

# The adoption of strategic management in local government's "Imihigo" process in Rwanda

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## Abstract

The authors conducted an assessment of strategic management is adopted in local governments 'Imihigo process in Rwanda. They assessed the level of awareness of strategic management steps and processes, evaluated the extent to which strategic management is considered while elaborating on the Imihigo process, and documented some challenges encountered while linking strategic Management steps and processes with the Imihigo Process which is nationally implemented in Rwanda among local government units. The study was conducted in 10 selected districts based on systematic sampling with an interval of 2.

The authors considered all the components of strategic management and linked them with the existing structure of the Rwandan economy. They found out that strategic management is fully embedded in the Local Government's *Imihigo* Process. The Rwandan economy went beyond strategic management and integrated innovations brought from Rwandan culture. Gaps were found in different levels of local government and the authors offered recommendations to improve the adoption of strategic management in local government's *Imihigo* process.

## Introduction

Organizations should see strategic management as a bedrock for survival, economic stability, growth, and development because any Nation or Firm experiencing economic recession lacks strategic management (Sunday & Idodo,2016).

The adoption of strategic management in the elaboration of the local government *Imihigo* process is seen as the art of formulating, implementing, and evaluating cross-functional decisions that enable an organization or government to achieve its goals and objectives. The implication of this is that Imihigo and strategic management focuses on integrating various departments such as marketing, personnel, finance, production, research and development, and information and communication technology to achieve organizational success. The current global situation demands that managers not only manage actions domestic to the firm/organization but must also adopt a strategy and lay down policies that will enhance its competitive position in the external environments of the firm. The external environment constitutes a major threat to any business organization and managers must monitor the activities of the political, competitors, financial conditions, technological advancement, amongst others in the environment, all of these must be expected and monitored in the decision making process of a manager's as the growth and profitability of firms depend largely on how well managers manage everything strategically using management techniques that will place the firm in its merit competitive position by utilizing and managing changes in its internal and external environment(Sunday & Idodo,2016).

The strategic management of government public policy is one of the basic tools for economic stability and development of Nigeria's Economy. Findings also reveal that strategic management of new government public policies enhances public self-reliance on the Nigerian leadership particularly when there is growing understanding on the part of many that policies have to be formulated through the vigorous participation of the concerned communities. A learned anointed professional would do better than unlearned, therefore experts that are knowledgeable about strategic management should be allowed to be at the forefront of strategic management of government public policies. Strategic Management deals with the discovery and description of the strategies that leaders or managers can take to realize improved competitive advantage and performance for their organization (Sunday & Idodo,2016).

On the other hand, the use of Rwanda's Imihigo (performance contracts), is one of those innovative and homegrown approaches that has strengthened service delivery and contributed significantly to improvements in the socio-economic well-being of citizens (BAD,2012). The performance contract (Imihigo) is an initiative that went into effect in 2006 by the Government of Rwanda as a tool to accelerate the implementation of priority programs. In modern Rwanda, the Imihigo practice was adopted as a means to accelerate the progress towards economic development and poverty reduction (MINAFFET, 2012). This thesis explores the adoption of strategic management in the local government's Imihigo process in Rwanda.

According to Cole, (2004), due to escalating complexity of a modern business organization, strategic management has grown in significance over the years. In his observation, the significant contributing factors include increased expectations of customers for quality and variety of goods, rapid advances in technologies, increased ability of firms/organizations/districts to compete with each other due to the benefits of new technology, entry into World Markets of new low-cost manufacturing firms from Asian countries, Greater concern among nations for protecting the natural environment, greater emphasis on consumer rights, improvement in worldwide communication systems and interconnectedness, and growth of multinational corporations, etc.

Umoh, (1996), argues that strategy seems to be popularly regarded as a military term, we use it in management to reflect broad overall concepts of organizational operation.

**Figure 1: Conceptual Framework Setting Imihigo and Evaluation with Socio-Economic Development.**

### Setting Imihigo and Evaluation:

- Priorities of Government;
- Setting Outcomes, Outputs from national pillars in each Sector.
- Define indicators and baseline;

### Socio-Economic Development:

- Infrastructure Development;
- Poverty Reduction;
- Increase of Jobs;
- Education Development;
- Health Sector Development;

Source: Researcher,2021

### 1.3. Significance of Strategic management



There are several reasons given by scholars as to why Governments or firms should engage in strategic management. Both financial and non-financial benefits can be derived from strategic management techniques.

**Financial Benefits:** as approved by McDonald and Eastlack (1970), House and Thune (1970), Ansoff et al. (1971), Malik and Karger (1975), and Schendel and Hofer (1978), strategic management does result in organizational performance and profitability. They conclude that formalized strategic management process does make a difference in the recorded measurement of profits, sales, and return on investment. Firms that adopt a strategic management Approach can expect that the new system will lead to improved financial performance.

**Nonfinancial Benefits:** Regardless of the profitability of strategic management, several behavioral effects can be expected to improve the welfare of the firm.

**Nonfinancial Benefits:** Regardless of the profitability of strategic management, several behavioral effects can be expected to improve the welfare of the firm. Strategic management is needed to cope with and manage uncertainty in decision-making.

Several benefits of strategic management:

- i. It provides a way to predict future tribulations and opportunities.
- ii. It results in more effective and better performance compared to non-strategic management organizations.
- iii. It provides employees with clear objectives and directions for the future of the organization.
- iv. It increases team member satisfaction and motivation.
- v. It results in fast and better decision making, and
- vi. It results in cost savings

Furthermore, greenly maintained that strategic management offers the following personal benefits:

- i. It allows for the identification, prioritization, and exploitation of opportunities.
- ii. It provides an objective view of management problems.
- iii. It represents a framework for improved coordination and control of activities.
- iv. It minimizes the effects of adverse conditions and changes.
- v. It allows major decisions to better support established objectives.
- vi. It allows a more effective allocation of time and resources to identify opportunities.

- vii. It allows fewer resources and less time to be devoted to correcting erroneous or ad hoc decisions.
- viii. It creates a framework for internal communication among personnel.
- ix. It helps to integrate the behavior of individuals into a total effort.
- x. It provides a basis for the clarification of individual responsibilities.
- xi. It encourages forward-thinking.
- xii. It provides a cooperative, integrated and enthusiastic approach to tackling problems and opportunities.
- xiii. It encourages a favorable attitude towards change.
- xiv. It gives a degree of discipline and formality to the management of a business. These and other research studies have concluded that strategic management is an integral and important function of organizational life. Nevertheless, successful organizations are successful for many reasons: adequate resources, good products, and services, among others

### **Benefits of Imihigo**

IPAR, 2015 recognized that the following benefits were brought by Imihigo:

- *Imihigo* plays a major role in fast-tracking different commitments made by the central and local governments concerning different development programs and projects meant to accelerate the socio-economic transformation of Rwandans.
- It is well noted that most planned activities under Imihigo reflect national and sub-national development priorities as stipulated in Vision 2020, the 7Years Government Program, and the Economic Development and Poverty Reduction Strategy (EDPRS2)

Tumwebaze, (2012) found a positive impact of Imihigo on socio-economic development. The researcher cites the following benefits:

- the benefits accrued from simple household-led initiatives such as nutritional garden (*akarima k'igikoni*) to huge-impact projects such as the construction of schools nationwide to provide free and steadfast education to the future leaders of Rwanda;
- According to EICV3, more than one million Rwandans broke poverty. The survey results indicate that poverty levels dropped to 44.9% in 2010/11 from 56.7% in 2005/6. Over 45.2 % (over 4 million) of the Rwandan population has a mobile phone while over 215,000 households have access to electricity;
- Imihigo increased the number of pupils going to school at the right age;
- Through Imihigo, the country has significantly reduced the number of pregnant women that die to 487/per 100,000 in 2010 from 750 women in 2005 and 1071 in 2000. Significant improvement was noticed in antenatal care, delivery assisted by a skilled provider, and delivery in a health facility.
- Verpoorten (2014) found that increased upward accountability from the local to the central government level through Imihigo has played a role in triggering economic growth and improvements in health and education.

UNDP (2015) found that Imihigo practice was adapted as a means of planning to accelerate progress towards economic development and poverty reduction. Imihigo has a strong focus on results, which makes it an invaluable tool in planning, accountability, and monitoring.

The research lists the following achievements in socio-economic development through Imihigo such as infrastructure (mostly roads, electricity), agricultural production, tourism promotion, and more recently, mining. Imihigo has improved:

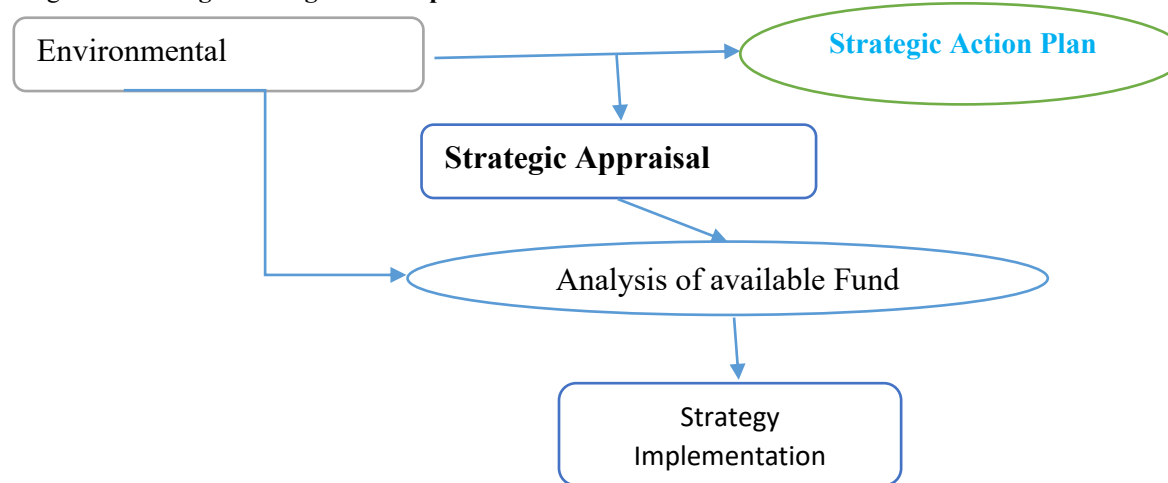
- food security,
- nutrition,
- household incomes (farmers) and employment (farm and non-farm agricultural labor),

- revenue generation for local governments. From previous research, it is found that Imihigo constitutes an effective tool for socio-economic development.

### 1.5. Strategic Management Steps and Processes

The process of strategic management deals with defining organizational strategy, by which managers choose out of a set of strategies for a firm that will enhance better organizational performance. These steps are necessary components required in chronological order when creating a new strategic management plan (Sunday & Idodo, 2016).

Figure 2: Strategic Management Steps and Processes



Source: Sunday & Idodo (2016).

- **Environmental evaluation:** environmental Evaluation deal with the assessment of both the internal and external environment of an organization that influences its performance either positively or negatively. Environmental evaluation requires collecting relevant data and providing information for strategic direction.
- **Strategic action plan:** Strategic action plan focus on the sequence of deciding the best pathway of action for achieving institutional/organizational aims and objectives. This second step enables leaders/managers, to formulate strategic business unit, functional and corporate-level strategies. **Strategy appraisal:** Strategy appraisal examines internal and external factors that influence a strategic action plan, measuring the level of performance and taking appropriate steps to correct deviation to make sure that the organizational strategy meets the stated objectives. **Analysis of available fund:** Analysis of available fund presentss a holistic view and assessment of the available fund required for integrating the above steps in other to achieve effective implementation in the final stage.

- **Strategy implementation:** This is the final stage of the strategic Management process that imply making the strategic action work as intended by designing the necessary organizational structure, and managing human and material resources based on the available resources. This process is an ongoing process that required each component to interact together constantly for effective implementation of the strategy.

Looking at different *Imihigo* evaluations of fiscal years poses some challenges the researcher thing it can be addressed by combining both strategic Management steps and processes with that of the local government's Imihigo elaboration process to come up with tangible results intended by citizens. With this background we want to embark on research to see how strategic management is adopted in the local government's *Imihigo* process.

### Statement of the Problem

Although *Imihigo* is recognized for a strong focus on results, which makes it is an invaluable tool in planning, accountability, and monitoring (UNDP,2015). Playing a big role in triggering economic growth and improvements in health and education (Verpoorten, 2014). According to EICV3, more than one million Rwandans broke poverty. *Imihigo* increased the number of pupils going to school at the right age (Tumwebaze, 2012). Furthermore, through *Imihigo*, the country has significantly reduced the number of pregnant women that die to 487/per 100,000 in 2010 from 750 women in 2005 and 1071 in 2000. Significant improvement was noticed in antenatal care and delivery. On the other hand, *Imihigo* can also have a negative impact by being seen as an imposed mechanism to meet targets whereby some of them are extremely ambitious. This goes with false data for gaining good rank as affirmed by researchers above together with Scher,2010), Chemouni,2014) and IPAR,2015) found that the pressure exerted by the Imihigo led to falsification of data for occupying the good rank without any link to the improved socioeconomic development of the population. In this sense, socio-economic development cannot be effectively achieved. One of the policy questions that remain important is to know the extent to which the achieved impacts are sustained beyond the Imihigo period which is often a year. the evaluation revealed also some drawbacks that restrained some ministries and Districts from better performing in certain areas of their performance targets. These include the setting of some targets that are not in line with the Sector and District priorities with limited spillover effects, soft targets that are not challenging and transformative in some areas of targeting, the change of leadership and staff turnover for some districts in the course of Imihigo implementation, some emergence issues such as natural hazards, and delays of some partners in fulfilling their development commitments whilst these have been considered as part of the performance contracts (IPAR, 2016). The M&E frameworks for most of the districts failed to maintain logic and consistency in setting objectives, baseline indicators, and outputs/outcomes targets, which made it difficult to measure progress (AfDB,2012).

However, according to Van der Walddt and Du Toit (1997:286), strategic management is already used successfully in many public institutions provided it is adapted for the unique context of the public sector. They further suggested that because of the importance of proactive management and planning to keep pace with a changing environment, strategic management is a major alternative to traditional planning. Rhyne (1986) in his study to determine the relationship between an organization's performance and strategic planning concluded that organizations that have planning systems that resemble the strategic management concept, have superior long-term performances in terms of finances to other organizations. A study by Hart and Banbury (1994) also concluded that organizations that have high capabilities to perform strategic management demonstrate higher performance levels. The effectiveness of strategic management in the public sector is relevant in the quest to enhance service delivery by public sector organizations (Ramovha,2009).

However, researchers argued that these repetitive problems in each *Imihigo* (Performance Contract) evaluation results which end up firing some of the Mayors and Staff in the office may be attributed to the non-fully adoption of strategic management processes and steps in the elaboration of Local Government's *Imihigo* Process or the system itself as identified by the researchers in Limpopo that the failure to meet strategic plan targets in Local Government and Housing of Limpopo Provincial Administration department was attributed to (1) the government prescribed strategic choice and linear approach to strategic management that does not take into account the complexity and uncertainty of the department's environment and the views of stakeholders; (2) the capability of management to

perform the strategic management function which is questionable, (3) lack of systems thinking approach in the department, and (4) ineffective strategic control (Ramovha, 2009:68-72). This is the fact that we are eager to conduct this study for seeing how Strategic Management is adopted in the Local Government's *Imihigo* process in Rwanda.

### **Objectives of the study**

The General Objective of this study is to assess how strategic management is adopted in local governments' *Imihigo* process in Rwanda.

### **Specific Objectives:**

- To assess the level of awareness of strategic management steps and processes.
- To evaluate the extent to which strategic management is considered while elaborating the *Imihigo* process.
- To document some challenges encountered while linking strategic Management steps and processes with *Imihigo*.
- Based on the findings proposing policy recommendations

### **Research Questions**

- To what extent does the government staff are aware of strategic management steps and processes?
- To what extent strategic management is conceived while elaborating on *Imihigo*?
- What are the challenges encountered while linking strategic management's steps and processes with *Imihigo*?
- (d) What are the recommendations for turning *Imihigo* into tangible results intended?

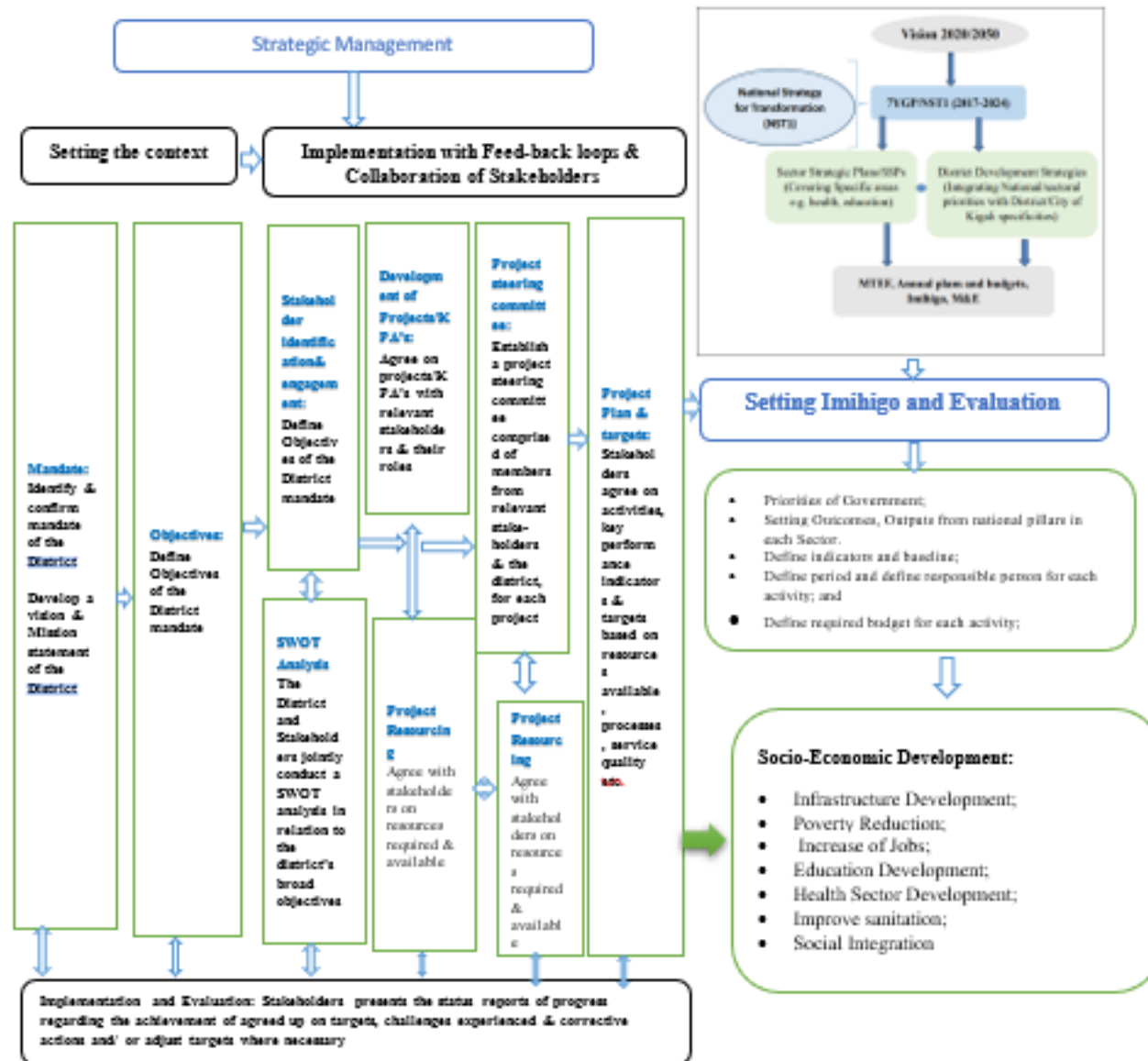
### **Hypothesis testing**

Ho: Strategic Management steps and processes are not significantly considered while elaborating on local government's *Imihigo*.

