education infrastructure and it support enterprise development through financing the construction of market facilities, and providing electricity. So if good use is made of all these facilities sustainable LED may result. However, a sustainable growth in LED is only possible if it is supported by the national policy framework for LED. This framework is reproduced below.

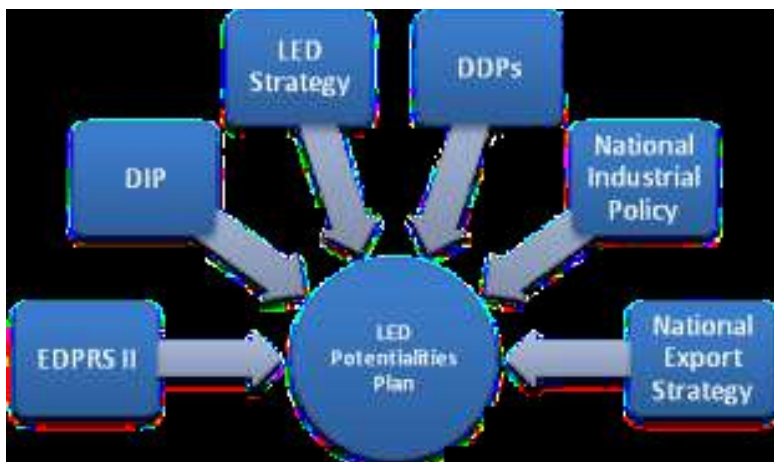


Figure 2.5 Policy framework for Local Economic Development

The above clearly illustrates that no one single infrastructure improvement will lead to sustainable local economic development. One example observed during a previous mission may illustrate this fact. See Box.

In Musanze district a study was done to value the impact of rural roads on the farm prices (i.e. income of the small farmers). It was found that these farm prices indeed went up when the road had been completed. So positive LED. However, when the same road was visited two years later it appeared that it was not maintained and had returned to its bad state. As a result, farm prices had gone down. This hit the small farmers extra hard because they had started investing in their crops (fertiliser and agrochemicals), that they could now no longer sell. So in fact the farmers were worse of than before the road was rehabilitated because now they had a debt to repay. This illustrates that besides the investment in the infrastructure it requires organisation to maintain it. So although It can be shown that a specific infrastructure leads directly to LED it does not mean that that LED will be sustainable.

Economic indicators for development

The increase of district budgets over time is one of the indicators that show the improvement and sustainability of local economic development. It was observed that the average district's budget increases overtime. Not only is the budget increasing, but also visible development can be observed in each district of Rwanda. The evaluation considered some districts that were visited three years ago in order to track the changes. The mission was impressed with positive changes in district management, infrastructures and involvement of local citizens in district plans. The figure below shows the budgets of the visited six districts over the two different financial years.

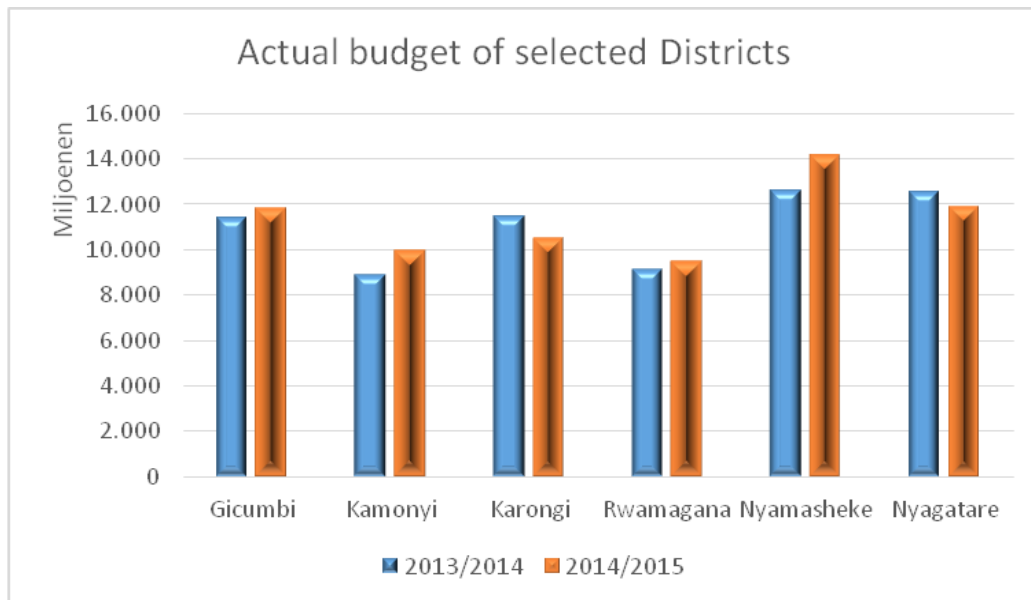


Figure 2.6 Actual budget of selected districts

The district own revenue is a key element to reduce central budget dependency and gap in ensuring the sustainable development. The districts visited increased their own revenue in the last two financial years. It seems there is negative relation between the increase in district own revenue and poverty reduction. The graph below shows district own revenue in the two financial years.

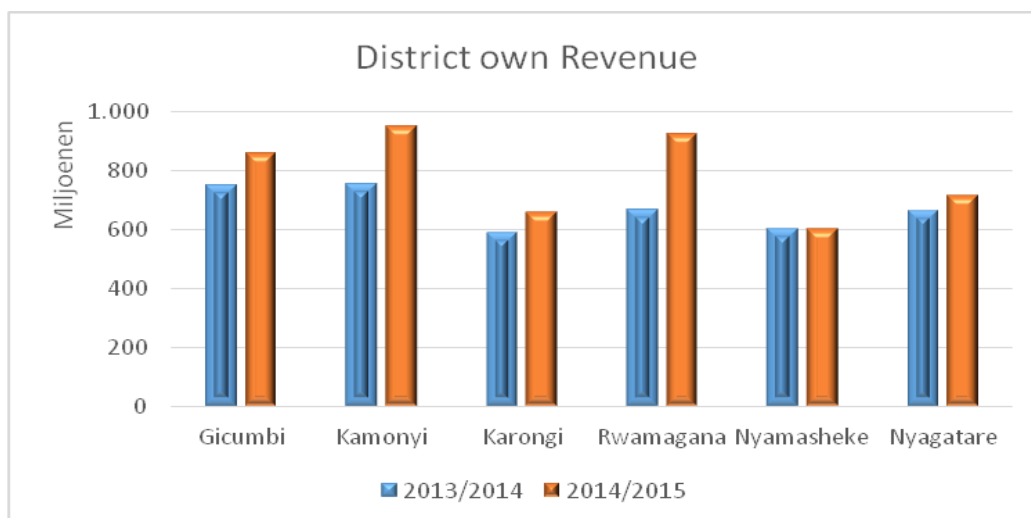


Figure 2.7 District own revenue for FY 2013/2014 AND 2014/2015

The comparison of LODA envelop and district own revenue revealed interesting findings. The LODA envelop is composed of domestically financed development budget and externally financed development budget. The figure below shows that externally financed development budget is almost equal to district own revenue. In Kamonyi and Rwamagana Districts the district own revenue is even higher compared to externally financed development budget. These two districts give insight on sustainable development in the future, since district own revenue increases of the time, poverty incidence reduce and external budget dependency is reduced.