H1: Strategic Management steps and processes are significantly considered while elaborating local government's *Imihigo*.

## Literature Review

Figure 3: Conceptual Framework (Strategic Management and Imihigo, Local Government)





Thompson (1993:5-6) said that Strategic Management was defined agreeing with the following three criteria: There must be a strategy, establishing a clear direction of an organization and a means of getting there, which requires the creation of a strong competitive position; Secondly, to create an effective performance within the organization it will be necessary to implement excellence in the operationalization of such strategies; Thirdly, to ensure that an organization will be able to respond to pressures for change as well as an improved and renewed strategies, innovation needs to be encouraged amongst members.

Another scholar defines strategic Management as an approach that is based on the complexities of the business environment (Smith 1994:15). On the other side, Strategic Management was defined as an art and science of an organization in formulating, implementing, and evaluating cross-functional decisions that will enable them to achieve its objectives (David, 2001:5).

Wheelen & Hunger (1992:7) agree with the above definition but point out that strategic management also includes management decisions and actions that determine the long-run performance of the organization. This includes strategy formulation, implementation, evaluation, and control. They further postulate (1992:6) that strategic management also emphasizes the monitoring and evaluation of environmental opportunities and constraints in light of the organization's strengths and weaknesses. The strategic management process, then, is a process of organizational analysis where the present situation and future direction and or way of the organization's profile and external environment are examined to set objectives, develop strategies to achieve the objectives, as well as to monitor and assess the organization's performance and the results that the strategies bring forth.

## **Definition of Key concepts**

### **Strategy**

Strategy, narrowly defined, means "the art of the general." A combination of the ends (goals) for which the firm is striving and the means (policies) by which it is seeking to get there. A strategy is sometimes called a roadmap which is the path chosen to plow towards the end vision. The most important part of implementing the strategy is ensuring the company is going in the right direction which is towards the end vision. A strategy is an overall approach, based on an understanding of the broader context in which you function, your strengths and weaknesses, and the problem you are attempting to address. A strategy gives you a framework within which to work, it clarifies what you are trying to achieve and the approach you intend to use. It does not spell out specific activities (MINECOFIN, 2012).

### **Strategic Management.**

According to Van der Walldt and Du Toit (1997:286), strategic management is already used successfully in many public institutions provided it is adapted for the unique context of the public sector. They further suggested that because of the importance of proactive

management and planning to keep pace with a changing environment, strategic management is a major alternative to traditional planning. Rhyne (1986) in his study to determine the relationship between an organization's performance and strategic planning concluded that organizations that have planning systems that resemble the strategic management concept, have superior long-term performances in terms of finances to other organizations. A study by Hart and Banbury (1994) also concluded that organizations that have high capabilities to perform strategic management demonstrate higher performance levels. The effectiveness of strategic management in the public sector is relevant in the quest to enhance service delivery by public sector organizations (Ramovha, 2009). Ackermann and Eden (2001:3) define strategic management as "a process that involves creating and molding the future, along with making sense of the past, construction rather than simply predicting, and responding to, some predetermined future reality, and developing the capacity for long term flexibility and strategic opportunism rather than making and sticking to long term plans". According to Chaffee (1985), one of the areas of strategic management that authors agree on is the inseparability of the organization and the environment and that organizations use strategy to deal with changes in the environments. Central to the concept of strategic management are the concepts such as strategy formulation and strategy implementation. These concepts are critical in this study in that in the public service the strategy formulation process that results in a strategic plan document is performed separately from the processes of strategy implementation and control. Strategy formulation and strategy implementation, respectively referring to the processes of (1) analysis that leads to the formulation of a strategy, and (2) the implementation of the formulated strategic plan, are according to Joldersma and Winter (2002) major topic areas in the field of strategic management.

### **Strategic management in the public sector**

Can strategic management, such as that applied in the private sector be applied to the public sector as is? According to Koteen (in Van der Waldt and Du Toit 1997), the answer to the above question is a qualified "yes". They further suggest that if the differences in terms of services and products are accepted and provision is made for them through relevant management practices, strategic management can be applied very successfully, and, according to Koteen, strategic management has been applied successfully in some South African government institutions. After his study to determine the relevancy and effectiveness of applying private sector strategic management models to the public sector, Green (1998) concludes that though the public sector's emphasis is on the development of goals, objectives, and the allocation of resources, the private sector strategic management process was found to be relevant and of value, to the public sector as it has positively changed the management of departments in the public sector.

According to Nutt and Backoff (1995), managers in the public sector work with many stakeholders such as the legislatures and others to deal with policy issues in areas such as housing and health, etc. These managers should continuously re-examine their strategies and fit the demand posed by the environment. This responsiveness occurs when someone in a leadership role takes steps to change the organization's strategy in response to emergent client needs. Concurring with the above, Sminia & Van Nistelrooij (2006) suggest that when compared to organizations in the private sector, organizations in the public sector have larger numbers of decision-makers and

diverse stakeholders, a more bureaucratic organizational design, and intensive organizational dynamics. According to Sminia and Nistelrooij, in public sector organizations, specific demands are put on the management of change since these organizations work with and need to influence different authorities and also in turn handle the influence of legislation and the political environment effectively. According to Wilkinson and Pedler (1995) effective strategy making in the public sector, particularly that which crosses sector boundaries could improve local governance as well as the Failure to meet strategic plan targets in the Local Government and Housing of Limpopo Provincial Administration department was attributed to (1) the government prescribed strategic choice and linear approach to strategic management that does not take into account the complexity and uncertainty of the department's environment and the views of stakeholders; (2) the capability of management to perform the strategic management function which is questionable, (3) lack of systems thinking approach in the department, and (4) ineffective strategic control (Ramovha, 2009:68-72).

### **Strategic Management versus Strategic Planning**

An analysis of selected strategic management literature reveals that strategic management is viewed from two opposed perspectives. The first perspective entails a broad term that presents strategic management as the total management of an organization. This implies that strategic planning is merely a tool or portion of strategic management (Pearce & Robinson 2003:3) and Thompson & Strickland (1998:3-5) Van Der Waldt & Du Toit (1998:285).

The second perspective views strategic management as a complete organizational management process to determine the long-term vision and objectives of the organization and how to implement them (Bean, 1993: 5-7). Smith (1994:13) and Hannagan (2002:3) state that the literature on strategic management and planning is a terminological minefield. They also refer to different organizations that use the same terms to describe different things or different terms to describe the same thing. Van der Waldt & Du Toit (1998:283) state that strategic management entails the implementation of strategies developed to give a new direction to an organization amid a change or transitional process. It enables the organization to fulfill its responsibilities in a rapidly changing environment.

Strategic management according to Wheelen & Hunger (1992:6-9) and Kroon (1995:135-140) refers to the overall process, which includes not only strategic planning but also organizing, leading, and controlling strategy-related decisions and actions in the organization. The top management of the Local Government (consisting of the National Commissioner, Deputy National Commissioners, Divisional Commissioners, and Provincial Commissioners in their joint capacity) needs to do continuous planning in a changing environment to develop and implement a suitable plan that will lead to the fulfillment of the changing needs of the various communities within the Republic of South Africa and this procedure is also known as strategic management. The process consists of two parts, namely strategic strategy formulation and strategy implementation (Kroon, 1995:136).

The change in terminology since the 1950s, from strategic planning to strategic management, reflects changes in planning styles. The greatest concerns expressed about strategic planning can be summarized as follows (Smith 1994:13-14):

- planning appears to have become an end in itself;
- planning systems became centralized and bureaucratic;
- plans belonged to planners rather than to managers;
- planning was done once a year, and completed plans gathered dust on shelves;
- plans tended to be overtaken by events, forecasts were inaccurate, and strategies had to be changed;
- original plans seemed a waste of time, having little influence on ultimate decisions;
- centralized planning introduced inflexibility. Obtaining authority to initiate change can be a slow and cumbersome process, and
- planning still relies too much on the extrapolation of the past and does not encourage radical thinking. Overall it appears from the literature that strategic planning is viewed as a tool of strategic management and forms an important component of it. Strategic planning enables an organization's managers to evaluate, select and implement alternatives for rendering effective service (Mercer, in Van der Waldt & Du Toit, 1998:283).
- This latter approach is in line with the first approach that stated that strategic management is the total management of an organization, the approach followed in this study.

### **Levels of Strategic Management**

Pearce & Robinson (2003:7), Smit & Cronje, (1992:118-119), Harrison & St. John (1998:171), and Wheelen & Hunger (1992:172-174) divide decision-making into three levels namely:

- The corporate;
- the business; and
- the functional levels.
- This separation of decision-making can also be applied to the local government.
- The nature and functions of the local government are an outcome of the adjusted in-house structures of these decision-making levels.

### **Corporate decision-making level**

In the local government the "corporate level" consists of the National Commissioner and his/her deputy national commissioners, and the various functional groupings of provincial commissioners and divisional commissioners. The national (top management) decision-making level is primarily responsible for policy-making as well as for formulating strategies, long-term planning, and guidance. Unlike that in private enterprises, however, this level is also responsible for the final approval of many "business" decisions.

The following are some factors that can be considered in the corporate decision-making process within the local government that can be a unique and often extended process.

- The demands for transparency;
- accountability; and
- representation within the organization.

The development of alternative courses of action that specify how the organizational mission and objectives are to be accomplished is a key part of strategy formulation. Corporate strategy spells out to the organization the overall direction in terms of its general orientation toward growth and the management of its various "business" units and or departments to achieve a balanced set of products and services.

It is the pattern of decisions regarding the nature of business in which the local government, for example, should be involved, the flow of financial and other resources to and from its divisions and or departments, the relationship of the organization to key groups in its environment, and the approach an organization takes to achieve its mission and objectives. In the public sector, decisions need to be made about which new or additional products will fit in with the existing service range, how existing service activities should be altered to keep pace with the changing environment and how change and renewal, in general, will be implemented in the organization.

### **Operational decision-making level**

The operational decision-making level consists of managers (for example, area commissioners) who are responsible for ensuring the achievement of the objectives and the direction indicated by the corporate level, within their specific areas. Apart from the formulation of strategies and objectives for the division or department concerned, this also involves the implementation, monitoring, and coordination of strategies.

### **Functional decision-making level**

At the lowest level of decision-making, hierarchy is the functional decision-making level where middle-level managers (station and unit commanders, for example) must develop annual objectives and short-term strategies for their specific units and or stations (usually based on the annual budget). The development of functional strategies for the local government involves the determination of the actions that need to be taken within each functional area to move it from its present position to its desired position. This is to maximize resource allocations to different functional areas within the provinces. Each functional-area strategy is dependent on the strategies developed at the corporate and business unit levels and the resources provided from these levels.

Functional departments and/or units develop strategies where all resources and competencies are pulled together to improve organizational performance (Byars, 1992:130; Wheelen & Hunger, 1992:19). Traditionally, strategies have been formulated most often at the level of top management. In organization forces over the world, for example, the Belgian Rijkswacht, specific departments are responsible exclusively for strategic planning. However, at present in the local government, there are increasing demands that strategies should no longer be formulated by top management and implemented top-down. Responsibility rather should be given to departments and/or units to take part in the formulation of strategies and the implementation of the identified strategies.

However, departments and or units need to be aware of the bigger picture in which the local government is a role player and must not overemphasize their own goals. According to Pearce & Robinson (2003:257) and Joyce (1999:97), participatory strategy formulation is important for organizations to achieve their objectives. Consequently, participatory strategy formulation for the local government will not only increase the chances that station commissioners and unit commanders will identify and solve problems, but also that subordinates will also share in the decision-making process and offer less resistance to change.

### **Managerial tasks of Strategic Management**

Thompson & Strickland (1998:3) point out that the strategy-making/strategy-implementation processes consist of five interrelated managerial tasks:

- Forming a strategic vision for the organization.
- Setting objectives in order change the strategic vision into specific performance outcomes that the organization needs to achieve.
- Developing a well-defined strategy to achieve the desired outcomes.
- Implementing and executing the chosen strategy efficiently and effectively.
- Evaluating performance and initiating corrective adjustments in vision, long-term direction, objectives, strategy, or implementation in light of experience, changing conditions, new ideas, and new opportunities.

Together, these five managerial tasks define what the term strategic management means.

### **Strategic Management process**

An analysis of strategic management literature such as Byars (1992:5), Kroon (1995: 140-149), Wheelen & Hunger (1992: 7-15), Thompson & Strickland (1998:2-25), Pearce & Robinson (2003:11-17), Hussey (1994:29-49) and Van der Walddt & Knipe (1998:24) reveals that the strategic management process consists of three phases namely:

- Phase 1: strategy formulation;
- Phase 2: strategy implementation; and
- Phase 3: strategy evaluation and control

## **Strategy formulation**

This phase consists of developing long-term plans to guide the organization towards effective management of environmental opportunities and threats, in line with corporate strengths and weaknesses. It includes:

- formulating an organizational vision;
- establishing the organizations' mission and social responsibility;
- determining the institutional mandate;
- setting organizational objectives;
- conducting an external and internal analysis;
- developing strategies; and
- implementing policy.

## **Formulating a vision**

A Strategic vision is a roadmap of an organizations' future - the direction it is headed, the position the organization intends to stake out, and the capabilities it plans to develop" (Thompson & Strickland, 1998:5).

### **2.4.1. 2. Establishing the organizations' mission and social responsibility**

An organizations' mission, whether written down or just apparent from the organizations' pattern of decisions and actions over time, provides an important vehicle for communicating ideas and a sense of direction and purpose to internal and external stakeholders (Hill & Jones, 1998:39-40) and David (2001:9-10). It can also help guide public managers when making resource allocation decisions. In general, the organizational mission is what the organization is and its reason for existence whereas vision is a future-looking view of what the organization wants to become.

### **2.4.1.3. Determining the institutional mandate**

Joyce (1999:67) states that South African organizations are more and more subjected to the political and administrative policy and regulations. For an organization to have meaningful and successful strategic management it needs to be clear on what it is authorized to do. Members of the organization must be aware of and familiar with, relevant legislation, ordinances, sections, provisions, and contracts determining the formal mandate of the organization. Before the strategic management process can be initiated; the

organization should get clarity on its role within the socio-political transformation processes. Too many organizations think they are more constrained than they are and, indeed, make the fundamental error of assuming that their mandates and missions are the same. They might be, but planners should not commence their activities with that assumption.

According to Van der Waladt & Knipe (1998:16), the reason why it is necessary to obtain institutional mandates is to inform key decision-makers of what is intended, highlight the benefits, and obtain approval.

### **Setting organizational objectives**

Objectives for organizations are the long-term results that they seek to achieve in operationalizing their missions. Public sector organizations pursue a variety of different objectives. The differences between the public and private sectors are that business organizations' objectives are mainly expressed in financial terms, for example, the desire to attain a particular return on capital employed or growth in earnings per share whereas public organizations set non-financial objectives such as concern for team member welfare or to be at the leading edge of service delivery.

### **Conducting an External and Internal Analysis**

According to Wright, Kroll & Parnell (1998:24-30), and Kroon (1995:143-145) an organization's external environment consists of all the conditions and forces that affect its strategic options as well as define its competitive situation. The analysis of the external environment can be done through environmental scanning, competitive analysis, and scenarios. It consists of an analysis and or study of the changes and trends in the following environments:

- international environment;
- political environment;
- economic environment;
- social environment;
- technological environment;
- physical environment;
- institutional environment; and
- the market environment.

When performing internal analysis or diagnosis organizations do an investigation, or conduct an audit, of the current quantity and quality of the organization's financial, human, and physical resources. It should also assess the strengths and weaknesses of the organization/s management and organizational structure. The organization assesses its past successes and is usually concerned with the organization's current capabilities in an attempt to identify the organization's future capabilities and or potential (Harrison & St.



John, 1998:46). The challenge for top management of the local government is to understand the complexity of South Africa as a country, its unique environment, and the international dimension of every macro-environment. The analysis of the environment takes place intending to identify opportunities, threats, key success factors, and the competitive advantage of the "business". An opportunity is a favorable or unexploited situation in one or more of the management environments that can be utilized proactively by top management to the advantage of the organization. A threat is an unfavorable situation in one or more of the management environments that, without proactive management, could lead to damage to the organization.

### **Developing strategies**

Simultaneous assessment of the external environment and the organization's profile enables an organization to identify a range of possibly appealing interactive opportunities. These opportunities are possible avenues for improved service delivery. However, they must be screened through the criterion of the organization's mission to generate a set of possible and desired opportunities. This screening process results in the selection of options from which a strategic choice is made. The process is meant to provide a combination of long-term objectives and generic and grand strategies that optimally position the organization in its external environment to achieve the organization's mission.

According to Thompson & Strickland (1998:135), many organizations adopt one or more generic strategies to demonstrate their service delivery approach to the community they serve. This is a holistic statement of the organization's strategic orientation. Grand strategies provide the basic direction for strategic actions.