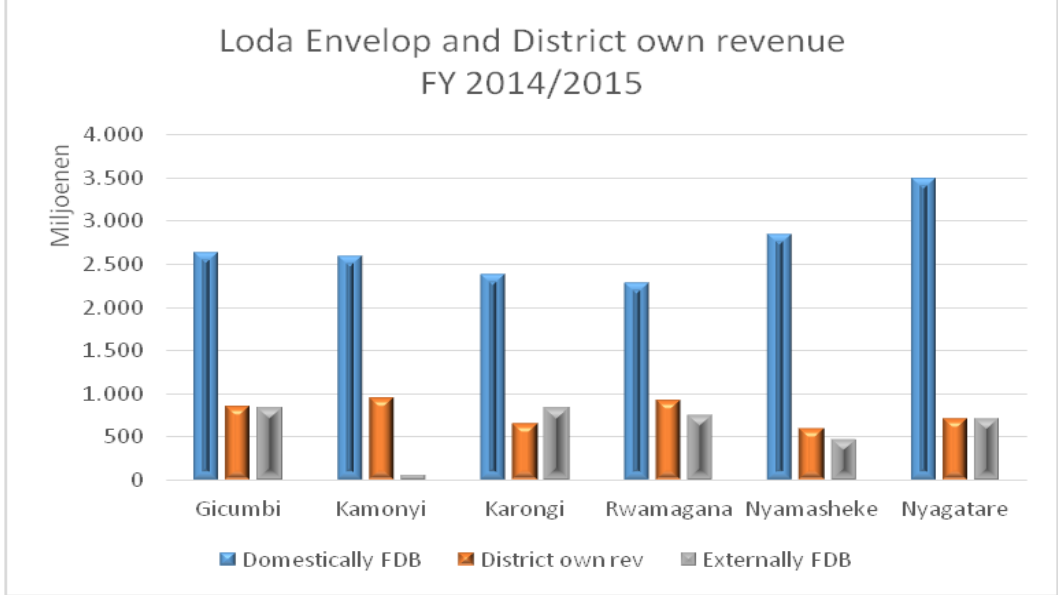


Figure 2.8 LODA envelop and district own revenue

2.2.3 Some examples

Water supply projects save time and allow people to give more attention to agriculture. In one case in Rwamagana District in a group discussion a lady indicated that “it is not only the one-hour time saving that is important, it is also important that you start the day differently, you can directly move on to the thing that you want to do without having to go or organise someone else to fetch the water for you”. However, in the Byamana water scheme in Rwamagana District, it was found that water had not been supplied for a number of days, obliging those who cannot afford to buy water to spend time and effort to fetch water themselves. The mission was informed that the generator was defect (since three days) but that repairs were under way.



The reliability of this schemes is so that for many users the effectiveness is low. In the case of Zoko-Mutete water supply in Gicumbi District the benefits have not yet reached all potential users. The operators have set the price for water too high, so that poor families cannot afford it and prefer to go back to the original

water source even if this is further away. No water users committee exists yet to solve the problem.

The “one cow per poor family” project scores better in responding to the need as was found in Gicumbi District. This project brings almost instant relief to the families. The mission spoke to two families separately. Although in both cases they had some land to grow fodder and other foodstuff, they were chosen because ill fate had rendered them without resources. In one case the lady recipient was blind, and assisted by her widow daughter and one child. In the other case the widow recipient lived with her widow daughter and four children. Both families reported a big improvement in their nutrition and income.

In Nyagatare District the influence of the Nyagatare modern market was reported to the mission by farmers at Rukomo Village (20 Km), but only after the road Mirama-Rukomo road to the area had been improved. Prices go up and larger quantities are sold. Similar stories were heard about other markets. Also for the market women the situation improves because now they have shelter, their products are cleaner, there is less refuse and more



customers come, buying more products. Markets and roads are reported to have a quick response in terms of agricultural prices and volumes of trade.

The most effective market seems to be the Mukarange livestock market in Gicumbi District. Here prices and trade volumes have increased and a large number of food stalls and boutiques have gone up in the village since this market is in operation. The trade volumes are such that they justified the construction of a SACCO next to the market.

Roads and bridges respond, besides to opening up new markets, also to other needs of the population. The possibility to have access to an ambulance in case of emergencies was often mentioned. This was confirmed by the health centre next to the Gisiza bridge in Gicumbi District where the mission was informed that since the bridge and road were completed an ambulance is called upon six times per month to take a pregnant mother to the district hospital. Whereas before these women had to be carried by footmen.



The operational health centres visited by the mission are all very effective at providing health services to the population.

The integrated handicraft centres are projects in line with national policy and selected at district level. The mission visited the ones in Rwamagana, Karongi and Nyamasheke Districts. In all three cases it was observed that the cooperatives of craftsmen became only involved in the project after the construction was completed. There was no marketing strategy except for the one in Nyamasheke District, where district staff is well involved. For none of the integrated handicraft centres the mission could find a feasibility study that addresses issues like business plan, management, operation and maintenance. The locations of the facilities differ as well. In Nyamasheke District it is well located and accessible, close to the central market, while in Rwamagana District it is on the edge of

town, out of sight and difficult to access. During the debriefing the mission was informed that in a place like Rubavu the concept works well.

The model village of Yove in Cyato Sector in Nyamasheke District is another project selected at district level, in line with national policies. Discussions with inhabitants showed that this project also responds to the need of rural families. They are glad to move to the village even if they have to buy a plot to build a house. However, this is just one of the rather limited number of model villages. And it is expensive (mostly the plot for construction) to come and live here. The mission proposes that some form of rural centre planning is undertaken to provide services to a larger part of the population.

In the case of public lighting in Rwamagana District the mission spoke to some shop owners in the area who indicated that the security in the area had dramatically improved and they now stayed open till long after dark.

2.3 Efficiency

Efficiency measures the outputs, qualitative and quantitative, in relation to the inputs.

No cost/benefit analysis were found for any of the major investments. Existing feasibility studies do not include justification and cost/benefit analysis, but projects are cost effective compared to average costs in Rwanda. Most projects take more time than planned (problems of tendering, planning, delay in disbursement of funds).

2.3.1 Feasibility studies

Currently, districts do not conduct feasibility studies but rather do technical studies before implementation of the project. However, it is important to note that in project management, there is need to conduct feasibility studies to assess both social, economic and environmental needs of the project and define baseline values to allow evaluation of project impact and lesson learnt.

It happens that some districts conduct feasibility studies especially on income generating activities. However, those feasibility studies are poorly designed with no relevant content that is up to standard. Examples of a feasibility study of integrated handicraft centres were seen in Nyamasheke and Karongi Districts.

In case of the more traditional projects (class rooms, health facilities, sector and cell administrative buildings) official type plans are being used. This is a concept that has been proven over the years. If the standard materials are used efficiency is ensured.

2.3.2 Some examples

The health centre in Karama sector in Kamonyi is an example where the efficiency is not clear. The plan used here deviates from all the other health centres the mission has visited. The mission could not find a proper justification for this. These premises are larger than usual and thus require more maintenance. According to the director of health and the engineer of Kamonyi district, the ministry of health provided the plan of the new health centre.





In the case of class rooms, the mission observed that in some cases new classrooms are constructed to replace old and dilapidated buildings. So although the students have a better learning environment the new classrooms do not reduce the number of students per classroom. For that also more teachers would be needed. At the same time, it was observed that a number of classrooms that have been constructed before 1990 do not need replacement if they are modernised. This would be at the fraction of the cost of the new buildings.

2.4 Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

Using the above definition, it was observed that sustainability in Rwanda is very much linked to operation (management) and maintenance of the infrastructure provided. This differs much across the various types of projects.

2.4.1 District maintenance planning process

Operation and Maintenance (O&M) policy manuals exist in districts under the support of LODA. Maintenance still is however a new concept in districts. Job aids/manuals exist, but aren't fully used for two reasons. Firstly, there is a misunderstanding of the difference between maintenance and repair. For example: the district would only maintain a road when it is reported as damaged but there is no regular follow up on the state of infrastructure. Maintenance is not done regularly but on need. Private contractors for maintaining infrastructure projects can only provide support when called upon, but it is not a regular responsibility given to them. This issue was reported in the districts of Nyagatare, Rwamagana and Gicumbi Districts.



Secondly, there is scarcity of resources to support implementation of the maintenance activities. The amount budgeted across districts examined range from 0-3%⁶ of the district total budget. The amount allocated to these activities is incomparable to the magnitude of the work.

2.4.2 Some examples

The mission visited health centres in Gasabo, Rwamagana and Karongi Districts built before 2013, and a new one in Kamonyi District. The older health centres are all very well maintained, while the new one in Kamonyi District is not yet operational. The organisation of operation and maintenance of health centres is the responsibility of the ministry of health, which performs regular inspections, not only of the services delivered but also of the state of the infrastructure. When needed maintenance and repairs are being done. For health posts and maternity wards the district is responsible. Here the system is less rigid

⁶ District raw data (District Budget), 2015-2016

and the results are less positive as no inspections are performed to spot potential problems. So repairs are done rather than maintenance. The maternity ward in Ndotu Sector, Rwamagana District, was operational according to patients and villagers in the surrounding areas, but when it was visited there was no tap water and the rainwater harvesting system was already leaking.