### **Implementing strategies**

According to Byars (1992:5-7), Wheelen & Hunger (1992: 17), Thompson & Strickland (1998:15-17) and Joyce (1999:66-67) the second phase of the strategic management process is the implementation of the chosen strategy or strategies. In this phase, the organization needs to assess to establish what will be needed for the implementation of the formulated strategy and to reach the set performance criteria. They further point out that managing the process of implementing and executing strategy within the organization (local government) needs to be mainly a proactive administrative responsibility that includes the following primary aspects:

- Establish the capabilities necessary to carry out the strategy successfully.
- Develop budgets to allocate the needed resources into those internal activities critical to strategic success.
- Establishing strategy-supportive policies and operating procedures that will guide managers and members exactly according to expectations created by the set strategy.
- Motivate managers and members in ways that encourage them to pursue the identified objectives actively and, if needed, adjust their responsibility to improve the requirements of successful strategy implementation.

- Reward the achievement of managers and members.
- Create an organizational culture and work climate conducive to successful strategy implementation and execution.
- Establish information, communication, and operating systems that enable the managers and members to carry out their strategic roles effectively day today.
- Introduce best practices and programs for continuous improvement.

Top management needs to apply the internal leadership that is essential to drive implementation forward and to keep improving on how the strategy is being executed. According to Byars, Rue & Zahra (1996:7), it is important for the organization that all the role-players in the strategy implementation process should have the necessary authority, that they are competent, and are committed to the process.

### **Strategy evaluation and Control**

The final phase of successful strategic management is the establishment of procedures for the effective evaluation and control of strategies throughout the implementation phase (Lumpkin, 2003:291). Strategy evaluation and control involve the following activities:

- Establishing standards of performance for the overall organization as well as for individual departments, units, or functional areas.
- Monitoring progress in the carrying out of the organization's strategy. This requires assessing and measuring the performance of the implementation of the strategies followed by different departments and or units throughout the organization.
- The organization needs to initiate corrective actions to ensure continued commitment to the implementation of the strategy by the members of the organization. Thus, strategic control refers to processes that lead to adjustments in strategic direction, strategies, or the implementation plan when necessary. Through strategic control, feedback, and corrective information to management is provided, such as the organizational mission is no longer appropriate, that organizational strategies are not achieving desired outcomes, or that the mission and strategies are appropriate, but they have not been well executed. Actions should also be able to withstand the test of public investigation and legislative and judicial supervision. The evaluation of success and impact of strategies will be assessed in different ways by competing for political decision-makers because of the public nature of decision-making in the public sector. It is important to remember that political decision-makers from the opposition may be critical, even in the case of successful strategies.

### **Developing a Strategic Planning and Management Capacity**

In the current rapidly changing environment and uncertain surroundings, effective and efficient organization service management can be served through strategic management. Strategic management for the local government was traditionally regarded as unnecessary and, therefore, the concept of strategic management is relatively new (Schute & Meyer, 2004)

The fast development and promotion of strategic management in organization services around the world is a result of the major importance of strategic management for providing effective services to the respective communities. The local government cannot face an unpredictable and mysterious future without well-organized and/or disciplined strategic management and hope to survive. And, well-organized and disciplined strategic management requires that managers have the proper skills, knowledge, and abilities to carry out strategic planning and management.

Rapidly changing environments necessitate a proactive management approach from top management in organization organizations. Changes in the political, economic, technological, and social environments, as well as the need for improved performance, stress the importance of strategic management. The application of effective strategic management provides organizations with the capacity to capitalize on their internal strengths as they develop and also utilizes external opportunities as they emerge. The organization can also recognize and defend against threats, and alleviate weaknesses before they become detrimental. Although some of the difficulties in implementing strategic management concepts in public sector organizations are unlikely to disappear (e.g. the desire of elected representatives to be re-elected minimizes an emphasis on long-term planning), other problems can be overcome.

Public sector organizations can benefit significantly by analyzing their environmental opportunities and threats and by formulating a vision, mission, strategies, and objectives that allow them to fulfill the needs of the communities they serve. Organizations must then develop strategies that bring their strengths and weaknesses in line with the environment and allows them to create unique operating spheres. The basic principles of strategic management are most useful in increasing their ability to carry out their mission and realize organizational objectives. To be effective in strategy implementation, there must be some broader form of management coordinating the contributions of the various functions, a guiding force that integrates the efforts of specialists throughout the organization. Strategic management is central to capitalizing on functional expertise, and for functional specialists to make the greatest possible contribution they must understand how their functions fit into a broader organizational strategy. While the development of specific knowledge is necessary to accomplish objectives the actual understanding of this knowledge and its application significantly depends on the preparedness of those so charged with strategic planning and its implementation to develop the necessary skills.

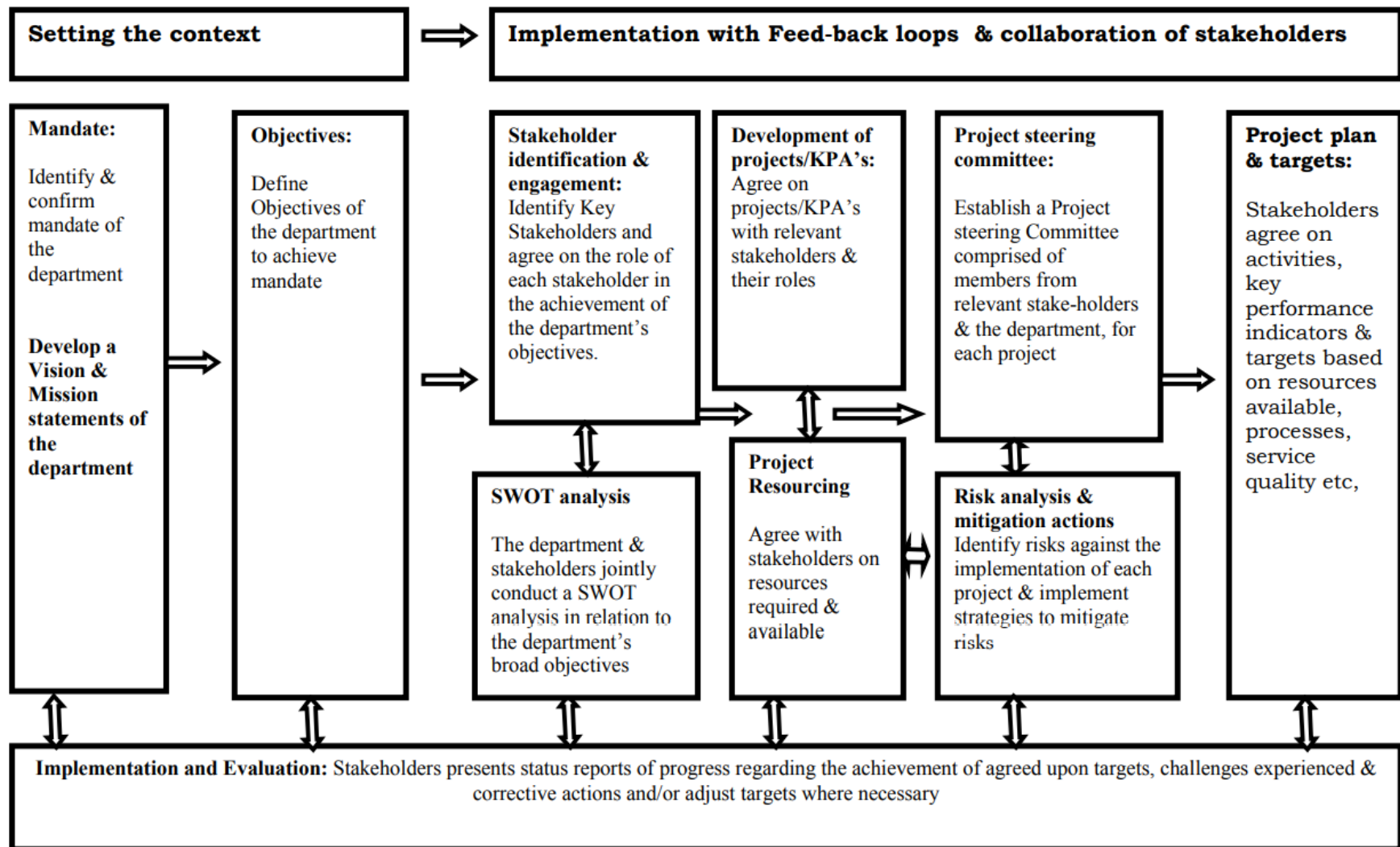
Strategy implementation skills are not easily mastered. Virtually all managers find implementation the most difficult aspect of their jobs - more difficult than strategic analysis or strategy formulation. This raises the question as to whether the members of the local government have the necessary technical and managerial competence to accomplish the task? Do they also have the necessary technical and managerial competence to solve problems and coordinate solutions?

Miller (1998:23) has pointed out the importance of understand our observation suggests that although the local government management might have an adequate level of training in functional management there exists a challenge in the need for managers to be trained in strategic management and planning.

Bourgeois, Duhaime & Stimpert (1999:17-18) have highlighted the fact that managerial thinking is very often constrained by mental models. They define mental models as the deeply inherent assumptions, understandings, or representations of phenomena that influence how we understand the world and how we respond to it. Mental models tell us what is and is not important to us, what we like and do not like, and what we should and should not notice. Mental models include our understanding of how things work and what we expect to happen next. When we encounter something novel, our minds quickly construct new mental models to help us understand this new phenomenon. Therefore, managers' mental models of the situations they encounter determine whether a particular strategic issue or situation will be noticed and or observed, how it will be interpreted and understood, and how they as managers should respond to the situation.

Accordingly, the local government needs to understand that managers have different mental models and this fact helps to explain why some managers notice important organizational issues while other managers do not, why some managers correctly interpret these issues while others do not, and why some managers respond appropriately to issues while others do not. As a result, the linkages among organizational environments, managerial thinking, and strategic decision-making are keys to understanding performance differences across the organization and how service delivery excellence is developed. More specifically, this thesis focuses on the adoption of strategic management in local government's Imihigo.

Figure 4: Strategic Management Models



**Source:** Proposed Strategic Management Model according to Ramovha, (2009)

## Socio-economic Development

Economic Development is defined as a measure of the welfare of humans in a society (Hogendorn, 2006, Cypher & Dietz, 2004, Usengumukiza, 2015).

### Determinants of Economic Development

The determinants of economic development are divided into economic determinants and non-economic determinants (Hogendorn, 2006, Cypher & Dietz, 2004, Usengumukiza, 2015).

#### Economic Determinants

Natural Resources, Population or Human Resources, Capital Formation, Technical Progress, Financial Institutions, Size of the market, Structural Changes, Quantity and Quality of Enterprise, International Factors, Technical Coefficients(COR), Financial Stability, Skill Formation, Development Planning.

#### Non-Economic Determinants

Political Factors, Religious Factors, Social Factors, Hope for Development, Freedom from Corruption.

Table 1: Differences between economic growth and economic development

	<b>Economic Development</b>	<b>Economic Growth</b>
Utilization	Economic Development relates to the utilization and development of unused resources in the underdeveloped countries	Economic Growth relates to optimum utilization and development of under-utilized resources in developed countries
Growth	Development relates to the growth of a stationary state to a higher level of equilibrium	Growth relates to a steady, general, and gradual increase in the rate of savings and output and investment
Definition	Economic Development refers to the problem of Developing countries	Economic Growth refers to Developed countries
Effect	Brings both qualitative and quantitative changes to the economy	Brings quantitative changes to the economy
Scope	It is concerned with whole changes in the economy	Growth is concerned with small changes in the economy
Implication	It implies changes in income, saving, and investment along with progressive changes in the socio-economic structure of the country (institutional and technological changes)	It refers to an increase in the real output of goods and services in the country like an increase in the income in savings, investment, etc.

Source: Usengumukiza, (2015).

## **The Social Economy for an Alternative Future**

Global challenges to socio-economic development and environmental sustainability have prompted increased efforts to find alternative strategies for development. There is a growing global movement to advance concepts and frameworks of the Social Economy (SE) as a way to address increasing inequality of social, health, economic and ecological conditions, to provide alternative solutions to the perceived failure of neo-liberal dominated globalization (Laville, 1994; Allard & Matthaei, 2008; Arruda, 2008).

### **Indicators of Economic Development**

The researchers proved that the combination of Growth (National income; Gross Domestic Product (GDP); Real GDP versus Nominal GDP; Gross National Product (GNP); GDP Per Capita), Development (Normative Concept Poverty; Inequality; Progress; Sustenance; Self –esteem; Freedom; Sustainable; Primary/secondary/tertiary), Human Development Index (Socio-economic measure; Non-monetary factors also Included Life expectancy/longevity; Literacy rate/knowledge; Standards of living (Purchasing Power Parity)) and Other indicators (Number of Doctors per head; Number of Fridges per head; Number of cars par family; Number of TV's per head; Disease indicators; Economic activity per sector; Stress levels; Crime levels; Heath care data) explains the economic development of the country (Hogendorn, 2006, Cypher & Dietz, 2004, Usengumukiza, 2015).

### **Social Development**

Social Development is the promotion of a sustainable society that is worthy of human dignity by empowering marginalized groups, women and men, to undertake their development, improve their social and economic position, and acquire their rightful place in society (Bilance, 1997). On the other hand, social development refers to many of the non-economic processes and outcomes of development, including but not limited to reduced vulnerability; inclusion; wellbeing; accountability; people-centered approaches; and freedom from violence. It is fundamentally concerned with human rights, formal and informal power relations, inequality, and possibilities for building greater equality among individuals and groups within societies (Browne & Millington, 2015).

Human rights encompass civil, political, economic, social, and cultural rights. They include everyone having a right to health, sexual and reproductive health and rights, education, and safe drinking water and sanitation (Browne & Millington, 2015).

### **How does social development influence human development outcomes?**

Addressing social development issues can improve and sustain human development and reduce individual and community vulnerability. Poverty, gender inequality, social exclusion, and geographic location can all affect a person's ability to realize their right to a decent standard of living. Moreover, individuals and groups may face multiple barriers to realizing their rights. These barriers can negatively reinforce each other. For example, girls and women living with disabilities, or poor women living in rural areas, are likely to face greater barriers than most women living in better-off, urban settings. Challenges to human development can change throughout a person's life and especially at particular periods. For example, the early years of life, the transition from school to work, and from work to retirement are periods when human development challenges are high (Browne & Millington, 2015).

### **Human development and human rights**

Human rights encompass civil, political, economic, social, and cultural rights. They include everyone having a right to health, sexual and reproductive health and rights (SRHR), education, and safe drinking water and sanitation. These rights have been formally and universally recognized by all countries from the 1948 Universal Declaration on Human Rights and reaffirmed through multiple treaties and declarations since. International human rights law sets out the obligation of states to respect and fulfill human rights for all. The international human rights framework can guide the incorporation of human rights into policy and practice. Human rights for human development rely on mutual accountability, whereby all actors, including citizens, communities, organizations, and the government, are responsible for respecting and fulfilling mutually agreed human rights obligations (Browne & Millington, 2015).

Economic development is a broad term that generally refers to the sustained, concerted effort of policymakers and the community to promote the standard of living and economic health in a specific area. Such effort can involve

multiple areas including the development of agriculture capital, Human capital, critical infrastructure, regional competitiveness, environmental sustainability, social inclusion, health, safety, literacy, and other initiatives. It should be noted that economic development differs from economic growth. Whereas economic development is a policy intervention endeavor with the aims of economic and social well-being of people, as economist Amartya Sen points out: Economic growth is one aspect of economic development (Amartya, 1983).

Economic development refers to a sustainable increase in living standards. It implies increased per capita income, better education and health as well as environmental protection. To determine economic development there are indicators for it such as GDP per capita, life expectancy, literacy rates, indices of poverty, population growth rates, etc. (Schumpeter: 2006).

Through vision 2020 and EDPRS Rwanda has established economic development program. The government of Rwanda intends to become a middle-income economy (with a per capita income of 900 USD), decrease poverty to 30%, and increase the average life expectancy to 55 years by the year 2020. The need for documenting how strategic management in the Local government's Imihigo process was adopted for more results.

### **Social-Economic Development in the Rwandan Context**

During the last decade, Rwanda has made tremendous efforts and registered tangible achievements toward Economic Development.

Vision 2020 aspires for Rwanda to become a modern, strong and united nation, proud of its fundamental values, politically stable, and without discrimination amongst its citizens (Vision 2020). To achieve this, Vision 2020 set out the aim for Rwanda to become a middle-income country by the year 2020:

- Previously we had: **EDPRS2** (2013 to 2018) and **7YGP** (2010-2017)
- In 2017, 7YGP (2017-2024) and the EDPRS 3, were **combined into one document** i.e. ***“The National Strategy for Transformation” (NST1: 2017-2024)***
- The strategy covers both Vision 2020 (2017 – 2020) and the first years of Vision 2050 (2021 to 2024).
- The NST1 builds on the **RPF Manifesto** and includes **campaign commitments**
- The Strategy integrates **regional and global commitments** e.g. SDGs, EAC Vision 2050, and Agenda 2063
- The strategy includes targets yet to be achieved from EDPRS 2 and Vision 2020 including Presidential Pledges
- The strategy is laying a **foundation for the Vision 2050**

Community Development Policy was established in 2001 and revised in 2008, but this policy has been weakly implemented, mainly due to fragmented implementation, insufficient coordination, and lack of effective monitoring and evaluation mechanisms.

To date, while Economic Development and, more recently, Local Economic Development have been core objectives of Rwanda's guiding policies (Vision 2020, EDPRS, and Decentralization Implementation Policy among others), the Ministry of Local Government (MINALOC) in charge of Good Governance, Decentralization, Community Development, Local Finance, and Social Affairs, have contributed to the Economic Development Policy by reinforcing coordination among actors, enhancing focus on Community Development and Local Economic Development and putting community and businesses at the forefront of addressing local issues that affect their needs in terms of development, local resource management, and achieving tangible and sustainable results (MINALOC, 2013).

The National Decentralization Policy, 2000 includes strategic objectives around Empowerment and encouragement of local participation in decision making; Strengthening transparency and accountability by making the local authority directly responsible to the communities it serves; Increasing the level of adequacy of public administration to local needs and context; Development of local capacities for planning and management engine; and Strengthening the effectiveness and efficiency of planning, monitoring, and service delivery by reducing the weight of the central government (Decentralization Implementation Program-DIP, 2007).



The Social Development Policy was adopted in 2000, with the main objective “to entrench the National Policy of Decentralization by providing ways and means to ensure effective and sustainable participation of the Community in its development geared towards poverty reduction” (MINALOC, 2000).