For education the system is different. Schools receive a capitation grant from the ministry of education through the districts. This grant must cover the cost of school supplies and equipment, and maintenance. The mission observed however in that as in case of the secondary school in Gishaka, Gasabo District, in general little money was spent on maintenance. In Gishaka this resulted in erosion hazards that can lead to major damages in the near future. At the same time it was observed that the PTA had renovated old buildings to accommodate the office and thus make available one more class room. This is indeed an effort far greater than doing preventive maintenance. Therefore, the mission believes it is more a question of awareness than of unwillingness.

In other schools where the mission visited new class rooms, the older parts of the schools were reasonably maintained. Erosion is easily controlled by some bricks and gravel. Another point for the classrooms is that some of them are built by the community, resulting in extreme poor workmanship that will require early repair.

It was clearly noticed that in Gicumbi and Nyamasheke Districts the road maintenance was at a higher level than in the other districts visited. These two districts benefitted in the past from a HelpAge road rehabilitation programme that included the training of communities and cooperatives to maintain roads under a contract with the district.



For other infrastructures, the bridges in Gicumbi District, the dams in Nyagatare District, the modern market in Karongi District, the water supply and maternity ward in Rwamagana District, but also the integrated handicraft centre in Nyamasheke District, it was observed that preventive maintenance was not done. The district is only active when major repairs are needed. The same was observed with administrative buildings at all levels.

2.5 Follow-up on the recommendations of the 2013 recommendations

The ToR called for assessment of the follow-up that was given to the recommendations of the 2013 evaluation. Table 2.2 below lists the recommendations and the assessment of the follow-up.

Table 2.2 Assessment of follow-up given to the recommendations of the 2013 evaluation

Recommendation	Follow-up
Better document the community participation process and procedure	Community participation is better documented
Continue with capacity strengthening at the district level. Need for more staff and continued training in project management, monitoring and maintenance. Capacity strengthening should also address the lower levels of administration	More and better trained staff was encountered in the district. Increasing numbers of staff are based at sector level
Proper feasibility studies are required. Feasibility studies should include maintenance plans and maintenance budgets for each investment	Very few feasibility studies were seen and the ones seen were of poor quality
Review the structures of cooperatives and strengthen their capacities in line with their identified roles and responsibilities. This is particularly relevant for cooperatives that are charged with the management of rural water supply or that are responsible for road maintenance	Especially in the design, operation and maintenance of water schemes the users are insufficiently organised and involved
Include maintenance indicators in performance contracts	This was not done
Aim for joint evaluation of the entire programme, regardless of its funding origin, for future evaluations	The present evaluation was indeed a joint evaluation

3. Conclusions

Most recommendations from MTR of 2013 were followed. The process of selection and consolidation of the projects from village to district level is transparent and well documented. LODA has continued to build the capacities at local level, with positive effects at district and sector level. Capacity building of local administrative staff responds to local capacity needs. Training on maintenance received attention, but maintenance is still an issue with certain types of projects, as can be seen in numerous examples in Annex 4.

3.1 Relevance

Application of the formula for allocating funds over the districts is almost correct. Only small differences in the application of poverty incidence figures were found (see Section 2.6.1). It was also found that poverty incidence is influenced by migration, time of measurement and the presence of (labour demanding) projects.

The priority setting process for basic infrastructure starts at village level and is consolidated at cell and sector level. The priority setting process of basic infrastructure is well documented. The process contributes to equitable access to services. Local level projects respond to community priorities. At district level local priorities are matched with national priorities (guidelines); embedding of national projects in local setting needs more attention.

LODA capacity building, together with GoR restructuring of district administration, has resulted that:

- Administration procedures and capacity have improved in all districts;
- Availability and accessibility of information at all levels has improved;
- Understanding of development issues is greatly improved;



The process of conducting capacity building programmes in districts does not follow the normal standards of conducting capacity needs assessment. A few trainings are planned for the staff, but these tend to be responding to leadership and managerial aspects. Technicians like planners, programme coordinators and supervisors, aren't given relevant training to use in their daily activities.

Capacity building and maintenance information evaluated was meant to assess the sustainability of the funded infrastructure projects. Routine and preventive maintenance are new concepts in districts. Districts defined maintenance differently and funding happens only when there is need for repair of damaged infrastructure.

3.2 Effectiveness

The majority of LODA financed projects visited by the mission contribute to LED. Some of the projects on the infrastructure list should be regarded as social protection activities. Local economic development was clearly noticed throughout all the districts that the mission visited. This could be seen from:

- New construction, houses and shops going up everywhere;
- Crowded market places;

- Improvements in coverage of basic services, even in the remotest villages;
- Land prices going up.

There were some inconsistencies in data (number of projects, budgets) from different sources provided to the mission. The list of all infrastructure projects submitted to the mission contained some clear mistakes, leading to incorrect totals. The list was cleaned by the team, together with LODA staff. The mission also observed challenges in LODA governance concerning supervision of districts and information exchange between LODA and districts (as indicated by inconsistencies in the project list).

The district performance assessment result shows that districts have gained support in the implementation of national development programmes at community level. Results show that district development planning is participatory from village to district administrative level. The planning is set consistently meet national priorities considering the needs of and expectations of the local people.

District planning in many districts is ambitious. Districts plan well, and the planned activities are aligned to the national priorities, but district struggle to meet targets set for a year, because they have few staff and some aren't fully aware about their responsibilities.



Local government in Rwanda is well structured with facilities, equipment and permanent staff. Information is easily accessible through documented files from the district to at least cell level. However, there is still much work to be done in documenting useful and quality information/data on district programme activities in various sectors on a timely manner. Data collected shows that districts had achieved considerable success from creating a conducive environment that attract investors and managing collection of district own revenues through taxes

and other fees. Over the study year, the amount of taxes and fees collected have increased that in most districts, own revenues are slightly lower than the external budget funding injected in LODA envelope.

The evaluation identified key performance indicators to track change across the defined evaluation period (2013-16). The increased district budget across years explains the magnitude of development programmes in the district. The development programmes are planned in response to the needs of the local people within the district. See district profiles in Annex 4.

SACCOs are saving and credit financial institutions categorised by Rwanda Cooperative Agency as a cooperative arrangement. SACCOs were introduced by the government of Rwanda under the oversight of the central bank to ensure provision of financial services to the local citizen closer to their communities. The evaluation shows that SACCO membership has grown over the last five years due to the credibility given to the bank by the members. Members have continuously saved more money and loans have been given out to members to allow creation of income generating activities. SACCO membership has grown in all districts evaluated. The amount of savings and loans given to members for investments had grown tremendously in the last three fiscal years. This indicator justifies the socio-economic welfare and living standards of the population in the identified districts.

The scale up of the VUP direct support programme to 416 sectors in the country transformed the lives of the poor households identified as beneficiaries of the programme. The assessment didn't test impact but analysed output indicators that evaluated programme activities. The number of VUP beneficiaries grew across the years and the budget support fund for the programme was increased to meet the needs of the beneficiaries.

The mission found some notable indicators for local economic development at district and household level.



At district level

- A construction boom was observed near infrastructures developed by LODA such as markets, roads and administration offices. Many new houses and shops appear everywhere;
- For agriculture and livestock development, the feeder roads are important as market access has a positive effect on the price of agriculture products. In Nyagatare and Gicumbi Districts farmers confirmed that the price increased 50% as a result of road construction. For livestock (Nyagatare District) the construction of dams have reduced cow mortality for more than 50%. Farmers confirmed the increase of milk production;
- Small processing industries (maize, cassava, ...) emerged as a result of electrification. Also milk collection became possible (Nyagatare District);
- Infrastructure also has a positive impact on job creation at district level. The modern market in Nyagatare created more than 500 jobs for traders. Other infrastructures with high potential for job creation are the crafts centres and feeder roads (construction and maintenance);
- There is a relationship of investment in infrastructure and the land price around: land prices increase. This was observed in Nyagatare and Kamonyi Districts, where the price of land was multiplied by three after construction of Nyamatare market. In Kamonyi District others factors, like an influx of people moving from Kigali to Kamonyi, explain the price increase;
- It was observed that in most sectors there is a SACCO which provides loans and others financial facilities for people. At district level commercial banks are present. They provide financial services and jobs for the districts residents;
- Increased access to services. Water supply, health services and education have helped to save time, time that is used to increase agricultural production. Roads facilitate transport of people and goods and strongly support business development;
- District revenue increases. The development of economics activities has a positive impact of the revenue of districts. All districts mentioned that their revenues have increased year by year.