The policy was then updated in 2008 and its mission now is “to ensure effective and sustainable participation of the community in its development, to achieve poverty reduction and self-reliance on the sustainable exploitation of available resources”. Specifically, the Social Development Policy “promotes the engagement of the Rwandan community in action to:

- Analyze their environment;
- Define their individual and collective needs and problems;
- Define their individual and collective potentials;
- Design individual and collective plans to meet their needs and solve their problems in a prioritized manner;
- Implement those plans by drawing from the resources of the community;
- Add to those resources, if necessary, with support services and resources from government or private organs or any other stakeholders outside the community;
- Monitor and evaluate the implementation of the plans;
- Sustain the activities and make them productive.” (MINALOC, 2008)

Despite the achievements described above, there are still gaps and constraints that need to be addressed to achieve sustainable Social Development in Rwanda. According to the Rwanda Governance Scorecard of 2010, service delivery scored relatively low especially, service delivery in local government scored 67.7%, civil society participation scored 54.3%, and access to public information scored 52% (RGAC, 2010).

Although decentralization established some mechanisms such as performance contracts (Imihigo) that offer citizens’ engagement in planning, implementation, and monitoring of the development of government programs at all levels, in practice, the level of civic participation and engagement is still not yet very satisfactory and the government remains the main planner, dispenser and evaluator of the impact of development and this could jeopardize the citizens’ ownership of policies.

Many challenges remain for Social Development including resistance to change in the community; poverty and illiteracy rates; the pressure of population growth on land; infant malnutrition and Government budget constraints.

The Social Development Policy has not been well implemented probably due to a lack of Community Development strategy, implementation plan, and an adequate coordination mechanism. The National Strategy for Social Development and Local Economic Development seeks to address this.

**Table 1: Performance of Districts in the Imihigo Social Development Pillar, 2013**

No	District	% in Social Development	No	District	% in Social Development
1	KICUKIRO	98	16	RUHANGO	93
2	KARONGI	97	17	RUTSIRO	93
3	KAMONYI	97	18	KIREHE	92
4	GASABO	96	19	NYANZA	92
5	NYAMASHEKE	96	20	NGOMA	92
6	BURERA	96	21	BUGESERA	92
7	NGORORERO	95	22	GAKENKE	92
8	NYAGATARE	95	23	NYABIHU	92
9	RULINDO	94	24	RWAMAGANA	92
10	GISAGARA	94	25	MUSANZE	92
11	RUSIZI	94	26	NYARUGENGE	92

12	HUYE	94	27	GICUMBI	90
13	NYAMAGABE	94	28	RUBAVU	89
14	KAYONZA	94	29	GATSIBO	88
15	NYARUGURU	93	30	MUHANGA	87
<b>AVERAGE</b>					<b>93</b>

Source: MINALOC, (2013)

As can be observed in table 2 above, the Kicukiro district was the best performer with a score of 98% followed closely by the Karongi and Kamonyi districts (with 97%). The performance in the social development Pillar was also impressive with an average of 93%, even though the lowest (Muhanga district with 87%). This compares favorably with the previous 2011-2012 Imihigo commendable.

**Table 2: District's Imihigo performance in the Economic Development pillar, 2013**

No	District	% in Economic Development	No	District	% in Economic Development
1	KARONGI	98	16	RUBAVU	95
2	KIREHE	97	17	GATSIBO	95
3	BUGESERA	97	18	HUYE	95
4	MUSANZE	97	19	RUTSIRO	95
5	RUHANGO	97	20	RULINDO	95
6	<b>KICUKIRO</b>	<b>96</b>	21	KAYONZA	95
7	NYARUGENGE	96	22	RUSIZI	94
8	GAKENKE	96	23	NGORORERO	94
9	KAMONYI	96	24	GASABO	94
10	RWAMAGANA	96	25	NYARUGURU	94
11	MUHANGA	96	26	BURERA	94
12	NYANZA	95	27	NYAGATARE	94
13	NYAMAGABE	95	28	NYAMASHEKE	93
14	NGOMA	95	29	NYABIHU	92
15	GISAGARA	95	30	GICUMBI	90
<b>AVERAGE</b>					<b>95</b>

Source: MINALOC, (2013)

From table 3 above, it can be observed that the best performer was Karongi with 98% and followed by Kirehe, Bugesera, Musanze, and Ruhango with 97% each. The lowest-ranked in the economic development pillar was Gicumbi with 90%. In general, however, all districts performed exceptionally well in implementing economic development activities, as the average performance in this economic pillar is 95% and none of the districts was below 90% (MINALOC, 2013).

**Table 3: Table that shows a four-year Trend Analysis in Districts Imihigo Performance from 2009-2013**

No	District	Overall districts Performance 2009 - 2010 (in %)	Overall districts Performance 2010 - 2011 (in %)	Overall Districts Performance 2011-2012 (in %)	Overall Districts Performance 2012-2013 (in %)
1	KARONGI	70	83	88	97
2	KICUKIRO	74	86	95	97
3	KAMONYI	64	81	95	96
4	KIREHE	72	86	87	95
5	RUHANGO	61	83	90	95
6	BUGESERA	74	85	94	95
7	NYAMAGABE	77	85	88	95
8	MUSANZE	67	81	86	95
9	GISAGARA	62	77	92	95
10	GASABO	64	82	83	95
11	BURERA	70	86	93	95
12	RULINDO	70	91	92	95
13	NGORORERO	69	82	87	95
14	GAKENKE	64	71	88	95
15	KAYONZA	66	80	87	94
16	HUYE	64	82	94	94
17	NYANZA	67	81	86	94
18	NYARUGURU	59	75	86	94
19	NYAGATARE	71	81	90	94
20	NGOMA	59	81	93	94
21	RUSIZI	66	81	85	94
22	NYAMASHEKE	79	89	93	94
23	NYARUGENGE	55	79	92	94
24	RWAMAGANA	53	80	84	94
25	RUTSIRO	68	83	82	94
26	MUHANGA	65	84	91	93
27	RUBAVU	67	80	86	92
28	GATSIBO	51	77	92	92
29	NYABIHU	64	75	86	92
30	GICUMBI	78	77	86	90
AVERAGE		66	81	89	94

*Source: MINALOC, 2013*

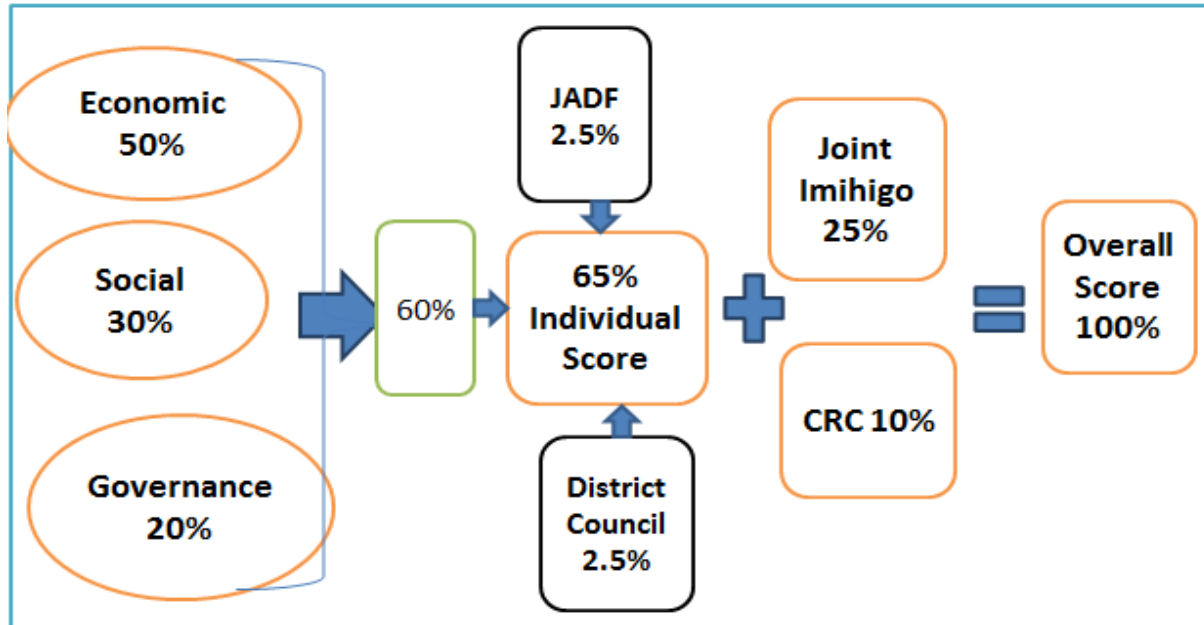
From table 4 above, it can be observed that Karongi is the best performer with 98% and followed by Kirehe, Bugesera, Musanze, and Ruhango with 97% each. The lowest-ranked in the economic development pillar was Gicumbi with 90%. In general, however, all districts performed exceptionally well in implementing economic development activities, as the average performance in this economic pillar is 95% and none of the districts was below 90% (MINALOC, 2013).

*Imihigo* contributed to performance improvement where every district recorded remarkable progressive scores. Taking Nyamasheke district which was the best performer in 2009 – 2010, also increased its performance from 79% (2009-2010) to 89% (2010-2011), 93% (2011-2012), and 94% score for the fiscal year 2012-2013. In general, all districts have greatly improved their performance rates.

### Key performance Indicators considered

There are three main performance indicators considered while evaluating Imihigo which are economic, social, and governance indicators as indicated in the figure below:

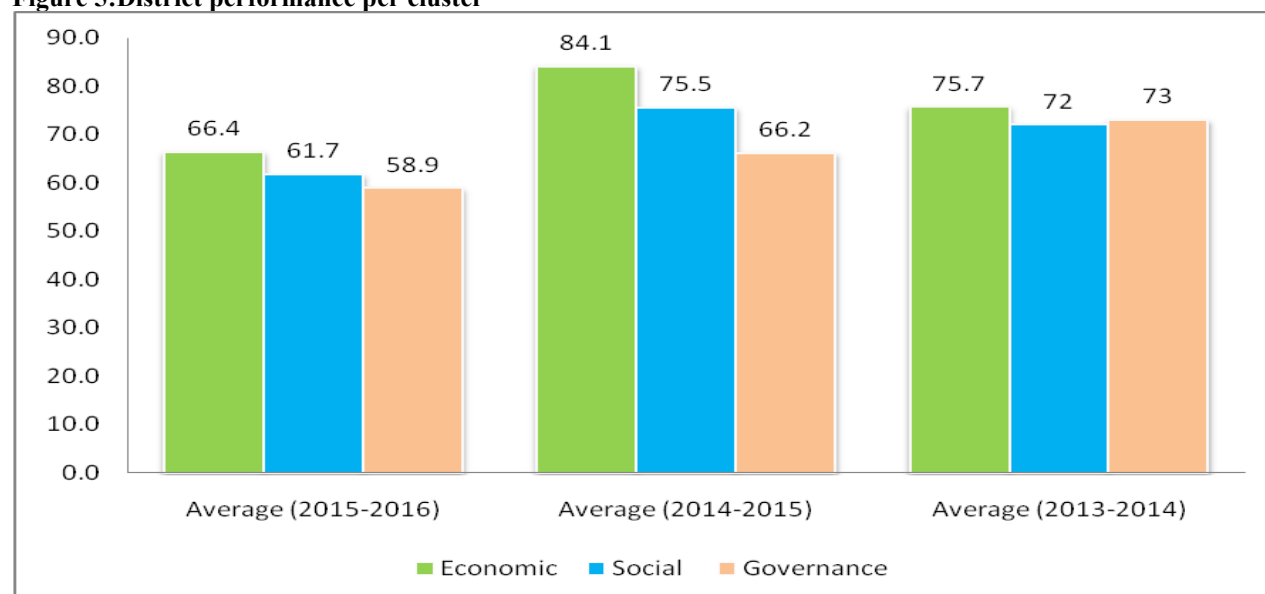
**Figure 4: Balanced Score Card (District Level)**



*Source: IPAR, (2016)*

The above figure shows different clusters or indicators that are used while evaluating Imihigo in Rwanda. Rankings differ according to from one indicator to another as follows: Economic ranked at 50%, Social at 30%, and Governance indicator at 20%, and those indicators are aggregated and adjusted to 60%. And then JADF activities are and the District council are evaluated at 2.5% each which are added to 60% to give an individual score of 65%. Joint Imihigo was also evaluated at 25% while Citizen Report Card (CRC) at 10% to give the overall score of 100% reflecting the whole image of the District.

**Figure 5: District performance per cluster**



Source: IPAR, (2016)

The figure above illustrates the average percentage of performance contracts of the district of Rwanda scores by cluster or indicator in three fiscal consecutive years starting from 2013- 2014, 2014-2015, and 2015-2016. And the results proved that the economic cluster comes first with 75.7% and followed by Governance with 73% while Social Cluster comes at last with 72% in 2013- 2014, the followed fiscal year again Economic cluster comes first with 84.1% and followed by Social cluster with 75.5% and 66.2% for Governance cluster. And the followed the fiscal year of 2015-2016 also highlighted the same.

### Evaluation Process of Imihigo in Rwanda

The nature of the evaluation dictated the use of both qualitative and quantitative evaluation approaches. For this reason, the evaluation combined several techniques for data collection namely desk research, audit, a survey, and interviews with key or expert informants (mainly government officials). It considers the synergy between district performance targets and national priorities, and the extent to which local communities can articulate their needs and participate in the development of Imihigo targets. The appraisal also takes into consideration how local communities contribute to the implementation of Imihigo targets and how they are benefiting from them (IPAR, 2014).

The evaluation links the dissemination of priorities from central government to districts to local communities and then back through village councils, to cells and sectors, and to districts where it informs the content and the process of Imihigo. The approach is participatory. Key district stakeholders participate in this evaluation. Their views are taken into account in the construction of both the balanced scorecard (IPAR, 2014).

The evaluation is conducted at both the national and local levels. At the national level, attention is placed on 18 government ministries that sign Imihigo. At the local level, the country's 30 districts and the City of Kigali both of which sign Imihigo directly with the H.E. Paul Kagame are evaluated. At each level, evaluators carry out an audit of Imihigo targets against outputs; the interview is made with a range of stakeholders, focus group discussions, and conducting perception surveys with a range of stakeholders and beneficiaries (IPAR, 2014).

At the central government level, evaluators assess the *Imihigo* of each ministry and use a qualitative approach to ascertain the views of senior ministry officials on the identification, prioritization, planning, and implementation of the district Imihigo. The interview guides are designed in ways that cover each fiscal year's priorities on key EDPRS thematic areas, the 7Years Government Program, NST1, MDGs, the resolutions of each year's National Dialogue Council, and Government Leadership Retreat recommendations (IPAR, 2014).

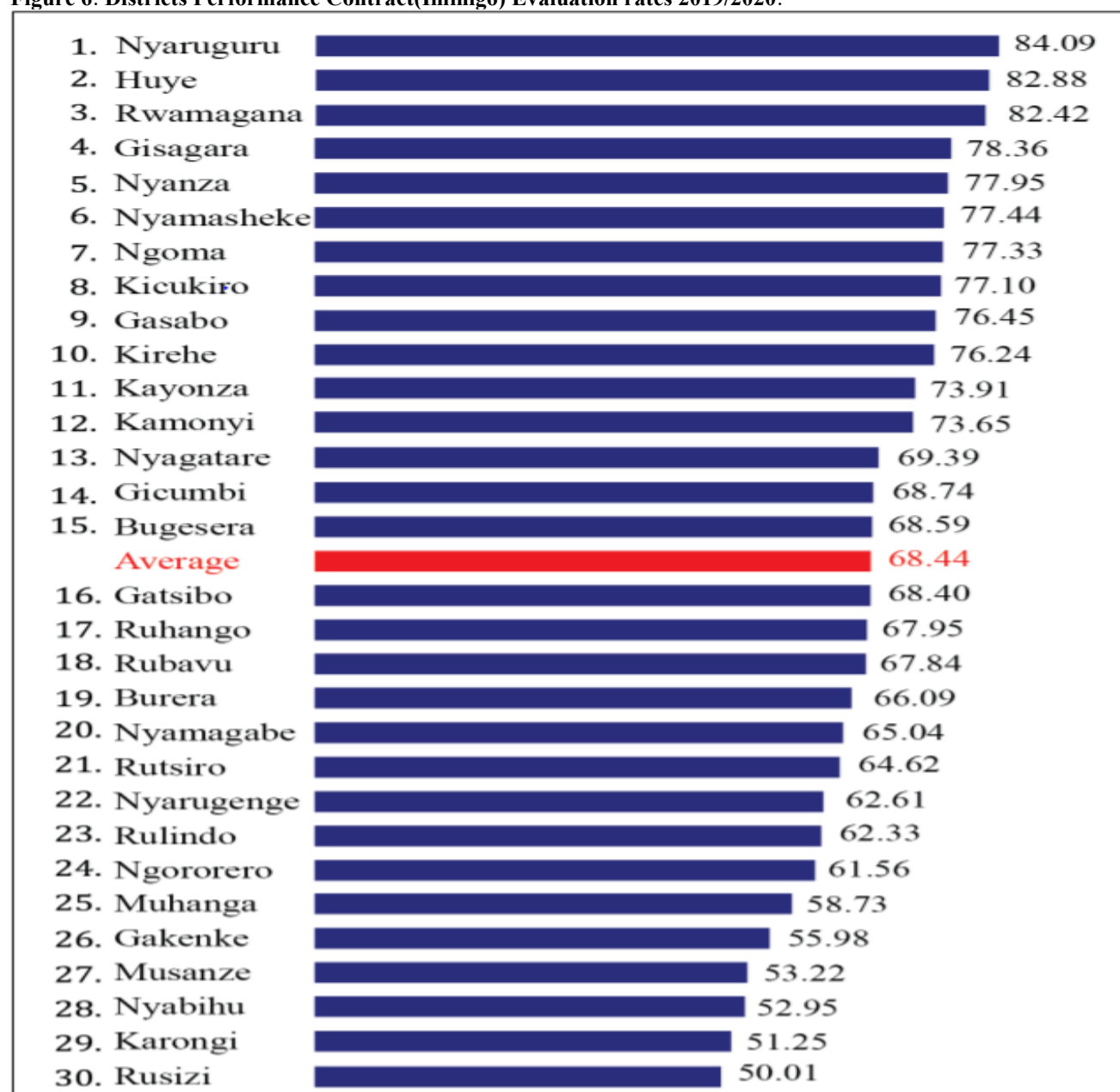
Every year, since 2006, Imihigo performance contracts are evaluated to inform the Government on the relevance of the government's interventions in changing people's lives, whether the public spending makes difference or value for the money, what policy or program works well if policymakers can judge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

In 2013/14 the Prime Ministers' Office commissioned the Institute of Policy Analysis and Research- Rwanda (IPAR) as an external evaluator of Imihigo (Performance Contracts) and from that period up to assess Imihigo processes from planning to the evaluation stage is being conducted by IPAR. And based on the results, IPAR was commissioned to inform the Government of Rwanda in the following areas:

- (1) Relevance of Imihigo targets respect to the evolving development priorities of the government and the effectiveness of the collaboration between the Districts and the Central Government in the planning and implementation of Imihigo.
- (2) The extent to which the outcomes have been achieved and whether the outputs of Imihigo contributed to achieving the intended outcomes and impacts.
- (3) How efficient is the resource allocation in achieving Imihigo and how this is converted into tangible outputs such as goods and services.
- (4) The degree of responses to the needs and complaints of the target population, and whether Imihigo products and services address citizens' social and economic expectations.
- (5) Level of beneficiaries or local populations' involvement in the planning process and implementation of Imihigo and assurance of sustaining the positive changes observed beyond *Imihigo*.

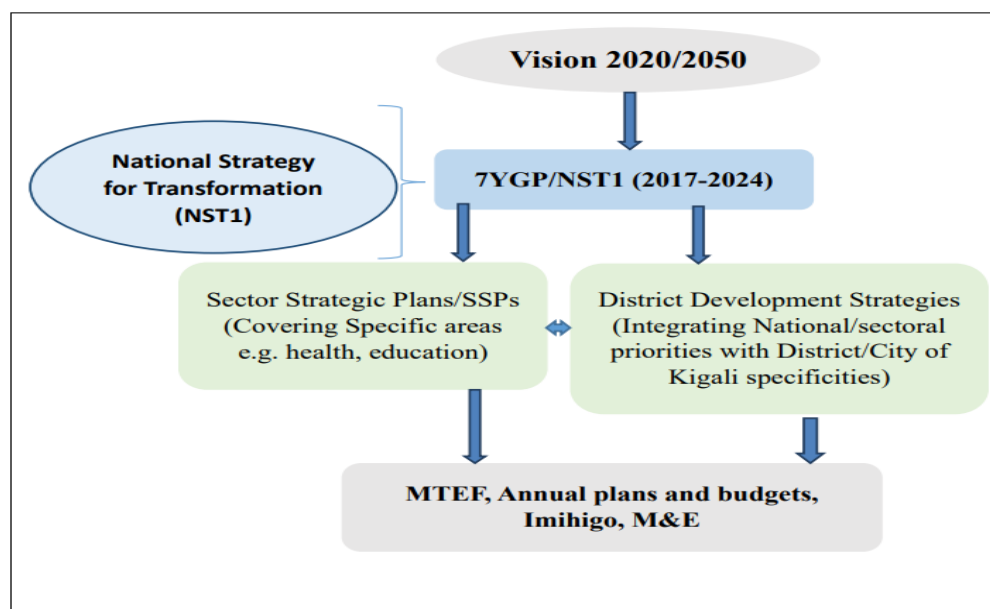
Recent policy discussions have focused strongly on an equity and inclusion approach that targets the least served first (Pullan et al., 2014). In the health sector, this is health equity and health for all, meaning that everybody has healthcare appropriate to their needs and situation, rather than equal healthcare, where everybody receives the same care options (MacLachlan et al., 2012). In education, the Education for All initiative aims to ensure equitable access to education, including for individuals from vulnerable groups. In the water sector, there is a realization that global progress on MDG7 has masked a failure to reach people and areas in most need of access to drinking water and sanitation (Pullan et al., 2014). An equity approach requires recognizing the different needs of individuals and providing services that are accessible and affordable (Narayanan et al., 2012). All individuals have a right to access quality healthcare, education, and safe drinking water and sanitation without discrimination or exclusion.

Figure 6: Districts Performance Contract(Imihigo) Evaluation rates 2019/2020.



Source: NISR, 2019/2020 Imihigo, Evaluation Findings

**Figure 7:**Rwanda National Strategy for Transformation (NST1)



**Source:** NST1,2017-2024.

NST1 merges the 7 Year Government Program (2017-2024) and the national medium-term development strategy, which were previously standalone documents.

The strategy will be implemented through SSPs and DDSs elaborated in parallel and will use the existing delivery frameworks.

NST1 key considerations for elaboration and implementation:

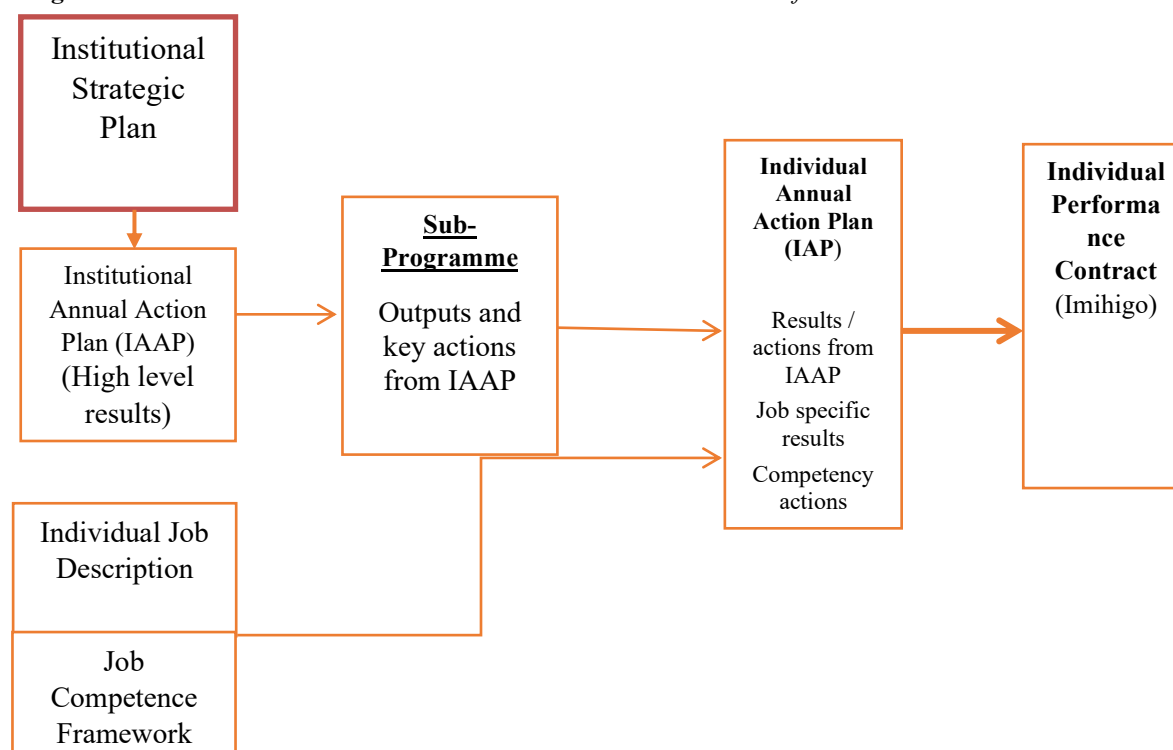
- Laying the foundation for Vision 2050 implementation and removing binding constraints to achieving the longer-term Vision 2050 targets.
- Adopting and scaling up home-grown solutions based on Rwandan culture, values, and the country's unique developmental context.
- Further developing the Private Sector as the engine/driver of economic growth.
- Ensuring Sustainability for long-lasting results.
- Ensuring Inclusiveness for all to benefit without leaving anyone behind.
- Completing unfinished business from EDPRS 2 and Vision 2020

### **The linkage between Institutional and Individual performance under RBM**

According to MIFOTRA, (2015), there are two drivers of individual performance contracts; the Institutional annual action plan and the individual's job description. The link is illustrated in the figure below.



**Figure 8:** Relation between the Individuals and the Institutional results framework



Building on the *Imihigo* process, each individual's action plan will be generated during the annual planning cycle after the institution's results framework has been agreed to. This will take place through a transparent and participatory process through engagement between the supervisors and the individual, and taking into account the institutions' results commitments and the individual's job description. The individual's job description is linked to the job competencies which the individual must possess to undertake the job descriptions. Any mismatch between the competencies and job description, calls for training and capacity building or re-allocation of positions and or review of job descriptions.

### The History of Imihigo

As documented by AfDB in 2012, "*Imihigo*" is a Kinyarwanda word, meaning the set of goals upon which "*Kwesa imihigo*" (evaluation) will be conducted at a future point in time. Imihigo is founded on the old Rwandan cultural practice whereby two parties publicly committed themselves to the achievement of a particularly demanding task. Failing to meet these commitments usually led to dishonor, not only to the participating individuals but to the community as a whole. Those who achieved their pledges became role models in the community, and their exploits were echoed in history. Imihigo also included an element of evaluation: a public ceremony was usually organized to facilitate the dissemination of outcomes of an agreed-upon undertaking to the community. People's courage, bravery, and hard work set examples that others were usually encouraged to emulate. The spirit of Imihigo in the Rwandan cultural context, therefore, embodies the principles of setting ambitious goals that require a commitment to action and personal responsibility, reciprocity of obligations and mutual respect between higher and lower ranks, higher moral values and patriotism, competition to achieve the best results and evaluation of the outcomes. The Government of Rwanda (GoR) introduced Imihigo as a performance-based management tool to strengthen strategic planning and management and improve service delivery in the Local Government system. During the design of the Economic Development and Poverty Reduction Strategy (EDPRS) in 2006, performance contracts were fully adopted as a critical tool to create efficiency in EDPRS implementation and to improve the quality of public service delivery.

The idea of introducing Imihigo into the national planning framework of EDPRS emanates from the evaluations of the first phase of Rwanda's Poverty Reduction Strategy (PRSP: 2003-2005), which revealed weaknesses in policy coordination, and monitoring and evaluation contributed to marginal impact on poverty reduction. For instance, poverty declined from 58.9% in 2000 to 56.7% in 2005/6, casting serious doubt on the achievement of the MDGs target of 30%.

The evaluation of the Poverty Reduction Strategy Paper (PRSP) also revealed that the M & E system contained insufficient tools to monitor performance. Moreover, activities were not well prioritized, sequenced, and targeted within sectors and between different levels of government. The relationships of accountability between service providers and citizens were not also well defined, and citizens' participation in decision-making at all levels of public administration was not well coordinated. Drawing from the recommendations of the PRSP evaluation process, the Government of Rwanda (GOR) and its partners convened a yearlong dialogue in 2006. The discussion culminated in, among other things, institutionalizing performance contracts in the central and Local Government planning system to increase the rate and quality of the execution of government programs and priorities. Imihigo is now integrated into the national planning system via the EDPRS, Sector Strategic Plans in the performance contracts are derived from the SSPs, and DDPs, Cabinet resolutions, leadership retreats, and grassroots consultations. The policy actions are clustered in three broad categories of social welfare, good governance, and economic development, and they must be high-priority programs. The remaining routine actions are considered in the district development plans. Attention is given to key issues of public service delivery, including issues with a greater impact on community wellbeing and public finance management (SSP) and District Development Plans (DDPs).

### **Imihigo and national planning system**

Line ministries, public agencies, and districts are required each year to sign formal public service agreements to deliver key specific outputs. The activities to be included in the performance contracts are derived from the SSPs, DDPs, Cabinet resolutions, leadership retreats, and grassroots consultations. The policy actions are clustered in three broad categories of social welfare, good governance, and economic development, and they must be high-priority programs. The remaining routine actions are considered in the district development plans. Attention is given to key issues of public service delivery, including issues with a greater impact on community well-being and public finance management.

*Gudu* (village). In a community public works event (*Umuganda*), citizens are asked to identify the activities they consider to be the priorities for their socio-economic wellbeing. The village leaders submit citizens' priorities to the next administrative level - the *Akagari* (cell), where all of the respective village proposals are consolidated and submitted to the next level called the *Umurenge* (sector). At this level, a committee known as the Joint Action Development Forum undertakes a careful selection and filtering of ideas to ensure that the sector priorities mirror national and local ones.

The prescreened priorities are then consolidated at the district level and are matched with the resource envelope. The final set of performance targets for the upcoming fiscal year is discussed and approved by the district leadership. Following the completion of the grassroots and Local Government consultations, all districts participate in a ceremony during which the previous financial year's targets and performance are appraised (*Kwesa imihigo*) and the performance contracts for the upcoming year are signed with H.E. President Kagame. The top three mayors are rewarded for their exemplary achievements, and the top ten mayors get a chance to take a group photo with the guest of honor. The rest of the mayors are encouraged to improve their performance in the next fiscal year, and measures are identified to improve performance in the lagging districts. Following the signing of the national performance contracts, the representatives of the lower administrative units at the sector, cell, and village levels also draw their performance objectives from the district performance contracts and sign performance reviews with their respective leaders in the order of hierarchy. Reporting on Imihigo is done quarterly in line with EDPRS, today it is / NST1(2017-2024) reporting framework.

In addition, the district organizes a public accountability day at the end of each quarter to disseminate the findings and to receive feedback from citizens on the quality of evaluation. This feedback informs measures to sustain improved progress. Finally, an annual evaluation is conducted by the national quality assurance team to determine the extent to which districts have achieved their objectives and contributed to improvements in the socio-economic wellbeing of citizens. The evaluations for 2010/11 show a significant improvement in the districts' capacity to

implement government programs because the performance contracts have enabled them to focus on outputs/results rather than routine activities the average score for all the 30 districts in the three broad areas of the evaluation was 81.5% in 2010/11, up from 66.3% in 2009/11. Rulindo district emerged as the best, with an average score of 90.6%, while Gakenke district lagged, with an average score of 64.4%. Out of 30 districts, 29 made positive improvements in the performance of their targets. Rwamagana district improved the most, rising from 52.6% in 2009/10 to 80.2% in 2010/11. As a result, The enhanced creativity and strong focus on results introduced by performance contracts at the district and sector level have translated into significant national development outcomes

**Table 4:** Performance evaluation for (Rulindo) in the 2010/11 selected priority targets

<b><i>Economic growth sector</i></b>	<b>Target</b>	<b>achieved</b>	<b>%achieved</b>
Families resettled in community settlement (imidugudu)	4500	4059	90%
Homes connected to the electricity grid	400	360.8	90%
Km of feeder roads constructed	34	31	96%
<b><i>Social welfare</i></b>			
Number of classrooms built for nine-year basic education	474	422.334	89%
Families having access to clean water	400	356.4	89%
Cows supplied to poor families under one cow/family program	400	356.4	89%
Families with health insurance	100%	89%	89%
<b><i>Strengthening governance</i></b>			
30 sectors supplied with computers	30	21	70%
Community mobilized to do public works (umuganda)	98%	91%	93%

Source: Imihigo evaluation report 2010/11 and Rulindo district M&E, AfDB,2012.

**Table 5:** Performance evaluation on a selected set of national EDPRS indicators

<b><i>Economic growth</i></b>	<b>Baseline(2006)</b>	<b>Target2012/13</b>	<b>Actual(2011)</b>
Share of population living in poverty (%)	57	46	44.9
Share of population living in extreme poverty (%)	37	24	24.1
Agricultural land protected against soil erosion (%)	40	100	87.3
Classified road network in good condition (%)	11	31	59.9
Electricity generation (off/on grid, MW)	45	130	97.4
<b><i>Social</i></b>			
Population covered by health insurance schemes (%)	70	95	89
Access to safe drinking water (% of population)	64	86	74
Pupil/teacher ratio in primary schools	70	47	58
<b><i>Governance</i></b>			
Share of population expressing satisfaction in decentralised governance (%)	65	70	74.2

Source: EDPRS Lessons Learned (2008 -2011).

## **The Link between Institutional Performance and Individual performance**

The institutional performance is determined by how well an institution implements the Annual action plan, and the 5 years institutional strategic plan. The Institutional Annual Action plan is used to determine the lower level (programme/sub-programme/functional) action (managed by supervisors/directors). These lower-level actions are then cascaded into individual action plans (see Figure 4 above). The amount of work a sub-program (department/unit) is supposed to do in a year is divided among the various individuals through individual action plans.

### **Performance contracts (*Imihigo*)**

The institutions sign performance contracts (*Imihigo*) which are based on the annual action plan. The contract is a commitment between the head of the institution and the supervisory body of the institution. Thus, the head of the institution must ensure that the staff of the institution implements the Annual Action plan. The Institutional Action plan constitutes the Performance contract of the head of the institution. Individual performance contracts are signed between the individuals and their supervisors as a commitment that individuals will implement their action plans which are linked to the sub-program and institution.

### **Rwanda planning and budgeting framework and *Imihigo***

For it to work effectively, RBM will have to be integrated into the planning and budgeting framework for the Government of Rwanda. This section expounds on key aspects of this framework that are suitable to consider in the implementation of RBM.

The National planning, budgeting and MTEF guidelines (2009) set out the planning framework<sup>1</sup> of GoR to consist of 6 distinct levels:

- (i) The national vision is elaborated in the Rwanda Vision 2020. The Vision 2020 presents Rwanda's long term aspirations and accordingly sets out a framework and key development priorities for Rwanda;
- (ii) Rwanda's development strategy is set out in the EDPRS II. The EDPRS II is the medium-term (5 years) framework guiding Government's programs toward its long-term development agenda under Vision 2020. Every 5 years, Rwanda renews its development strategy;
- (iii) Sector strategies are set out in sector strategic plans (SSP). Each government sector (key service area) elaborates specific sector policies and strategies for delivering the national development strategy. SSPs are medium-term (5 years) plans consistent with the national development strategy;
- (iv) The seven-year Government Programme for economic recovery;
- (v) District strategies are elaborated in District Development Plans (DDP). DDP draws from SSPs and elaborate strategies and development programs specific to each district but guided by national development strategy. Like SSPs, DDPs are medium-term documents;
- (vi) Annual Leadership retreat resolutions;
- (vii) Presidential Pledges;
- (viii) National Dialogue Council resolutions;
- (ix) Annual plans of actions of institutions – the Institutional Annual Action Plan (IAAP) and performance contracts (the *Imihigos*) which are annual documents translating SSPs or DDPs into the schedule of activities to be implemented by institutions each year. IAAPs are prepared each year;
- (x) Individual plans of action, contained in performance contracts (Individual *Imihigo*) signed by all staff each year, elaborate on key actions and commitments of individuals in their contribution to IAAPs.