At household level

The main economic indicators of development at household level are income and consumption. By different interviews with beneficiaries the link between infrastructures facilities and income earned was confirmed.

- For farmers, the agriculture and livestock production (milk) increased over the last three years. Farmers confirmed that their revenue allowed them to use more fertilisers and pesticides to increase agriculture production;

- For traders, their turnover has multiplied due to market facilities. This was observed especially at Nyagatare and Karongi Districts markets. At Ntunga Sector (Rwamagana District), the mission observed three young women who have migrated from Kigali to set up shop in Ntunga and combine trade with agricultural production. They were motivated by the presence of electricity, water and road;
- The revenue earned is used to pay health insurance, school fees and saving in SACCO and Self Help Groups (SHGs). Managers of different health centres (Nduba in Gasabo District, Gahengeri and Ntunga in Rwamagana District) confirmed that the rate of patients using health insurance has increased (more than 80%). In different schools visited (Gasabo, Rwamagana, Gicumbi, Karongi Districts) the number of students has increased and drop out was reduced. Saving is also a good indicator of economic development. At Nduba SACCO the figures show that the savings increase year by year. In Gicumbi District the mission observed many meetings of SHGs. These SHGs are groups of people who put money together and then give it as a loan to one of them.



3.3 Efficiency

The location of infrastructure was sometimes not optimal, or not optimally related to the population size. There is a need for better spatial planning at district level.

Districts are generally pleased with the way LODA operations are organised. They have no suggestions for improvement except that in some cases disbursement needs to be speeded up. It would appear that the reason for slow disbursement is due to late disbursement by development partners.

LODA is a learning organisation. The LODA programme is continuing to learn from the past and applies lessons learnt as soon as possible. It has a built-in flexibility that allows budget revisions (each year in December). Capacity building of district staff is continuing and new subjects appear on the agenda as time goes on.

Districts have put efforts in collecting and storing information and data for some indicators. Other information kept is not useful, or of poor quality and at a times not updated. Therefore, documentation of programme activities, evaluations and audits should be well documented and stored or published for public use.

3.4 Sustainability

All infrastructure (markets, health centres, electricity, water supply and administrative buildings) visited, that was constructed before 2013, was still operational after three years except the Byamana water supply scheme in Rwamagana District. In many cases maintenance needs urgent attention. This is possible to realise because districts have invested in capacity building. Now there is more staff than three years ago, mainly engineers working in one stop centres. The remaining challenges are in the planning process and budgeting.

4. Recommendations

4.1 Relevance

When projects are proposed at district level and when projects of national priorities are included (e.g. agakiro) it is recommended to screen them on relevance for the district population and if needed adapt them to the specific local situation.

It is recommended to support pro poor programmes, such as “one cow per poor family”, only through the LODA social protection programme, not the public infrastructure programme.

Because it was found that poverty incidence is affected by migration between districts it is recommended to further study the underlying causes of change in poverty data.

It is also recommended to consider inclusion of district own revenue in the formula to calculate LODA allocations to LED.

It is recommended that training programmes by LODA are continued, based on training needs assessments. Strengthen capacity of district planners, statistician and monitoring and evaluation advisers to ensure establishment of monitoring and evaluation systems to facilitate reporting for results. The district planning unit should oversee and undertake programme/project monitoring. Provide follow-up reports and enhance financial management. It is further recommended to make better use of local knowledge centres (universities, colleges). This can be organised through JADF.

Learning from the experience in the health sector, it is recommended to include the element of inspection in training on maintenance and to demonstrate inspection through field visits.

It is recommended to extend training to all who play a role in the project cycle: also private sector, cooperatives and communities need training.

It is recommended to clarify the status of the district engineers paid by LODA. One could also consider to make performance contracts for engineers at local level.

4.2 Effectiveness

It is recommended that each project is supported by a justification indicating why the project was proposed and approved. Such a justification should include a description of the beneficiaries. In the case where the operation and/or maintenance will depend on a specific group of people it is recommended to involve them in the design and planning of the project. This is the case of water projects, the craft centres and other PPPs. In the latter cases the partners must be know and the role and input of all partners for each phase of the project must be agreed upon.



It is recommended that the data base at LODA headquarters of district infrastructure projects is checked again for correctness and consistency with district data and facts. The list can be a powerful monitoring tool, but data need to be correct.

It is recommended to review the preparation and implementation of water supply projects; management of water schemes need regular supervision by the district. Increase ownership of schemes by involving local population (WUG) in preparation and design of the schemes.

The way PPPs are currently implemented does not correspond to the usual interpretation of the concept of PPP. It is recommended to review the present application of the PPP concept and approach. Districts should not do what the private sector can and should do.

In the case of the crafts centres, it is recommended to find out what are the elements that make the Rubavu case a success and to see if and how these elements can be introduced in other district crafts centres. Capacity building is needed to start up complex projects like the crafts centres.

Spatial planning is proposed to locate future rural centres and to locate service infrastructure.

4.3 Efficiency

For most projects feasibility information is missing. It is recommended that justification is available for all projects to indicate exactly why the project was proposed and approved. It is recommended that subjects to be covered in a feasibility report are specified for each type of infrastructure.

The mission has seen two feasibility studies and the guidelines that LODA has drawn up recently. The following is recommended to support the LODA effort to get proper feasibility reports done:

- For the complex projects a complete feasibility is required, but all project need a project description that must include a justification and spell out:
 - Why the project is selected,
 - Who will be responsible for maintenance,
 - How that maintenance is organised and who pays for it, and
 - How the project is managed and operated (including a financial plan).
- As a result of the above the project description should clearly indicate:
 - Who will be involved in what part of the project preparation, planning and design.

Sometimes design of infrastructure deviates from type plans. Whenever this is the case it is recommended that justifications do deviate from type plans support the proposal.

District planning in many districts is ambitious and many projects are not finished within the planned period of time. It is recommended that districts plan more realistically and set their targets in function of available staff.

Generally, there is lack of awareness on monitoring and evaluation system. Districts don't have clearly defined performance indicators. It is recommended to provide training and capacity to the planning division and to ensure that district performance indicators and regular supervision are incorporated in the work plan.

To improve data collection and management it is recommended for the district planning department to be composed of at least 4 staff (Director of planning, Statistician, M&E officer and Data manager). So far, most districts have only the first two or three, the position of data manager does not exist. It is further recommended to develop (i) training manuals of duties and responsibilities of these staff, (ii) data collection tools for both routine and assessment data, and (iii) a system for data capturing.

4.4 Sustainability

Construction of classrooms by community was seen as below standard and it is recommended that this approach of construction is supervised by a trained engineer.

The concept of maintenance need to be clarified. The mission is aware that LODA is presently preparing a training on maintenance that hopes to do just that. It appears that at district level maintenance is equated with repairs. The maintenance budget of the districts is not used for maintenance but for repairs. However, in view of the mission there are a number of phases that need to be passed before repairs are needed. These are:

- Regular inspections by someone who knows what and how to inspect;
- A report of the inspector to those who must do maintenance, with deadlines;
- A follow-up visit if the action is urgent.

It is recommended that districts plan and increase budget for maintenance activities of the planned fiscal year based on the number of completed projects in the district. The district should train staff who are conversant to provide maintenance support in the district.

To avoid unnecessary damage to projects the sense of ownership could be improved by involving those who will be responsible for the management of the projects in the design and planning phase. This is especially true for water projects. If there is, the operator will be supervised by a water user committee.