To provide a link with the budgeting framework to finance the planning framework, the following key documents are used:

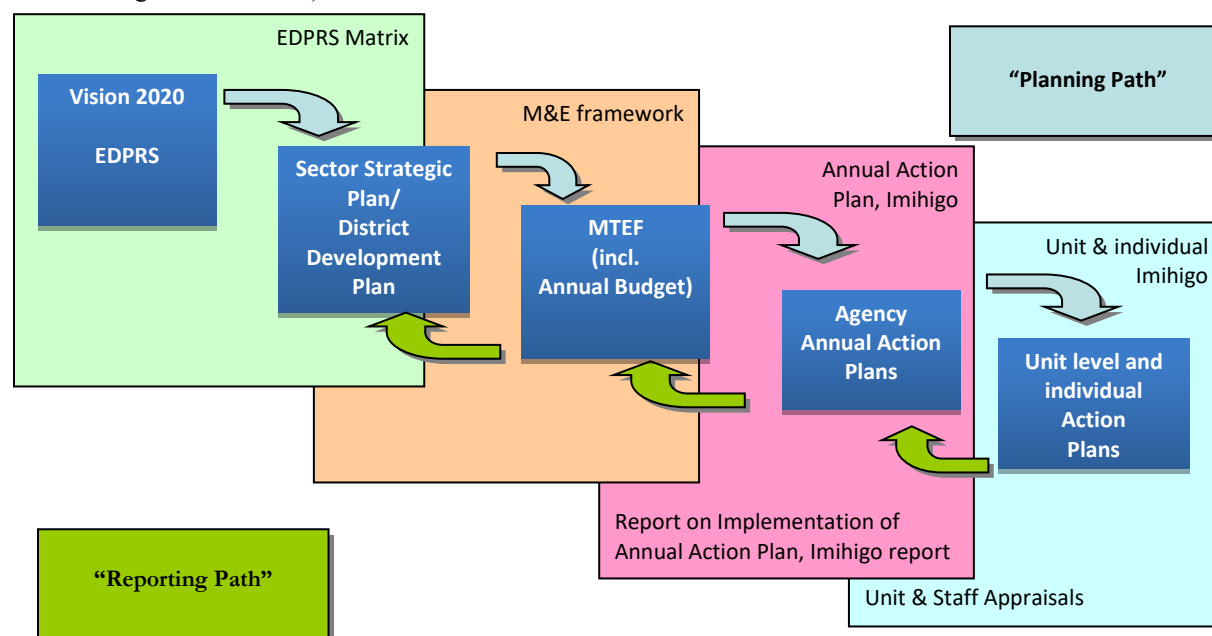
- (i) A medium-term framework of budget financial proposals – the MTEF, demonstrates how the Government intends to finance its policies and sector strategies under the EDPRS; and
- (ii) The annual budget sets out detailed financing proposals for each institution consistent with the MTEF.

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<sup>1</sup> Refer to National Planning, Budgeting and MTEF guidelines

The figure below, extracted from the National Planning guidelines demonstrates the hierarchy and linkages across key planning and budgeting tools above.

**Figure 9:** Hierarchy and linkage across key planning and budgeting tools (Source – National Planning, Budgeting, and MTEF guidelines, 2007)



#### For RBM, it is necessary that:

- Short-term results (outputs) have a direct relation and contribution to long-term results (outcomes). Thus the annual planning process must link directly to the medium-term development strategy with lower-level results (outputs) which are the basis for annual plans that directly contribute to and are relevant to the high-level results (outcomes) at the sector level;
- Each sector plan should have a monitoring framework that provides a set of higher-level results and their indicators to which annual institutional planning and monitoring process will relate;
- In turn, each institution should have a monitoring plan for its institutional strategic plan aligned to M&E systems in place;
- A risk assessment and mitigation plan should be incorporated in the Sector Strategic plan, to cater for the identification of risks at the planning stage, and mitigation of risks during the implementation stages;
- RBM principles will need to be integrated into the annual planning and budgeting cycle and within the operations of institutions as these are the processes for actualizing the aspirations of Rwanda’s national development strategy

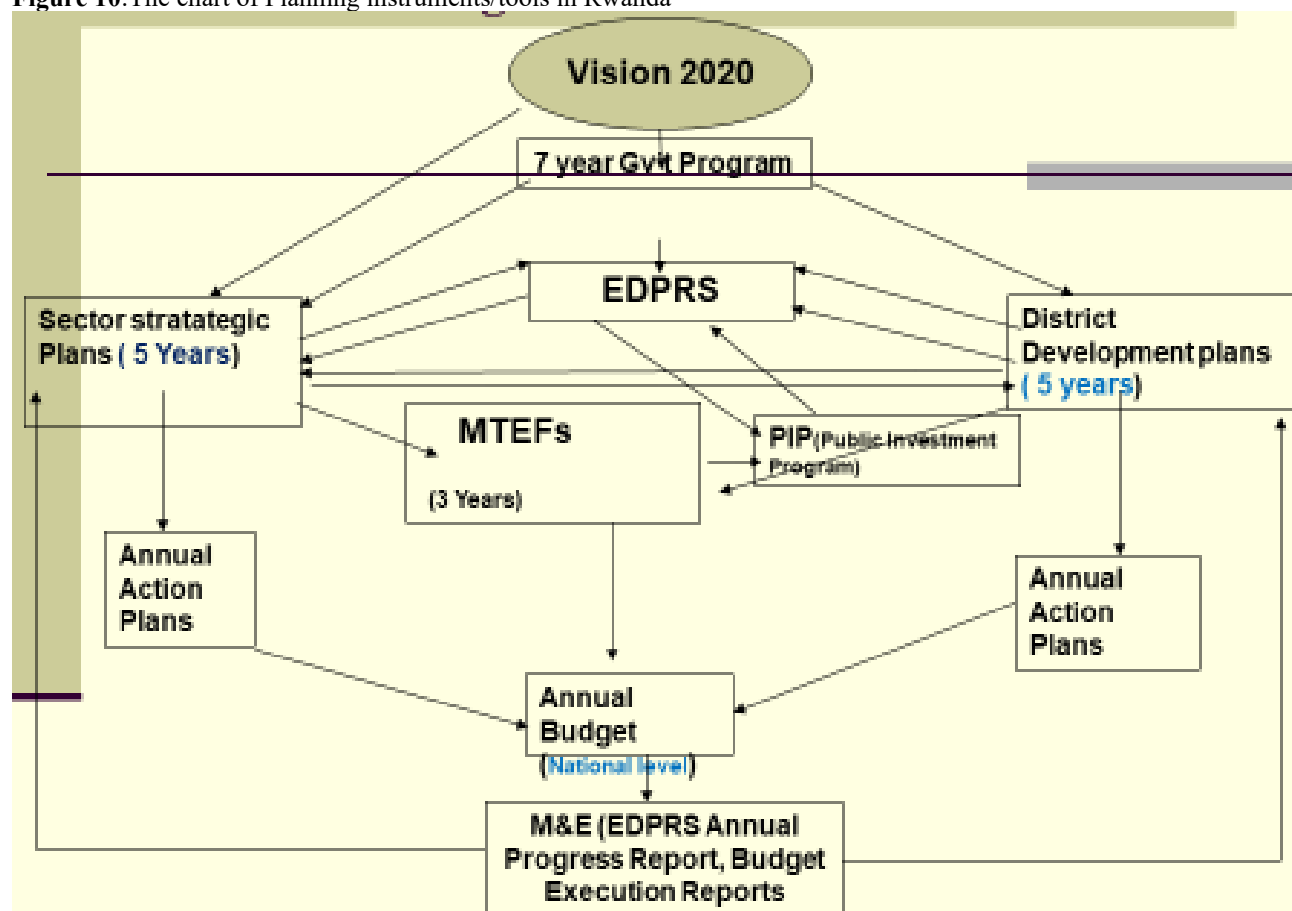
#### The planning system and *Imihigo* in the context of Rwanda

The planning system and *Imihigo*/ national planning framework in the context of Rwanda, Integrated planning:

##### *Rationale*

This integrated process aims to establish a performance measurement scheme that will guide the ongoing monitoring and reporting of program accomplishments, particularly progress towards pre-established goals. The performance measurement focuses on the process, the direct products and services delivered by a program (outputs), and/or the results of those products and services (outcomes). In this perspective, the objects for analysis may be any activity, project, function, or policy that has an identifiable purpose or set of objectives.

**Figure 10:** The chart of Planning instruments/tools in Rwanda



*Vision 2020* provides the long-term vision for the country: Goals and Objectives. *Vision 2020* and MDGs provide the basis for national medium-term plans: EDPRS contains medium-term objectives and targets distilled from sector strategies. It establishes the national priorities within which *Sector Strategic Plans* and *District Development Plans* are developed. The Medium-term plans (EDPRS, SSPs, and DDPs) provide the context for the annual Planning and Budgeting cycle: *Medium Term Expenditure Framework (MTEF)* & *Annual Budget*. Progress is monitored and evaluated quarterly or annually during *Joint Sector Reviews (JSRs)* and *Joint District Performance Review (JDRs)*. Imihigo system can be viewed as a process or an output.

In Rwanda, the new system of *Imihigo* that has also a strong focus on results was introduced on the 12<sup>th</sup> of March, 2006 by the President of the Republic. This new system is generally conceived as embedded in national tradition, where an individual would set himself/herself targets to be achieved within a specific period and to do so by following some principles and having the determination to overcome the possible challenges. In modern-day Rwanda, the *Imihigo* practice was adopted as a means of planning to accelerate the progress towards economic development and poverty reduction. In this perspective, *Imihigo* has a strong focus on measurable and sustainable results which makes it an invaluable tool in the planning, monitoring, and evaluation processes and accountability (Minaloc, 2012).

Therefore, another important tool of the national planning framework developed by MINECOFIN (2008) is the medium-term expenditure framework (MTEF). This tool provides a 3-year public expenditure framework, leading to the consistency of sector expenditure levels within the overall resource constraints. So that to ensure macroeconomic stability and maximize the effectiveness and efficiency of public expenditures. The MTEF is updated annually and tends to incorporate both mid-term plans and new policy initiatives to ensure that all policies are comprehensively costed within the budget line. This process is supported by the preparation of Annual Action Plans and performance contracts (*Imihigo*). The Annual Action Plans defines clearly the activities which will be financed by the budget in

the following year, while the performance contracts provide the targets against which budget units are held accountable.

In the Rwandan context **planning tools** include Vision 2020, a 7year government program, LTIF, EDPRS, MTEFs, Annual Budget, Monitoring and Evaluation (EDPRS APR, Budget Execution Report), Annual Action Plans & *Imihigo* (institutional and individual), Sector (Institutional) Strategic Plans, District Development Plans, etc. EDPRS: In Rwanda, socio-economic development initiatives are implemented in the framework of the Economic Development and Poverty Reduction Strategy (EDPRS) 2008-2012, a mid-term strategic planning tool that provides the overall framework for achieving the country's long term development goals embodied in Rwanda's Vision 2020.

As documented by the African Development Bank (AfDB) entitled "Performance contracts and social service delivery- lessons from Rwanda" it was highlighted that during the 2010/11 annual evaluations that the M&E frameworks for most of the districts failed to maintain logic and consistency in setting objectives, baseline indicators and outputs/outcomes targets, which made it difficult to measure progress. Other challenges include weakness in data management; limited resources competing against large expenditure needs; delays in disbursements, especially concerning donor funds; weak capacities in procurement planning by districts; and lack of expertise in managing the performance contract by the district mayors from 2010 to begin the implementation of the nine-year basic education program spurred the district leaders to mobilize the local community support in constructing the required classrooms and allowed the program to start on a schedule of expenditure to expected outputs/outcomes (AfDB,2012)

<b>Table 1: Performance evaluation for (Rulindo) in the 2010/11 selected priority targets</b>			
<b><i>Economic growth sector</i></b>	Target	achieved	%achieved
Families resettled in community settlement (imidugudu)	4500	4059	90%
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<i>Source: Imihigo evaluation report 2010/11 and Rulindo district M&amp;E.</i>			



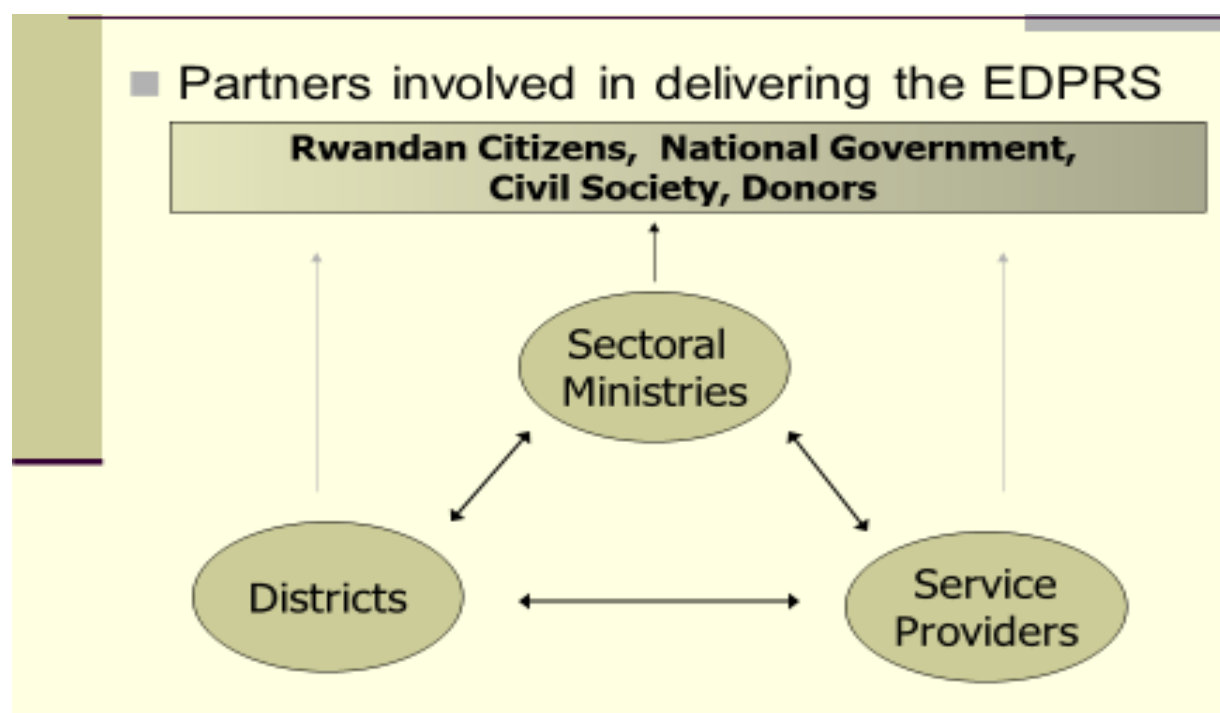
<b>Table 2: Performance evaluation on a selected set of national EDPRS indicators.</b>			
<b>Economic growth</b>	Baseline(2006)	Target2012/13	Actual(2011)
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<b>Governance</b>			
Share of population expressing satisfaction in decentralised governance (%)	65	70	74.2
<i>Source : EDPRS Lessons Learned (2008 -2011).</i>			

*Source: AfDB, 2012*

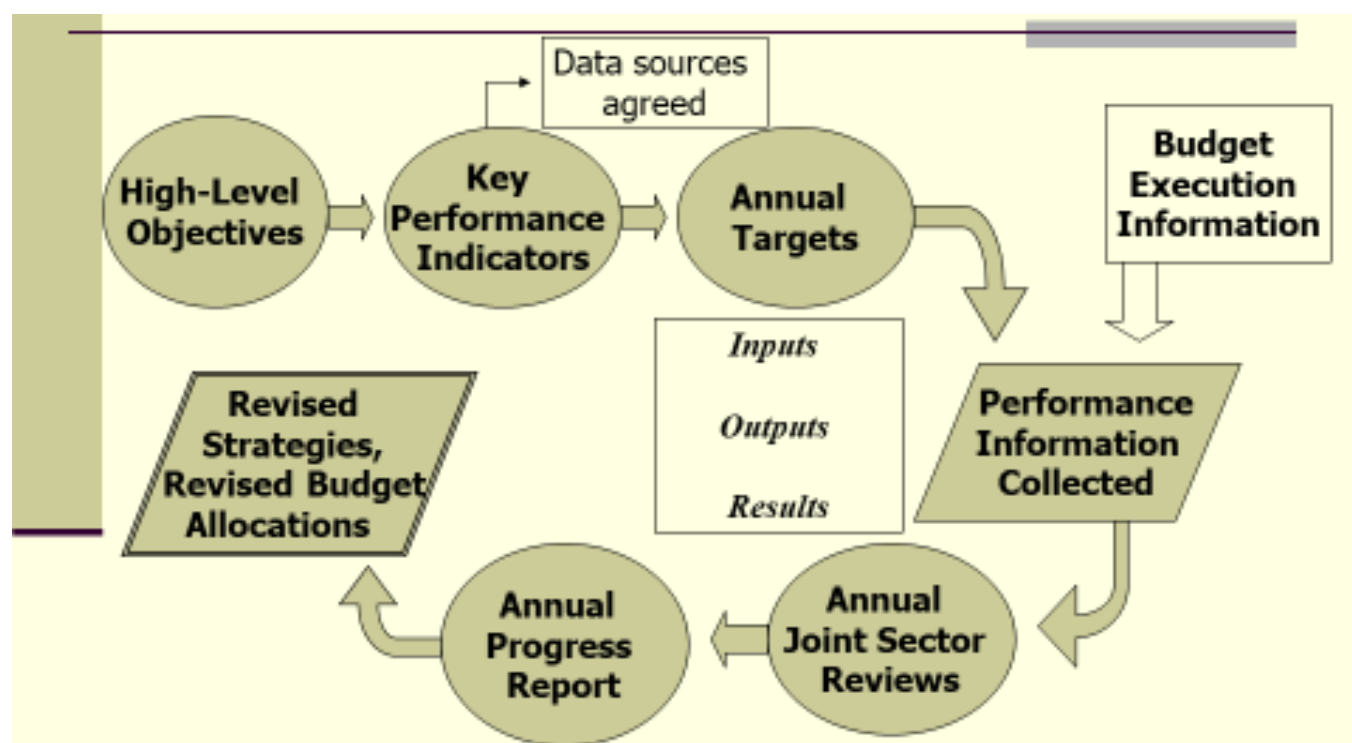
The relationships of accountability between service providers and citizens were not well defined, and citizens' participation in decision-making at all levels of public administration was not well coordinated. Drawing from the recommendations of the PRSP evaluation process, the GOR and its partners convened a yearlong dialogue in 2006. The discussion culminated in, among other things, institutionalizing performance contracts in the central and Local Government planning system to increase the rate and quality of the execution of government programs and priorities. Imihigo is now integrated into the national planning system via the EDPRS Sector Strategic Plans (SSP) and District Development Plans (DDPs).