Picture: Cyarukamaba Cymbazi water scheme: a content user

Annex 1 Terms of Reference

TERMS OF REFERENCE FOR LOCAL DEMAND DRIVEN INFRASTRUCTURE DEVELOPMENT PROGRAMME IN LOCAL ADMINISTRATIVE ENTITIES OF RWANDA THROUGH LODA

Period: 2013 - 2015

Introduction

This assignment is about the evaluation of the programme support to districts infrastructure projects in the period 2013 to 2015 through LODA, the Local Administrative Entities Development Agency of Rwanda. The purpose of this evaluation is to assess to what extent the intended objectives have been or are being achieved, to generate lessons and recommendations for partners to improve the programme, and for a possible follow-up programme to be financed by the Netherlands.

The objectives of the programme to be evaluated are as follows:

- To improve access of communities especially the poor, to quality basic services through expanding physical stock of new and rehabilitated infrastructure to improve service delivery and boost Local Economic Development.
- To improve the sustainability of local development infrastructure projects through ensuring proper planning supported by feasibility studies and adequate operations and maintenance plans.

To measure programme performance, the following output and sustainability indicators were agreed upon.

Output level	Sustainability level
<ul style="list-style-type: none">• Percentage of budget execution for district investment in the planned infrastructure projects	<ul style="list-style-type: none">• % of LED infrastructure projects implemented based on feasibility studies
<ul style="list-style-type: none">• Number of planned district infrastructure projects in local economic development that are completed per year per district	<ul style="list-style-type: none">• % of LED infrastructure projects maintained three years after completion
<ul style="list-style-type: none">• Number of local government staff trained for proper management of LED infrastructure projects	<ul style="list-style-type: none">•
<ul style="list-style-type: none">• Number of women and men temporary employed in a labour intensive approach during implementation of the infrastructure projects	<ul style="list-style-type: none">•

1. Background of the LODA infrastructure support programme at local level

The LODA infrastructure support programme is a national programme that aims to deliver on the pillars of Economic Transformation and Rural development of Rwanda's EDPRS 2. The programme follows the aspirations of the country's decentralisation policy which recognises that local governments should be empowered and be able to take on more responsibilities in determining their own priority needs.

In line with this, part of the national budget that is approved by the Rwandan parliament every year, is channelled through LODA to districts to finance their infrastructure needs. LODA is an institution established under MINALOC (the Ministry of Local Government) to serve as an intermediary between central agencies and local governments for better coordination of development projects at de-central level. It has been established by organic law N° 62/2013 of 27/08/2013 with the following mandate:

1° to finance development activities in local administrative entities with legal personality;

- 2° to serve as an intermediary between local administrative entities with legal personality and donors especially those involved in financing development activities in those entities;
- 3° to put in place mechanisms of distributing financial support in local administrative entities with legal personality;
- 4° to monitor the use of funds allocated by LODA to development activities in the local administrative entities with legal personality;
- 5° to establish strategies for creation of high intensive labour and assistance to those unable to perform such jobs and who are approved by decentralized entities;
- 6° to contribute to sensitizing population and building their capacities in analysing and solving their problems;
- 7° to contribute to sensitizing population to participate in development activities meant for them;
- 8° to contribute to sensitizing population on the culture of making savings and using the services of banks and micro-finance institutions;
- 9° to build capacities of local administrative entities with legal personality within the scope of LODA mission;
- 10° to coordinate Government's development activities in local administrative entities with legal personality;
- 11° to mobilise and collect funds.

Since 2002, the Local Administrative Entities Development Agency (which changed name two times: first Community Development Fund (CDF), and later Rwanda Local Development Support Fund) (LODA)) has been financing and monitoring development and infrastructure projects in all districts of Rwanda, with the financial support of development partners such as the Netherlands Embassy, the German Financial Cooperation and the Government of Rwanda. As the programme developed further, other development partners have joined the financing of local infrastructure. This includes Belgium through BTC and the World Bank with a focus on selected districts.

The realisation of local priority infrastructure projects, as selected by the districts, is meant to contribute to improve service delivery to citizens and to fast-track local economic development process. Ultimately, these projects are expected to contribute to Rwanda's overall efforts to reduce poverty levels and foster local economic development. To this effect, financial resources are distributed to districts based on a weighted allocation formula considering district size (20%), population (40%) and poverty/welfare levels (40%).

Though the main component of the programme is to finance local development projects, it also includes capacity building for aspects that are covered by the mandate of LODA. LODA's infrastructure development programme has been previously evaluated in 2008, by a consultant financed under the German Financial Cooperation Program; and in early 2013 by consultant firm financed by Netherlands Embassy, following a joint assessment between LODA, Netherlands Embassy and KfW in May 2012.

1.1 Decentralisation policy in Rwanda

The initial Decentralisation Policy for Rwanda was adopted and approved in May 2000, following a long consultative process that had started in 1996 in a quest for good governance. Decentralisation was considered to be the main mechanism to promote good governance (through improved participation, promotion of transparency and accountability, and setting up responsive and sensitive decentralised structures), enhance local economic development (through efficient and effective implementation of development programs) and bringing quality and accessible services closer to the citizens. Given changing demands and priorities over time as the country takes new strides into the future, the Policy has been updated early 2012 to keep it focused and

responsive to the new challenges, aspirations, and ambitions of the Government and people of Rwanda. The overall goal of the revised decentralisation policy is to deepen and sustain grassroots-based democratic governance and promote equitable local development by enhancing citizen participation and strengthening local government system, while maintaining effective functional and mutually accountable linkages between central and local government entities.

In order to realise this goal, the decentralisation policy has the following specific objectives:

- (i) To enhance and sustain citizens' **participation** in initiating, making, implementing, monitoring and evaluating decisions and plans that affect them by transferring power, authority and resources from central to local government and lower levels, and ensuring that all levels have adequate capacities and motivations to promote genuine participation.
- (ii) To promote and entrench a culture of **accountability and transparency** in governance and service delivery by strengthening national and local accountability mechanisms to make them more relevant, credible, conducive, supportive/attractive to all citizens, leaders and non-state entities.
- (iii) To **fast-track and sustain equitable local economic development** as a basis for enhancing local fiscal autonomy, employment and poverty reduction, by empowering local communities and local governments to explore and utilise local potentials, prioritise and proactively engage in economic transformation activities at local, national and regional levels, and ensure fiscal discipline.
- (iv) To enhance **effectiveness and efficiency** in the planning, monitoring, and delivery of services by promoting joint development planning between central and local governments and ensuring that service delivery responsibilities and corresponding public expenditure are undertaken at the lowest levels possible.
- (v) To **consolidate national unity, identity (belonging) and ownership** by fostering, enhancing and sustaining the spirit of reconciliation, volunteerism, community work, consensus-based problem-solving and self-reliance based on cultural and other values of collective responsibility, personal worth and productive involvement.
- (vi) To fast-track and **translate the regional integration agenda** into politically meaningful, economically fruitful venture for Rwandans in all corners of the country, and as a strong anchor for national stability, peace and unity.

At LODA level, the decentralisation strategy has served as to improve service delivery and support local governments both financially and technically in planning, budgeting and proper management of infrastructure projects. For service delivery, the EDPRS target is set to 85% of citizens satisfied with the timeliness and quality of service delivery at local level by 2018 as an average for all sectors. The choice to focus on infrastructure development is logical as it constitutes the main thrust to deliver on EDPRS targets and occupies the main share of budget projections in EDPRS. The Local Economic Development (LED) Community Development Strategy 2013-2018, which was adopted by Government of Rwanda in 2013 and describes the role of districts as enablers and facilitators of the LED process towards employment and wealth creation in the locality.

At district level, national policies and strategies are translated into locality specific strategies called Districts Development Plans (DDPs), with a timeframe of 5 years. Every year, through a countrywide planning and budgeting calendar lead by MINECOFIN and coordinated by LODA, districts translate their DDP targets into projects that are included in the national budget law for parliament approval.

2. Objectives and scope of the evaluation

2.1 purpose of the evaluation

First of all, the evaluation done because it is a requirement for all Dutch funded projects with a budget above 5 million EUR to undergo an evaluation at the end of the financing agreement. Secondly, the evaluation serves to provide information on programme achievements, challenges and lessons learnt. Thirdly, the evaluation shall form the basis of the preparation of the future programme of support for the Embassy of the Netherlands.

Against this background, its specific aims are to:

- Assess the follow-up given to issues and recommendations made in the 2013 evaluation
- Assess the decentralised process to come to priorities, planning and budget and the capacity of LODA to handle this process effectively and efficiency; with a particular focus on the effectiveness of allocation formula that LODA applies to ensure equity in the distribution of funds to districts
- Assess the outputs and results of the infrastructure projects financed and their likely sustainability
- Assess the management of the programme
- Draw lessons for a follow-up phase of the current programme.

2.2 Specific questions to be addressed by the evaluation

The evaluation will use the standard OECD/DAC evaluation criteria, i.e.:

1. Programme *relevance*
2. Programme *effectiveness*
3. Programme *efficiency*
4. Programme *sustainability*

Wherever applicable the questions to be examined will pay particular reference to gender dimension.

The evaluation will *not* deal with programme *impact* since this aspect is taken on board by an ongoing evaluation commissioned by LODA.

2.2.1 Evaluation of programme relevance

The evaluation of programme relevance will look at appropriateness of programme activities vis-à-vis problems, needs, and priorities of local populations in the districts. The evaluation will respond to the following questions:

- Has the financial allocation formula as applied by LODA to districts contributed to equitable access of resources and has it favoured the most vulnerable districts with high poverty levels?
- To what extent have the funds channelled through LODA contributed to realizing priority projects of the District Development Plan? To what extent do DDPs reflect the local priorities?
- Did activities and implemented projects respond to the needs and preoccupations of the local population (male and female)?
- Has the programme shown adaptability to different needs and changing contexts during the course of its implementation?
- To what extent do the capacity building activities address the capacity needs of LODA and at local level?

2.2.2 Evaluation of programme effectiveness

This is a measure of LODA financed projects in improving access of communities, especially the poor, to quality basic services through expanding physical stock of new and rehabilitated infrastructure to improve service delivery and boost Local Economic Development. At this level, the evaluation will seek to address the following questions:

- To what extent were the intended outputs achieved, are these outputs operational and are they of the appropriate quality?
- **Who** has benefited (by gender) e.g.: improved income, better access to a service, etc. – both from the infrastructure realised and from the (temporary) labour that was provided and paid for this infrastructure.
- To what extent have LODA funded local development projects contributed to:
 - Improved service delivery for essential and basic services (e.g. for education, water and sanitation, electricity, health, roads infrastructure, etc.)
 - Advanced Local Economic Development, i.e. to local private sector development and job creation
- What has LODA done to strengthen the management of local development projects at district level and what are the results of these initiatives? Did these activities contribute to: (a) improved management of infrastructure projects en (b) local ownership and discretionary power of districts?

2.2.3 Evaluation of programme efficiency

This will measure outputs – qualitatively and quantitatively in relation to the inputs. When evaluating programme efficiency, the following questions will be addressed:

- To what extent is the selection of major investments projects informed by the cost-benefit analytical studies such as feasibility studies?
- Were the projects at districts level implemented cost-efficiently compared with other similar projects in Rwanda?
- Were the projects completed on time?
- Was the programme managed in an efficient manner?

2.2.4 Evaluation of sustainability of the programme

For the recently completed or ongoing projects, it will be possible to assess the *likelihood* of sustainability to occur in the near future. For this reason, the evaluation will also look at what has happened with the operation and maintenance of a selection of projects that were completed at least three years ago. Specific questions to be addressed are:

- What mechanisms are in place to ensure future maintenance and operation of the new/rehabilitated infrastructure? How are these mechanisms put into practice at district and village level?
- Did the completed infrastructure projects remain operational three years after completion? What is the likelihood of sustainability of the more recent project portfolio?
- Are there best practices on operation and maintenance of the completed projects that can be scaled up? If so how?

2.3 Scope of the evaluation

This evaluation will cover infrastructure development projects funded through LODA from 2013 – 2015. To be able to answer the evaluation questions efficiently, an illustrative but purposely selected sample is proposed. The cost of the programme in the period 2013-

2015: 317.6 Mil EUR in which NL contributed 34 mil EUR. Number of projects financed 1151. The sample will be taken from the following range of project categories⁷:

1. Income generating infrastructure projects: including but not limited to, public parking, factories, guest houses, etc.
2. Market access infrastructure: modern markets, slaughter houses, etc.
3. Transport infrastructures projects: roads, bridges, etc.
4. Energy projects: solar energy provision, grid electrification, etc.
5. Water supply and sanitation projects: water supply systems construction, rehabilitation/construction of water sources/latrines, etc.
6. Agricultural & livestock development and environmental protection projects: terraces, swamp development, irrigation etc.
7. Administrative infrastructure projects
8. School infrastructure projects
9. Health infrastructure projects
10. Sport, culture, and tourism infrastructure
11. Project studies and their supervision

If selected projects have already been considered in any previous evaluation or assessment, then the current evaluation shall highlight changes, for example whether previously abandoned projects have been taken up again, or whether good quality is being maintained over a longer period of time.

3. Guidance on methodology development and approach for the evaluation

This study will use both qualitative and quantitative methods to collect necessary data responding to the objectives and questions. In their technical offer, interested consultants shall provide a detailed section on the proposed methodology and sampling, for collecting necessary data that respond to the evaluation objectives and questions. Such methods may include structured interviews with users, employers and area residents and focus group discussions to capture beneficiaries' appreciation of the projects' usefulness and their degree of satisfaction.

For data related to assessment of physical quality of infrastructures, the evaluator(s) can collect the information using the "the quality checklists tool available in LODA M&E manual". At this level, the evaluators will be responsible for revising the quality checklists in order to ensure that they reflect the technical standards that are valid by the time of the evaluation.

The evaluation will include desk review of programme documents, relevant national policies, strategies, LODA manuals and reports as well as district level project information. These documents will be provided to the evaluation team. The evaluation will also consider past evaluations and assessments conducted on LODA activities. The relevant documents will be availed to the evaluation team.

4. Evaluation team

We envisage the involvement of a reasonable team of experts that is able to cover the following fields of expertise:

- Higher university degree (Masters. or equivalent) in Economics, development economics, development studies or related fields of study with at least 10 years of experience in the field of evaluating similar development projects in local governments;

⁷ The projects financed under the social protection component of LODA will *not* be part of this evaluation.

- Extensive field and consultancy experience in decentralisation sector in general and with socio-economic development issues at local level;
- Demonstrable experience in similar assignments related to evaluation of development projects;
- Experience working with Local Economic Development projects at de-central level combined with a country level understanding of the LED context
- Work experience in Sub-Sahara Africa and the Great Lakes Region is a strong advantage;
- Interpersonal communication skills with fluency in English both oral and written; and understanding of French;

- The national consultant with university degree in civil engineering, or related field; fluent in Kinyarwanda and able to fluently speak both French and English
- Demonstrated experience in evaluating infrastructure projects;
- Experience with the decentralisation sector with general understanding of Rwanda development policies is an added advantage;
- Experience with the functioning of local governments and extensive work experience with local government in Rwanda is preferred;
- Fluency in Kinyarwanda, with good written and oral communication skills in English and French.
- Organisational, analytical and strategic programming skills,

N.B: In the technical proposal, the consultant is expected to indicate the division of responsibilities between the team members and to justify the number of days that they will be involved in the assignment.

5. DELIVERABLES

5.1. Inception Report: to be submitted within 14 days after the date of contract signature. It shall include the activities to be conducted, the work plan as well as the proposed structure of the final report. This report should include a set of appropriate tools (templates/ questionnaires) to collect and analyse data.

5.2 Draft Report: to be submitted within 60 days (after the date of commencement). The consultant will submit the draft report to the Netherlands Embassy for comments and remarks.

5.3. Final Report: to be submitted within 75 days (after the date of commencement). The inception, draft and final report should be in English.

6. DURATION OF THE CONSULTANCY

The consultancy is estimated to take no more than 75 calendar days as the length of the assignment, taking into account that towards the festive seasons of December, it may be difficult to work. The assignment is expected to start 30 November 2015 and the final report is expected not later than 28 February 2016, early submission will be preferable.

7. Submission of proposals

Qualified consultants that meet the above requirements are invited to submit their technical and financial proposals, including CVs, and a minimum of two references for

each team member within 21 days from the date of receipt of the call for proposals. The technical proposal should include their proposed approach and methodology, also with regard to sampling of projects along with a section detailing understanding of the assignment and/or any gaps identified in the terms of reference.