**Figure 11:** Partners for Economic Development and Poverty Reduction Strategy (EDPRS)



**Figure 12:** the whole system in every sector



## The identified barriers in local government administration

A study conducted to determine different barriers to strategic governance of local development in Poland at the beginning of the 21st century by Sztando, (2016)

The first group of barriers, identified in the course of research covered the barriers resulting from the **theory and practice mismatch**, i.e. in other words, methodological barriers. The second group of barriers includes **legal barriers**. They refer to the imperfections of the Polish local government legal system constructed by the state authorities, which restrict the strategic governance of local development carried out by the municipal/districts authorities. Another group covers the **cooperation barriers**. One of the success factors in the construction and implementation of local development strategy is the establishment of cooperation relations between the local government and the strategic cooperation partners such as enterprises, NGOs, trade unions, other local governments, and state government administration units. Yet another group of barriers can be referred to as the **barriers to public participation**; Another identified type of barrier is represented by **information barriers**. They cover the limitations in accessing data used in the process of a strategy conceptualization and application; The barriers resulting from following **certain patterns** were also identified. They refer to behaviors of other public entities and the messages they send discourage local authorities to take a strategic approach to local development. The next barrier is related to the **substantive support barriers**. The first of them refers to the low level of services rendered for the benefit of local governments by the consulting entities. Some of the companies, operating in the consulting services market, provide services for Polish local governments related to the strategic planning of local development, even though their permanent employees, or more often temporarily hired subcontractors, present neither sufficient knowledge nor experience in this matter; **Personnel barriers** represent still another type of obstacles in the strategic governance of local development in Poland. The first of them refers to a small group of workers, at the disposal of a given local government, who represent at least basic knowledge and experience in the area of strategic governance; The final group of barriers is represented by the **barriers to local development strategic governance resulting from personal qualities of the local authorities** i.e. the individual traits of those playing the role of members of the decision making and executive bodies in local governments.

## Theoretical Framework and Empirical Studies

There is a small but growing research field (Linda & Fredrik, 2015); Joyce, 2004; Lane, 2008, Lane & Wallis, 2009; Walker et al. 2010; Poister, 2009; Boyne & Walker, 2010; Andrews & Van de Walle, 2012; Hansen & Ferlie, 2014; Ferlie & Ongaro, 2015) that has for the past decade highlighted the importance to study strategy and strategic thinking in public organizations. Several of these studies investigate the application of strategic management (SM) (Linda & Fredrik, 2015). Koteen 1997; Joyce, 2000; Johnson & Scholes 2001; Ferlie, 2003; Bryson, 2004; Drumaux & Goethals, 2007; Hansen Rosenberg, 2011), but few investigate how Strategic Management (SM) is adapted in local government performance contracts (*Imihigo*) process, especially in Rwanda.

Stephan et al., (2016) conducted a study entitled “Public Sector Performance and Development Cooperation in Rwanda”, The study revealed that *Imihigo* has been designed to play a central role and contribute to the achievement of Rwanda’s development goals. However, due to several challenges, using *Imihigo* as an entry point for development cooperation in the form of RBA or RBF (Results Based Finance) might be challenging. Nevertheless, the country system could be used and further strengthened through a conceptual engagement by development partners.

According to RGB in 2014 & Turatsinze in 2015, the word *Imihigo* is the plural Kinyarwanda word for *Umuhigo*, which means to vow to deliver. *Imihigo* also includes the concept of *Guhiganwa*, which means to compete among one another. *Imihigo* describes the pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period. The set targets are accomplished by following some guiding principles and with determination to overcome any challenges that may arise. In 2000, a shift in the responsibilities of all levels of government as a result of the decentralization program required a new approach to monitoring and evaluation. Local levels of government were now responsible for implementing development programs which meant that the central government and the people of Rwanda needed a way to ensure accountability. In 2006, *Imihigo* (known also as performance contracts) was introduced to address this need. Since its introduction, *Imihigo* has been credited with

improving accountability and quickening the pace of citizen-centered development activities and programs. The practice of Imihigo has now been extended to Ministries, embassies, and public service staff.

*Imihigo* also included an element of evaluation: a public ceremony was usually organized to facilitate the dissemination of outcomes of an agreed-upon undertaking to the community. People's courage, bravery, and hard work set examples that others were usually encouraged to emulate. The spirit of *Imihigo* in the Rwandan cultural context, therefore, embodies the principles of setting ambitious goals that require a commitment to action and personal responsibility, reciprocity of obligations, and mutual respect between high (BAD,2012). Performance measurements are used to evaluate, control, and improve the operations process to ensure that the organization achieves its goals and objectives and that an organization avails of resources necessary for the implementation of strategy, and that management practices fair evaluation of performance outcomes (Elizabeth et al.,2012).

Two major challenges, highlighted by Srinivasa in 2016, in his study entitled “challenges to strategic management in public and private sector organizations” *to analyze various aspects of the application of strategic management practices in public and private sector organizations*, those challenges are: First, the long-term policy consistency required to accommodate the planning and implementation of the organizational changes often triggered by the introduction of new management techniques is hard to obtain. Second, the relatively simple accountability model found in modern private sector organizations, wherein Executive Directors are responsible to the board for both strategy formation (including setting strategic goals and priorities for the organization) and the management of the execution of this strategy (i.e. to achieve those goals). As it is documented by Srinivasa in 2016, the literature review suggests that the biggest difference between strategic management in the public versus the private sector would appear to be content rather than form. Both sectors are forced to operate in dynamic environments with a high degree of uncertainty and the need to avoid that “the corporate plan, once complete, is a tablet of stone, given an honored place in annual reports, but otherwise forgotten” (Stewart, 1996). Both sectors comprise organizations that are often managed from a short-term budgetary perspective focused on financial rather than strategic control. Public sector managers, therefore, need to adopt an approach to strategic management that helps them clarify the expectations of their authorizing environment, communicate a more consistent strategic direction internally, while at the same time demonstrating externally their organizations' ability to interpret and respond to frequently changing political signals and priorities.

According to the National Institute of Statistics of Rwanda (NISR,2018), *Imihigo* is one of the homegrown solutions embarked on by the government of Rwanda to solve some of the pressing challenges that the country faces by creating for Rwandans to take part in their development and aspirations (INGABIRE & RUVUNA,2020).

In a study by Habamenshi et al, (2019) on the contribution of *Imihigo* to the socio-economic development in Rwanda (2013-2018) a case study of Gakenke District, by using a mix of quantitative and qualitative approaches whereby primary data were collected using a questionnaire, interview, focus group discussions, personnel observations, and telephone calls; and secondary data were collected using archival review. The findings explain that signing Imihigo for district authorities has improved agricultural techniques that increased production which in turn improved the lives of the citizens and reduced hunger (affirmed by 100% of respondents); New forests and trees were planted and soil protection against erosion and increased agricultural productivity (affirmed at 100%). Signing Imihigo contributed to the improvement of new roads and the creation of new roads (affirmed at 97%); signing Imihigo contributed to the increase of access to electricity (70%). Signing the *Imihigo* system resulted in the creation of new jobs (72%) (Habamenshi et al, 2019); Cooperatives were improved (affirmed at 69%); Imihigo improved the lives of the poorest households through social protection programs namely VUP and Girinka (affirmed at 100%); education sector was improved by new classrooms constructed (affirmed at 100%); Signing Imihigo implemented mechanisms reducing dropouts together with school feeding (affirmed at 86%); Imihigo system improved health care services at 90% (Habamenshi et al, 2019).

According to the National Institute of Statistics (NISR, 2018), imihigo is one of the homegrown solutions embarked on by the Government of Rwanda to solve some of the most pressing challenges that the country faces. It creates the ability for Rwandans to take part in their development and aspirations.

Rwandans access their problems and take initiatives for solving them without thinking of external support. This is the logic and spirit that has been driving Imihigo Performance Contracts since 2006 (NISR, 2018). These contracts, signed between ministers, district mayors, and senior executives of selected Boards (parastatals) with the Head of

State, aim at improving Rwandan living conditions. Consequently, Imihigo is a tool for accelerating the ambitions that have been set by the leadership of the country that is geared toward meeting the expectations that the people of Rwanda have for their leaders enshrined in national strategic plans (NISR, 2018). Learning from EICV5 (NISR, 2018) poverty rate in some districts, most notably Kicukiro, Nyarugenge, and Gasabo, is relatively low (below 15%), while in some it is very high, reaching close to 70% in Nyamasheke.

According to IPAR, (2015), to sustain the positive changes resulting from *Imihigo* some considerations are needed. Apart from linking Imihigo and the national development priorities as embedded in Vision 2020, 7YGP, and EDPRS2 during the preparation phase, a thorough prediction of possible spillover effects is needed to ensure that they are taken into account in the next generation of a midterm or long term District Development Plans. Another determinant factor of the sustainability of *Imihigo* already achieved is the level of involvement and participation of citizens who are the beneficiaries of all the projects during the period of planning and implementation of Imihigo. This helps to capitalize on their needs and hence their willingness to contribute to their development. Moreover, technical expertise that is available needs to be optimized especially for Imihigo projects in the infrastructure and agriculture sectors for quality assurance to avoid costly rehabilitation before the expected span of life for some investments made (IPAR,2015).

According to the *Imihigo* evaluation report of 2014/2015 by IPAR, 2015, the following were recommendations given if we need to get success from Imihigo:

- 1) More efforts are to be made in terms of consultations during the preparation of Imihigo especially at the community level to ensure that *Imihigo* customizes the needs of citizens to produce more sustainable impacts.
- 2) Strengthen the feedback mechanisms to allow citizens to learn more about *Imihigo* priorities therein the approved performance contracts.
- 3) Define clearly the roles and responsibilities of partners for joint *Imihigo* -implemented by more than one partner or entity- to ensure proper accountability, responsibility, and attribution of the performance.
- 4) Focus more on Imihigo with larger spill-over effects, that are more challenging, innovative, and transformative to avoid setting soft Imihigo targets (have a clear demarcation between *Umuhigo* and routine activities in the Annual action plan).
- 5) Strengthen the planning and M&E framework for the *Imihigo* to drive the implementation of the National development priorities as stated in the Vision 2020, 7 YGP, EDPRS2, Sector Strategic Plans, and District Development Plans.
- 6) Ensure strong follow-up and execution of other planned activities within the annual action plan and unimplemented activities as per Imihigo performance contracts.
- 7) Ensure that Ministry targets are linked to targets at the district level to enforce the bridge between the DDPs, Sector strategic plans, and EDPRS2.
- 8) Ensure that Ministry targets are implemented within the timeframe set in the performance contract to avoid delays in the implementation of joint Imihigo at the local government level.

The World Economic Forum (2018) recalls that Government has the responsibility of addressing the changing needs of citizens over their entire lifetimes, providing platforms to help them get the resources and make the connections they need, and seeing a whole set of public goods created by the sum of their deliberately many parts.

The Government of Rwanda is convinced that the need to accelerate socio-economic development is vital, to address poverty. In the aftermath of the 1994 genocide against the Tutsi, the Government of Rwanda has often opted to use approaches embedded in the cultural values and historical heritage of Rwanda to find solutions to a current societal problem. Such cultural values are known as Home Grown Solutions (HGSs) (Versailles, 2012).

*Imihigo* is one among main Rwanda's Home-Grown Solutions (HGSs) adopted by the Government of Rwanda in 2006 as governance innovations that provide an unconventional response to the modern development challenges, which are unlikely to be addressed through conventional means. In the aftermath of the 1994 genocide against the Tutsi, the Government of Rwanda has often opted to use approaches embedded in the cultural values and historical heritage of Rwanda to find solutions to current societal problems (MINALOC, 2012).

According to Versailles (2012), the *Imihigo* program (Performance contracts) are contracts between the President of the Republic of Rwanda and government agencies detailing what the respective institution sets itself as targets on some governance, justice, economic and social indicators. The stated objective of Imihigo is to improve the speed and quality of execution of government programs, thus making public agencies more effective. It is a means of

planning to accelerate the progress towards economic development and poverty reduction. Imihigo has a strong focus on results which makes it an invaluable tool in the planning, accountability, monitoring, and evaluation processes. Different researchers outlined the contribution of Imihigo in improving the socio-economic development of the population: Bisaga (2017) analyzed the success of Imihigo in increasing access to energy in Rwanda. The research found that 93% of participants affirmed that energy *Imihigo* were common in their villages. Together with Grimm et al., 2016, the research found that due to *Imihigo*, off-grid solar is increasing. By *Imihigo*, the population increases access to solar electricity which is more cost-effective and affordable for them than grid-based electrification expensive to install in rural locations. The research analyzed energy access in general and it does not outline the situation per district, especially districts in rural areas where infrastructure continues to be challenging. Another weakness of the research is that it considers the answers from respondents and affirms that *Imihigo* increases access to energy.

The research does not provide pieces of evidence in terms of households with access to energy. Makuza (2012) analyzed the contribution of *Imihigo* in improving the social-economic development in ten Districts namely Gicumbi, Musanze, Gisagara, Ruhango, Nyamasheke, Karongi, Kicukiro, Gasabo, Bugesera, Kirehe. The research found the following results in terms of percentages: improved health (mutual health insurance) 42%, improved education (9YBE) 20.5%, eradicated grass-thatched houses 11.2%, improved hygiene and sanitation 8.7%, Girinka program 6.8%, alleviated diseases 5.7% and job creation 1.8%, infrastructure developed as a major achievement is 24.8%, land consolidated 21.7%, Umurenge SACCO 20.3%, strengthened cooperatives 18.3% and provision of land titles 5.3%. This research outlines very low achievements and it creates a need to know the current situation of the contribution of Imihigo to socioeconomic development, especially for a district like Gakenke which has shown impressive achievements in Imihigo performance ranking since 2012. The district has occupied respectively the following ranks: 30th over 30 Districts in 2012- 2013; 15th in 2013- 2014; 24th in 2014- 2015; 27th in 2015- 2016; and 4th in 2016- 2017 (GoR, 2013; IPAR- Rwanda, 2014; 2015; 2016; 2017). Such achievements of reaching the 4th rank in 2017 from 30th over 30 Districts in 2012 attracted the present research to analyze the relationship between the rank occupied and the level of improvement of socio-economic development in the district.

## RESEARCH METHODOLOGY

The Rwandan *Imihigo* system is one of the homegrown initiatives and is deepened to depict its impacts on social-economic development. A research methodology is defined as a science of how to make a research decision, and it includes the practices of evaluating the goodness and badness of a decision made in the course of doing research (Hessler; Social Research Methods). Hoover (1988: 33), adds, 'The scientific method is the method that seeks to test though against reality in a disciplined manner with each step in the process made explicit. This chapter will help to get the necessary data and information for the analysis and decision of findings on the adoption of strategic management in the local government's imihigo process in Rwanda. It is imperative for the success of the work, as it sets a standard for the methodology that is adopted, while the methodology itself is a compilation of conceived rules that are logical for gaining insight into a course of action, (Ghuri and Gronhaug, 2005). Given the nature and importance of the *Imihigo*, factors that contribute to and impede the smooth adoption of strategic management in Rwanda's local government approach to be able to determine and solve the research problems satisfactorily. The research describes the research design, research variables, research population, sample size and sampling techniques, research instruments, data collection techniques, data processing, and data analysis, quality control, and ethical consideration.

### Research Design

A research design is a guideline for the collection, measurement, and analysis of data. It develops procedures and techniques for collecting and analyzing data (Ojacor, 2006). This research will use a mix of exploratory, descriptive, explanatory, and evaluative research designs. The researchers explored the ways strategic management is adopted during the elaboration of the *Imihigo* process in Rwanda thus achieving the intended results.

Research means an 'investigation undertaken to discover new facts, get additional'. Henry (1988:720) means that a research design shows the way research was conducted according to the size of the respondents, the sampling techniques, and methods of data collection and interpretation.

### **Exploratory Research Design**

According to Burns and Bush (2006), the exploratory research design is referred to as gathering information in an informal and unstructured manner. The exploratory research design is proper when the researchers know a little about the opportunity or issue. Exploratory research design is not limited to one specific paradigm but may use either qualitative or quantitative approaches. On the other hand, exploratory research is defined as the most useful (and appropriate) research design for those projects that are addressing a subject about which there are high levels of uncertainty about the subject, and when the problem is not very well understood (i.e. very little existing research on the subject matter). The main aim of exploratory research is to identify the boundaries of the environment in which the problems, opportunities, or situations of interest are likely to reside and to identify the salient factors or variables that might be found there and be of relevance to the research. This is the reason why this research will employ mixed methods.

### **Qualitative Research Design**

The researchers used the qualitative method of data collection and analysis to capture the details and adequate information identified to be qualitative. The use of this method ensures that the qualitative data will be effectively interpreted using the narrative.

### **Quantitative Research Design**

This study used a quantitative research design to ensure that the quantitative data will be effectively interpreted using numbers and figures. This will follow quantitative approaches since it describes the problem using statistical data (frequencies and percentages).

### **The Population of the Study**

Grinnell and Williams (1992:62) defined the population as the totality of persons or objects with which the study is concerned. On the other hand, Javeau (1985) wrote that a parent population, population-mother, or reference population is the general population that the researcher wants to study and which offers the work sample.

Following the above approaches of definitions, the research population of this study will be composed of Local Governments with 27 districts of Rwanda plus the city of Kigali totaling 28. All District BDEU Units, Planning, M& E Units, Health Development Units, Social Development Units, Agriculture and Livestock Units, Education Development Units, One Stop Centre Units. In addition to this 50% of the members of district councils in each selected district will be sampled, and 50% of the members of the executive committee in each selected district will be sampled as well. The selection of those districts will be based on purposive sampling technics, where all districts will be arranged according to their rankings in the performance contract evaluation of 2021/2020 from top to down and an interval of two (2) will be applied to the whole list to get mixture views of districts which scored high, middle compared to those with lowly scored during Imihigo evaluation of 2019/2020.

### **Sampling**

According to Manheim & Rich (1995), a sample population is one in which every major of the population from which the sample is drawn presents roughly in the same proportion of frequency with which those attributions in that larger population.

### **Sample Size Determination**

The sample size is many individuals selected from a population of the study, in such a way that they represent the larger group from which they were selected (Yamane T., 1967).

The study is conducted in 10 selected districts based on systematic sampling with an interval of 2. Then since the structure of each district shows 7 Directorate Units, this means that 7 directors of each unit in the selected district will be interviewed. This will give 70 Directors of the units from 10 selected districts and this is because they are the ones who contribute a lot in the process of identification and selection of performance contracts in each district. 20 members of the executive committee of each selected district will be selected and interviewed, this is because they

are the ones who choose the performance contract of the district they head. 40 district Council members were selected and interviewed in all 10 selected districts. This is because they are the ones who approve the performance contract of the Districts they represent according to the structure of each district of Rwanda plus the City of Kigali.