Netherlands Embassy

P.o.Box

KIGALI

Annex 2 Itinerary

date	occasion	Present
3 Feb	Briefing Netherlands Embassy	Pieter Dorst, Caro Plaisier, Francois Uwumukiza
	Briefing by LODA	Ernestine Kaligirwa, LODA; Kayiranga Paul, LODA; Mukandayishiye Olivier, Infrastructure engineer; Nduwayezu Pascal, Procurement officer; Rubangutsangabo Amertime, Director OSC; Hakizimana Jeremie, LODA engineer; Mapendo Tom Cristian Mapende, LODA; Eva Paul, KfW ; Sofie Geerts, ITA; Abdu Gasiti, LODA; Ferdinand Machmimano, LODA
	Team meeting, finalising evaluation questions	
4 Feb	Meeting with LODA	Ernestine Kaligirwa, LODA
	Meeting German CB mission	Antonin Coantic
	Reviewing docs, list	
5 Feb	Meeting at Gasabo district office	Babuisa Innocent; Placid Bisetsa; Deo Gratias, Div Manager Corporate services; Phillipe Simogotwa, head teacher; Director Planning; Tom Cristian Mapende, LODA;
	Meeting at Nduba sector office	Uwineza Eugenie, Civil status and notary; Mukantwali Diane, Education officer; Musasangohe Providence, Sector social affairs; Uwamahoro Jacqueline, VUP manager; Mushiyimana Ferdinand, LODA; Nyiranyamibwa Ellen, Director of Health; Harelimana J. Damascene, Sector education officer
	SACCO Nduba	Musengimana Frederic, SACCO manager, Serugendo Augustin, credit analyst, Mushiyimana Ferdinand, LODA engineer
	Nduba health centre	Safari Olivier, director of health centre; Ferdinand Mushimana, LODA engineer.
	Secondary school Gishaka	Simogobwa Philippe, head teacher
6 Feb	Reading doc. Writing field notes	
7 Feb	Travel to Rwamagana Visit Cyiri market	Traders
8 Feb	Meeting with district and collecting data	Kayiranga Paul, Director Planning; Hukiyimama Jeremie, LODA engineer; Tom Christian Mapende LODA; Nduayezu Pascal, procurement officer; Kakooza Henry, Acting major
	Ntungwa maternity ward Ntungwa electricity Gahengiri health centre	Muburanturo Gaspard, head of Ntungwa maternity, Hakizimana Jérémie district LODA engineer; Mapendo Tom Christian, LODA
9 Feb	Agakiriro Rwamagana	Cooperatives
	Water supply Cyarukamba, Cymbazi and Nkomangwa cells.	Mapendo Tom Christian, LODA; groups of water users.
	Byimana Water supply	Mapendo Tom Christian, LODA; water users
10 Feb	Rwamagana district staff	Kayiranga Paul, Director of planning; Mukandayishimiye Olive, infrastructure engineer; Kakooze Henri, acting maire; Rutangutsangabo Amertime, director of OSC; Mapendo Tom Christian, LODA; Hakizimana Jérémie, district LODA

		engineer.
	Secondary technical school	Mbonyimuvunyi Rajab
	Debriefing Rwamagana	Kayiranga Paul, Director of planning; Kakooze Henri, acting maire; Mapendo Tom Christian, LODA
	Travel to Nyagatare	
11 Feb	Meeting with district staff and collecting data	Mukanyirigira Judith, Acting Mayor; Turatsinze Kaleb, Director OSC; Vita Emmanuel, Labor Inspector; Rucyema Emmy, SMI and cooperative officer; Mutesi Oswald, B,O & DF (ai); Nambaye Eugene, Procurement officer; Kapirisa Justus, Director revenue accountant; Bahirwa Modeste, Auditor; Mbabazi Jane, Gender; Mahoro Gisele & Uwanyirigira Benita, Caritas; Mugisha David, P/S Council; Butera Gaston, Statician; Muvandimwe Albert, CPO; Muragizi John, Infrastructure; Kayitare, Procurement officer; Bugingo Monica, Social protection; Mugisha Daniel, VUP Coordinator; Rusagara Thadeo Ndm; Bizimana Yves LODA M&E specialist; Nziyumvira Innocent, LODA Engineer
	Nyagatare modern Market	Francois Byiwshi, Director Planning; Eugene Nambaye, procurement officer; Innocent Nziyumvire, LODA engineer; Monica Bugingo, Social protection officer; Cales Turafsinze, Director OSC; Yves Bizimana, LODA M&E specialist
	Mirama- Rukomo road	Innocent Nziyumvire, LODA engineer; Monica Bugingo, Social protection officer; Cales Turatsinze, Director OSC; Yves Bizimana, LODA M&E specialist; Groups of villagers
12 Feb	Rwabiharamba and Bwera valley dams	Innocent Nziyumvire, LODA engineer; Monica Bugingo, Social protection officer; Cales Turafsinze, Director OSC; Yves Bizimana, LODA; Ngoga John, Ndama sector exec secretary; Group of cattle owners; (kalibwami-president of management committee of dam, Ndaruhutse Samuel, Gakuba Charles, Gakwaya manuel and Kavumbutsi John, member of committee)
	Rwempasha meeting hall	Innocent Nziyumvire, LODA engineer; Monica Bugingo, Social protection officer; Cales Turafsinze, Director OSC; Yves Bizimana, LODA; Ingabire Janny, Rwempasha sector executive secretary
	Debriefing district staff	Francoi Byiwshi, Director Planning; Eugene Nambaye, procurement officer; Innocent Nziyumvire, LODA engineer; Monica Bugingo, Social protection officer; Cales Turafsinze, Director OSC; Yves Bizimana, LODA
13 Feb	Travel to Kigali, report writing	
14 Feb	Travel to Gicumbi,	
15 Feb	Meeting with district	Habyarimana Jean Baptiste, Director of BDE; Gashirabake Isidore, Veterinary; Bizimungu J. Bosco, Director of planning; Gahuntu Cyprien, VUP coordinator; Havugimana Ferdinand, RD & M Engineer; Nzabandora Moussa, District Engineer; Murindangabo Yves Theoneste, Director agriculture; Mutsinzi Samuel, Corporate Services; Hakizimana Jeremie, LODA, Mapendo Tom, LODA
	Collecting district data	

	Visit to Gisiza Bridge	Gahuntu Cyprien, VUP coordinator Nzabandora Moussa, District Engineer; Mapendo Tom, LODA.
	Gisiza health centre	Medical staff health centre
	9&12 Class rooms in Gisiza	Ndawaminye, school director.
	Girinka project	Gashirabake Isidore, district veterinary officer Ms. Donata, beneficiary of Girinka project
	Mukaranga Livestock market	Sanyn Florence, Sector secr. economic development; group of cattle owners
16 Feb	Yaramba bridge	District Engineer; Mapendo Tom, LODA; Gashirabake Isidore, district veterinary officer
	Yaramba market	Traders and buyers
	Girinka project	Mukamurera Pascasie, beneficiary of Girinka project
	Water supply Zoko-Mutete	Meeting with Kabuga, Karumbi and Merezo, villagers along the line
	9 &12 Class rooms in Nyagasozi village	Ndabamenye Silver, director of school
	District staff	Gashirabake Isidore, district veterinary officer.
17 Feb	Debriefing at district	Habyarimana Jean Baptiste, Director of BDE; Sinumvayo Emmanuel, Director of OSC; Tabaruka Dieudonné, Director finance; Bizimungu J. Bosco, Director of planning; Nzabandora Moussa, District Engineer; Murindangabo Yves Theoneste, Director of agriculture; Mutsinzi Samuel, Corporate services;
	Travel to Kigali	
	Meeting EKN	Francois Uwumukiza; Esther Hogan
	Team meeting	
18 Feb	Briefing Kamonyi district	Nsengiyumva Moise, District engineer; Gafurumba Félix, Director of health; Nsengiyumva Emmanuel, Procurement officer
	Karama health center	Gafurumba Félix, Director of health; Nsengiyumva Moise, District engineer
	Guest house	Guesthouse manager
	Rundo road Playground fence	Nikabahisi Calpifore, head of school; Gafurumba Félix, Director of health; Nsengiyumva Moise, District engineer
19 Feb	Meeting with district staff and collecting data.	Habyarimana Jean Baptiste, Director of BDE; Sinumvayo Emmanuel, Director of OSC; Tabaruka Dieudonné, Director of finance; Bizimungu J. Bosco, Director of planning; Nzabandora Moussa, District Engineer; Murindangabo Yves Theoneste, Director of agriculture; Mutsinzi Samuel, Coorporate services division manager
	Discussion district office	Bizimungu J. Bosco, Director of planning
	Travel to Kigali	
20 Feb	Report writing	
21 Feb	Travel to Karongi	
22 Feb	Bwishyura market	Traders and market management committee
23 Feb	Briefing district	Umurungi Marie Claudine, Procurement officer; Bizimana Yves, LODA; Niyitanga Nehemie, District building inspector; Murindankiko Michel, District education officer; Tuyishime Jean Damascene, District infrastructure officer ; Mudacumura Affrodis, Stort-up dvt officer; Muhire

		Emmanuel, CBM; Mukase Valentine, Director of planning;
	Ruragwa Cell office	Musindutsi Jean d'Amour, Ruragwe cell executive secretary.
	Secondary school Gasenyi	Bizimana Yves, LODA M&E specialist; Niyitanga Nehemie, District building inspector; Nshimiyimana Emmanuel, Mutuntu executive secretary; Mukase valentine, director of planning/Karongi
	9&12 classrooms Musango	Nzamatuma Azarias, director of school, Bizimana Yves, LODA; Niyitanga Nehemie, Tuyishime Jean Damascene District building inspector; director of planning/Karongi
	Public lights Karongi town	
24 Feb	Banana propagator Murundi	Bizimana Yves, LODA
	Youth Peace Centre	Mukase Valentine, Director of planning; Bizimana Yves, LODA M&E specialist; Niyitanga Nehemie, District building inspector;
	Agakiro phase III	Bizimana Yves, LODA; Niyitanga Nehemie, District building inspector; Chairman cooperatives; Chairman management team
	Debriefing Karongi	Kayiranga Dieudonné, LODA engineer; Habyarimana Jovith, BDE; Harelimana Charles, Procurement officer; Bizimana Yves, LODA
	Travel to Nyamasheke	
	Meeting with Executive Secretary Nyamasheke	Niyoyita Come, director of planning; Habiyaemye Pierre Celestion, District Executive secretary; Bizimana Yves, LODA
25 Feb	Briefing by district staff	Harelimana Jovith, director of business development and employment, Harelimana Charles, procurement officer, Kayiranga Dieudonné, district LODA engineer
	Yove Model village Cyato	Damascene Munyaneza , executive secretary of Mutongo cell
	Electrification Rangiro	beneficiaries
	Extension water supply Cyato	Damascene Munyaneza , Executive secretary of Mutongo cell +beneficiaries
	study documents	
26 Feb	Debriefing district	Harelimana Jovith, director of business development and employment; Harelimana Charles, procurement officer; Kayiranga Dieudonné, district LODA engineer
	Travel to Kigali	
27 Feb	Team meeting	
	Report writing	
28 Feb	Preparation PP	
29 Feb	Debriefing LODA	Sibomana Saidi, Local Development planning LODA; Ernestine Kaligirwa, director of M& E; Pieter Dorst, Netherlands embassy; Uwumukiza Francois, Netherlands Embassy; BTC RDSP; Sofie Geerts, ITA LED, Esther Hogan, Netherlands Embassy; Eva Paul, KfW; Jost Gunterman, SID3; Tom Mapenoo, LODA; Yves Bizimana, LODA
30 Feb	Discussing spatial planning with LODA	Ernestine Kaligirwa

Annex 3 Evaluation questions and methodology table

Evaluation question	Unpacked question	Source of information	Responsible consultant
Evaluation of programme relevance			
Has the financial allocation formula as applied by LODA to districts contributed to equitable access of resources and has it favoured the most vulnerable districts with high poverty levels?	-What would be the theoretical distribution of resources over districts, applying the allocation formula? -How were resources distributed over districts, specified by vulnerability and poverty level?	- Allocation formula - Poverty/vulnerability indices - Project data base Document review	PS/MS
To what extent have the funds channelled through LODA contributed to realizing priority projects of the District Development Plan? To what extent do DDPs reflect the local priorities?	-What are the priority projects of the districts? -Do DDPs reflect local priorities? -Do LODA-supported projects correspond to DDP priority projects?	DDPs Project data base Interviews, FGDs	MS CB/OM
Did activities and implemented projects respond to the needs and preoccupations of the local population (male and female)?	-What are the priority needs of local population? - Do LODA-supported projects correspond to local needs?	FGDs Project data base	CB/OM MS
Has the programme shown adaptability to different needs and changing contexts during the course of its implementation?	-Did needs and context change during the programme period? If so, how? -Did the programme adapt to changing needs and context?	Interviews Document review	PS/CB/OM
To what extent do the capacity building activities address the capacity needs of LODA and at local level?	What are the main capacity building needs at local level? -What LODA capacity building took place at local level? -Does the LODA capacity building correspond to main needs?	Document review Project data base Interviews	CB/OM MS

Evaluation question	Unpacked question	Source of information	Responsible consultant
Evaluation of programme effectiveness			
To what extent were the intended outputs achieved, are these outputs operational and are they of the appropriate quality?	-What were the intended outputs? -What outputs were achieved? -What is the ratio achieved/intended outputs? -Are outputs operational? -What is the quality of achieved output?	Document review Project data base Field observations Technical inspection	MS CB/OM AH
Who has benefited (by gender) e.g.: improved income, better access to a service, etc – both from the infrastructure realised and from the (temporary) labour that was provided and paid for this infrastructure.	-Who are the final beneficiaries of the projects? -How do beneficiaries benefit from the realised projects? -Was cash-for-work applied? If so, how many people, gender disaggregated, benefitted how much?	Document review Project data base Interviews, FGDs	PS/MS CB/OM
To what extent have LODA funded local development projects contributed to: - Improved service delivery for essential and basic services (e.g. for education, water and sanitation, electricity, health, roads infrastructure, etc.) - Advanced Local Economic Development, i.e. to local private sector development and job creation	Idem	Document review Project data base Interviews, FGDs	PS/MS CB/OM
What has LODA done to strengthen the management of local development projects at district level and what are the results of these initiatives? Did these activities contribute to: (a) improved management of infrastructure projects en (b) local ownership and discretionary power of districts?	- How have LODA-supported projects strengthened capacities of local authorities? -Is there improvement of management of local infrastructure projects, and what can be attributed to the programme? -Is there improvement of local ownership of infrastructure projects, and what can be attributed to the programme?	Document review Field observations Interviews, FGDs	PS/MS CB/OM AH

Evaluation question	Unpacked question	Source of information	Responsible consultant
Evaluation of programme efficiency			
To what extent is the selection of major investments projects informed by the cost-benefit analytical studies such as feasibility studies?	-Were cost-benefit studies done? -How were they used for selection?	Document review Interviews	CB/AH CB/OM
Were the projects at districts level implemented cost-efficiently compared with other similar projects in Rwanda?	-How do unit cost for different categories of projects compare to the average standard in Rwanda?	Document review Interviews	AH
Were the projects completed on time?	Idem	Project data base Interviews	MS
Was the programme managed in an efficient manner?	-What is the governance structure of the programme? -Is the governance structure operational and efficient?	Document review Interviews	PS/CB
Evaluation of sustainability of the programme			
What mechanisms are in place to ensure future maintenance and operation of the new/rehabilitated infrastructure? How are these mechanisms put into practice at district and village level?	- What O&M mechanisms are in place? -Are the O&M mechanisms operational? -Any challenges or lessons learnt?	Document review Field observations Technical inspection	MS AH CB/OM
Did the completed infrastructure projects remain operational three years after completion? What is the likelihood of sustainability of the more recent project portfolio?	Idem What are the best practices on operation and maintenance of completed projects that can be scaled up?	Document review Field observations Technical inspection	AH CB/OM