**Table 6:** Districts Performance Contract (Imihigo) Evaluation rates 2019/2020.

No.	District	Score/Ranking
<b>1</b>	<b>Nyaruguru</b>	<b>84.09</b>
2	Huye	82.88
3	Rwamagana	82.42
<b>4</b>	<b>Gisagara</b>	<b>78.36</b>
5	Nyanza	77.95
6	Nyamasheke	77.44
<b>7</b>	<b>Ngoma</b>	<b>77.33</b>
8	Kicukiro	77.10
9	Gasabo	76.45
<b>10</b>	<b>Kirehe</b>	<b>76.24</b>
11	Kayonza	73.91
12	Kamonyi	73.65
<b>13</b>	<b>Nyagatare</b>	<b>69.39</b>
14	Gicumbi	68.74
15	Bugesera	68.59
<b>16</b>	<b>Gatsibo</b>	<b>68.40</b>
17	Ruhango	67.95
18	Rubavu	67.84
<b>19</b>	<b>Burera</b>	<b>66.09</b>
20	Nyamagabe	65.04
21	Rutsiro	64.62
<b>22</b>	<b>Nyarugenge</b>	<b>62.61</b>
23	Rulindo	62.33
24	Ngororero	61.56
<b>25</b>	<b>Muhanga</b>	<b>58.73</b>
26	Gakenke	55.98
27	Musanze	53.22
<b>28</b>	<b>Nyabihu</b>	<b>52.95</b>
29	Karongi	51.25
30	Rusizi	50.01

*Source:* NISR, September, 2020

**Table 7:** District Directors of Units interviewed

No	Position	Nyaruguru	Burera	Gatsibo	Gisagara	Kirehe	Muhanga	Ngoma	Nyabihu	Nyagatare	Nyarugenge	Total Population	Sample		
1	Director of Business Development and Employment Promotion Unit(BDEU)	1	1	1	1	1	1	1	1	1	1	10	9	1	1
2	Director of Health Development Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
3	Director of Planning, M& E Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
4	Director of Social Development Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
5	Director of Agriculture and Livestock Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
6	Director of Education Development Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
7	Director of One Stop Centre Unit	1	1	1	1	1	1	1	1	1	1	10	9	1	1
<b>Total</b>		<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>70</b>	<b>63</b>		

*Source:* compiled by Researcher December, 2021



## Sample Size Calculation

$$n = \frac{N}{1 + N(e)^2}$$
$$n = \frac{70}{1 + 70(0.05)^2} = 59.6$$
$$n \approx 60$$

### *Step 2: Contingency*

During the research, respondents may fail to answer (partially-with erroneous answers or totally) to the asked questions or data clerks may not record properly given answers to a series of questions. This is called contingency, and in case it occurs, it can increase the bias of the estimators due to the lack of the required number of responses for one or more characteristics under study. To correct this, it is generally proposed to consider a non-response rate of 10%, and then increase it by 10% to account for contingencies such as non-response or recording error. For this research, the sample size became  $n+10\%=63+7=70$ . The total sample size used in this research is 70 participants. It is worth noting that, according to Singleton and Straits (2005), a response rate of more than 85% is minimally adequate for an interview survey to minimize the chances of bias. **The total sample size was 70 Respondents.** Thus,

**Table 8:**District Directors of Units interviewed after contingency

N o	Position	Nyar uguru	Bur era	Gatsi bo	Gisag ara	Kire he	Muhan ga	Ngom a	Nyabi hu	Nyagat are	Nyaruge nge	Total Population	Samp le		
1	Director of Business Development and Employment Promotion Unit(BDEU)	1	1	1	1	1	1	1	1	1	1	101	110	1	1
2	Director of Health Development Unit	1	1	1	1	1	1	1	1	1	1	101	110	1	1
3	Director of Planning, M& E Unit	1	1	1	1	1	1	1	1	1	1	101	110	1	1
4	Director of Social Development Unit	1	1	1	1	1	1	1	1	1	1	101	110	1	1
5	Director of Agriculture and Livestock Unit	1	1	1	1	1	1	1	1	1	1	101	110	1	1
6	Director of Education Development Unit	1	1	1	1	1	1	1	1	1	1	101	110	1	1
7	Director of One Stop	1	1	1	1	1	1	1	1	1	1	101	110	1	1

	Centre Unit												
<b>Total</b>		7	7	7	7	7	7	7	7	7	7	70	70

*Source:* compiled by Researcher December, 2021

**Step1:** District Executive committee members **interviewed.**

**Table 9:**District Executive committee members interviewed. Sample Size Calculation.

N o	District Executive committee members	Nyar uguru	Bur era	Gatsi bo	Gisag ara	Kire he	Muhan ga	Ngom a	Nyabi hu	Nyagat are	Nyaruge nge	Total Populati on	Sample
1	Mayor	1	1	1	1	1	1	1	1	1	1	10	9
2	V/C in Charge of Social Affairs	1	1	1	1	1	1	1	1	1	1	10	9
3	V/C in charge of Economic Development	1	1	1	1	1	1	1	1	1	1	10	9
4	District Executive Committee	1	1	1	1	1	1	1	1	1	1	10	9
5	Division Manager in Charge of Corporate	1	1	1	1	1	1	1	1	1	1	10	9
<b>Total</b>		5	5	5	5	5	5	5	5	5	5	50	45

*Source:* compiled by Researcher December, 2021

## Sample Size Calculation

$$n = \frac{N}{1 + N(e)^2}$$
$$n = \frac{50}{1 + 50(0.05)^2} = 44.44 \text{ -- } 45$$
$$n \approx 45$$

### Step 2: Contingency

During the research, respondents may fail to answer (partially-with erroneous answers or totally) to the asked questions or data clerks may not record properly given answers to a series of questions. This is called contingency, and in case it occurs, it can increase the bias of the estimators due to the lack of the required number of responses for one or more characteristics under study. To correct this, it is generally proposed to consider a non-response rate of 10%, and then increase it by 10% to account for contingencies such as non-response or recording error. For this research, the sample size became  $n+10\%=45+5=50$ . The total sample size used in this research is 50 participants. It is worth noting that, according to Singleton and Straits (2005), a response rate of more than 85% is minimally adequate for an interview survey to minimize the chances of bias. **The total sample size was 50 Respondents.** Thus,

**Table 10:**District Executive committee members Sample size after Contingency calculations

N o	District Executiv e committe e members	Nyarug uru	Bure ra	Gatsi bo	Gisag ara	Kire he	Muha nga	Ngo ma	Nyabi hu	Nyagat are	Nyaruge nge	Total Populat ion	Sam ple
1	Mayor	1	1	1	1	1	1	1	1	1	1	10	10
2	V/C in Charge of Social Affairs	1	1	1	1	1	1	1	1	1	1	10	10
3	V/C in charge of Economi c Develop ment	1	1	1	1	1	1	1	1	1	1	10	10
4	District Executiv e Committ ee	1	1	1	1	1	1	1	1	1	1	10	10
5	Division Manager in Charge of Coorpora te	1	1	1	1	1	1	1	1	1	1	10	10
<b>Total</b>		<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>50</b>	<b>50</b>

*Source:* compiled by Researcher December, 2021

**Table 11:** District Council Member Committee interviewed.

N o	District Council member Commit tee (Abagiz e Biro y'Inama Njyana ma y'Akare re).	Nyarug uru	Bure ra	Gatsi bo	Gisag ara	Kire he	Muha nga	Ngo ma	Nyabi hu	Nyagat are	Nyaruge nge	Total Populat ion	Sam ple
1	Chair Person of Council	1	1	1	1	1	1	1	1	1	1	10	10
2	V/C Chair Person of	1	1	1	1	1	1	1	1	1	1	10	10

	Council												
3	Secretary of the Council	1	1	1	1	1	1	1	1	1	1	10	10
Total		3	3	3	3	3	3	3	3	3	3	30	30

**Source:** compiled by Researcher December, 2021

### Sample Size Calculation

$$n = \frac{N}{1 + N(e)^2}$$

$$n = \frac{30}{1 + 30(0.05)^2} = 27.9$$

$$n \approx 28$$

### Step 3: Contingency

During the research, respondents may fail to answer (partially-with erroneous answers or totally) to the asked questions or data clerks may not record properly given answers to a series of questions. This is called contingency, and in case it occurs, it can increase the bias of the estimators due to the lack of the required number of responses for one or more characteristics under study. To correct this, it is generally proposed to consider a non-response rate of 10%, and then increase it by 10% to account for contingencies such as non-response or recording error. For this research, the sample size became  $n+10\%=27.9+2.79=30.8$ . The total sample size used in this research is 31 participants. It is worth noting that, according to Singleton and Straits (2005), a response rate of more than 85% is minimally adequate for an interview survey to minimize the chances of bias. **The total sample size was 30 Respondents** equivalent to the whole population size in the sampled districts.

**Table 12:** Sample size Summary

No.	Item	Population	Sample size
1	District Directors of Units	70	70
2	District Executive committee members	50	50
3	District Council Member Committee	30	30
	<b>Total</b>	<b>150</b>	<b>150</b>

### Data Collection Techniques and Tools

The data to be used in this study are Primary data. During the data collection, questionnaires and interviews will be used to collect primary data on the perception of the population about how Strategic Management is being adopted during the *Imihigo* elaboration process in the local government of Rwanda.

## Source of Data

The objectives of this study will be achieved by collecting primary information/data. The Adoption of Strategic Management in the local government's *Imihigo* Process in Rwanda will be achieved through the testimonies of interviewees.

## Primary Data

Churchill (1992) defines primary data as original data collected from respondents. Primary data will be collected from the live events through interviews and questionnaires designed for **Directors of the units** in all 10 selected districts according to systematic sampling techniques, **Executive Committee members** of those 10 selected districts and **District Council members** of those 10 selected districts will be selected randomly and respond to the designed questionnaire.

## Data Collection Instruments

The interview guide will constitute the data collection instrument this means the techniques which will be used to obtain the desired information about the research topic.

## Questionnaire

Grinnell and William (1990) define a questionnaire as “a set of written questions which calls for responses; that may be either self-administered or group-administered”. The questionnaire will be designed and tested before submission to the whole respondents to judge whether the questions are being perceived in the right way. This questionnaire will include all variables under investigation and will be covering the way Strategic Management is adopted in the local government *Imihigo* process in Rwanda.

## Validity and Reliability tests

Today *Imihigo* is considered the engine of economic development for Rwandans; it is in this framework that the government of Rwanda has put more effort to spur the Rwandan economy and this has changed the lifestyle of many Rwandans. The data collected by trained qualified enumerators by using a checked and revised questionnaire will give the important notice that the information that will be corrected will be valid and reliable to this study.

## Data Processing

Nachmas (1976) noted that data processing is the link between data collection and data analysis. It involves the transformation of the observation gathered from the field into the system of categories and the transformation of these categories into codes and quantitative analysis and tabulation. The data processing began with editing, coding, and later tabulation.

The researchers performed the data entry into Statistical Package for Social Sciences (SPSS) version 22 Software where the computation of variables will be performed. After entering the data, the cleaning will be done to verify the accuracy, uniformity, and legibility of the data.

## Methods of Data Analysis

This study used exploratory research. The exploratory research design is proper when the researchers know small about the opportunity or issue. Exploratory research design is not limited to one specific paradigm but may use either qualitative or quantitative approaches. On the other hand, exploratory research is defined as the most useful (and appropriate) research design for those projects that are addressing a subject about which there are high levels of uncertainty about the subject, and when the problem is not very well understood.

Bailey (1978) puts it that all data can be presented in their entirety. Variables that are found to be most pertinent to the study objectives were presented. Churchill (1991) asserts that the purpose of data analysis is to obtain meaningful information from the data collected. The study employed mainly quantitative methods which are complemented by qualitative methods; where the Statistical economical software's SPSS version 22 will be to analyze data. After data processing, the data collected will be transformed into meaningful information for easy interpretation and understanding. The analysis of the findings will be done based on the frequencies and the percentages of the respondents for each variable where high frequency and a high percentage will be considered the dominant response to the variable of the study.

### **Editing**

According to Daniel and Gates (1991), editing is the process of going through the questionnaire to ensure that the 'skip patterns will be followed and required questions will be filled out. Editing will involve the inspection and if necessary, connections of each questionnaire or observation form; the basic purpose of editing is to impose some minimum quality standards on the raw data (Churchill, 1992). Editing will therefore a task that will be carried out both in the field and at home after each interview and questionnaire response.

### **Coding**

This will facilitate the researcher to specify different categories or classes of responses to allocate individual answers to different categories.

### **Tabulation**

The outputs of the analysis will be displayed and presented in frequency and percentage tables. This act will allow the easy comparison between different frequencies and percentages of the variables at the same period where the variable with a high percentage will be considered the dominant variable.

### **Results Interpretation**

Obtained results were compared to the existing literature and the gap was interpreted accordingly.

### **Limitations of the Study**

Some respondents might refuse to participate in the research for their reasons. This issue will be resolved by explaining to the respondents why this research is being conducted and requesting them to provide the necessary information to help the researcher get the needed information.

By this, it will be to show how strategic management is adopted in the local government *Imihigo* process in Rwanda. The research will be limited to the 10 selected districts. This is because it is the recently published *Imihigo* evaluation of 2019/2020.

### **Ethical and Professional Considerations**

When conducting academic research, scientific honesty is regarded as a very important ethical responsibility. This requires not only expertise and diligence but also honesty and integrity. Before conducting this study in the field, the researcher will obtain written permission from the due authority of the university and all 10 selected Districts.

For the questionnaire and interview, consent from respondents will be compulsory. Also, the respondents will be informed about the purpose of the study, and the procedures that will be used to collect data, and will be ensured that there will be no potential risks to their participation in the study.

### **Duration of the study**

It was conducted in the aforementioned areas from March 2021 to March 2022, as the duration of the thesis.



## Findings of the Study

### Response rate

In this survey, the response rate was 97.2%. This is mainly explained by the fact that the data collection was targeting all District Directors of Units, District Executive committee members, and District Council Member Committee. With the support from the Ministry of Local Government (MINALOC), the questionnaire was sent to the target group electronic via google, of which once every respondent finished filling out the questionnaire, he/she directly submit the questionnaire in the format of excel which at the end it is transported in SPSS Version 21 and all cleaning and analysis done in SPSS.

### Summary of Research Findings.

The study had reviewed the available information of other scholars related to the adoption of strategic management in the local government's Imihigo process in Rwanda.

Different books, journals, reports, and online resources have been concerted to prepare this thesis. Simple random sampling and purposive sampling have been used to select the sample of the participants that have been involved in the study. The sample size was 150 respondents coming from 10 systematically selected districts of Rwanda Based on their ranking during the performance contract of 2020, such as Nyaruguru, Burera, Gatsibo, Gisagara, Kirehe, Muhanga, Ngoma, Nyabihu, Nyagatare, and Nyarugenge districts. A total of 150 questionnaires were administered and the study managed to obtain all completed questionnaires representing 97.2%. the questionnaire contained questions that addressed the objectives of the study. In collecting secondary data, the researcher examined the available literature concerning the study. Descriptive research was employed in the study. The data were analyzed using descriptive and inferential statistics with the help of the statistical package for Social Sciences (SPSS version 23). The results were then presented in the form of tables and figures.

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Different Organizations that have high capabilities to perform strategic management demonstrate higher performance levels. The effectiveness of strategic management in the public sector is relevant in the quest to enhance service delivery by public sector organizations.

The majority of respondents 117 equivalent to 80.7% combined strongly agree and agree that there is a significant Contribution of District staff (Local government) in the Performance Contract during The Execution/implementation of Performance Contracts. comparing themselves as district's team member's participation in implementing *Imihigo*, all of them 145 respondents equivalent to 100% confirmed that they all participate. The majority of respondents 81 equivalent to 55.9% combined strongly agree and agree that there is a significant Contribution of District staff (Local government) in the Performance Contract during imihigo preparation and planning. The majority of respondents demonstrate that 60.7% equivalent to 88 respondents satisfied with the marks and ranking their district got during the *Imihigo* performance evaluation. However, the remaining balance was 39.3% corresponding to 57 respondents not satisfied. Weather Citizen is involved in Imihigo Evaluation in the district locations, the majority of respondents say yes with 127 equivalents to 87.6%. While the remaining balance says No with 18(14.4%). The majority of the 116 respondents equivalent to 80% confirmed that the Citizen Ideas are often taken into account in the preparation of performance Contract (Imihigo) of upper levels of governance. This was followed by other respondents 26 equivalent to 17.9% who affirm that their ideas are occasionally taken into consideration while 3 respondents equivalent to 2.1% said that it is rarely that Citizen Ideas be considered in the preparation of Imihigo of upper levels of governance. majority of respondents with 70 equivalents to 48.3% confirm that they have received

the right job training, this combines both Highly capacity build and Enough capacity build. On the other hand, some respondents claimed to have been received different incoherence training with 54 equivalent to 37.2%. However, some others are on the time of the survey, they have not yet received any kind of job training with 15 respondents equivalent to 10.3%. Lastly, there is another part which does not remember if they have got any kind of training with 5 respondents equivalent to 3.4%.

## **Conclusion**

After taking into consideration all the components of Strategic Management and linked with the Existing structure of the Rwandan economy we found that Strategic Management is fully embedded. In addition to that, the Rwandan Economy tries to go beyond Strategic Management and bring innovations brought from Rwandan culture which is Imihigo (Performance Contracts). However, some gaps were found in different levels targeted as identified clearly in chapter four of the findings of this study.

## **Recommendations.**

Since the findings of this study ascertained the adoption of strategic management in local government's *Imihigo* in Rwanda, the researchers made the following recommendations that will lead to the improvement of the adoption of strategic management in local government's *Imihigo* process in Rwanda:

1. The government is recommended to continue to enforce the adoption of strategic management principles in local government, especially at the district level.
2. The government is recommended to bring training which is coherent with the job occupied by local government staff.
3. Some Local Government staff need to continue to make more efforts to know Strategic Management principles to know how they will adopt them for a better quality of service delivery.
4. The government of Rwanda looks at how strategic Management principles can continuously be linked with Imihigo processes to bring intended results.
5. Citizen Participation needs to be involved in all stages (Planning, Execution, implementation, Evaluation) for ownership and accountability.

## **Suggestions for further studies**

Due to the limitation of our coverage of the adoption of strategic management in the local government's *Imihigo* process in Rwanda, further research should extend the same topic to the whole country.

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