

Ex post evaluation

Decentralisation and good governance, Rwanda

Title	Programme to support decentralisation and good governance		
Sector and CRS code	Decentralisation (15112)		
Project number	2011 65 802, 2013 66 558, 2013 66 731, 2014 67 059, 2014 67 596		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Project-executing agency	Local Administration Entities Development Agency (LODA)		
Project volume/ Financing instrument	EUR 38 million grant		
Project duration	2012–2019		
Year of report	2022	Year of random sample	2021/2022

Objectives and project outline

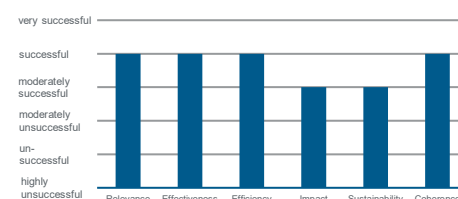
The objective at outcome level was to (i) increase the use and maintenance of local infrastructure by improving access and quality (material objective), (ii) improve districts' administrative performance in terms of the design, implementation and maintenance of the infrastructure, and (iii) increase public awareness of the opportunities for co-determination and participation in the identification and monitoring of infrastructure (structural objective). At impact level, the objective was to contribute to (i) improving the living conditions of the Rwandan population (material objective), (ii) improving the provision of services at local level, and (iii) increasing public participation (structural target level). To achieve these objectives, the project initially supported the Rwanda Local Development Support Fund (RLDSF) and subsequently its successor, the Local Administrative Entities Development Agency (LODA), which implements municipal infrastructure measures at district level and supports the districts in the design, implementation and supervision of infrastructure projects. The implemented projects originate from the district development plans. They used a bottom-up approach, corresponded to the needs identified and prioritised by the public, and were in line with national targets and the available budget.

Key findings

The project has demonstrated developmental effectiveness and sustainability was moderately successful. The project has been rated successful for the following reasons:

- The conceptual design, which went hand in hand with the political objectives and priorities, contributed to the successful relevance achieved by the project. In addition, the interdependencies underlying the design are transparent and appropriate.
- Based on the indicators, the achievement of the objectives can be rated as successful at outcome level.
- In terms of the individual projects, the positive impacts of the project were also clearly evident at an overarching level.

Overall rating:
successful



Conclusions

- Translating the operation and maintenance manuals into local languages has enabled or facilitated the use of the manuals by the people responsible for the operation and maintenance.
- In participatory processes such as drafting the district development plans, it is important that the feedback mechanisms for the decisions made also function reliably and that the decisions made are understood and supported by the public to ensure long-term public participation, in addition to asking about priorities. Otherwise, there may be fatigue with respect to participation by the public.

Ex post evaluation – rating according to OECD DAC criteria

General conditions and classification of the project

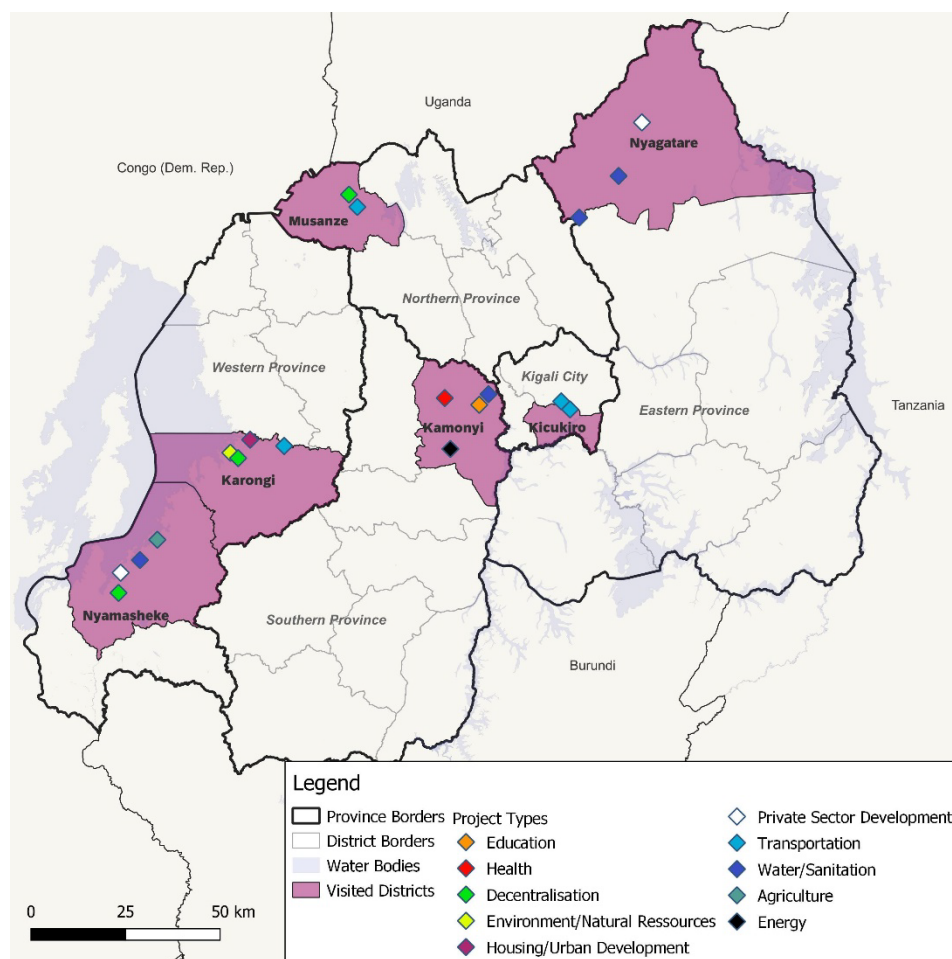
As part of Rwanda's decentralisation policy, the project initially supported the Rwanda Local Development Support Fund (RLDSF), which was the successor to the Common Development Fund (CDF). The RLDSF financed municipal infrastructure measures at district level until 2011 and supported the districts in the design, implementation and supervision of the infrastructure projects. The Local Administrative Entities Development Agency (LODA) was founded at the end of 2013 and took over the activities of the RLDSF from mid-2014. The financial contribution (FC) project to promote decentralisation and good governance now consists of six completed and three ongoing phases and this evaluation refers to phases 2–6. Together with the Technical Cooperation (TC) measures, the project is embedded in the decentralisation and good governance priority area of the German programme. LODA manages the funds the Rwandan government and several donors have provided for local development in the area of decentralisation. In addition to direct investments for local infrastructure projects, the FC contribution also financed consultancy services to strengthen LODA's institutional capacities and the districts have also indirectly benefited from this. The different phases (BMZ numbers) that were considered during the evaluation have been evaluated together as the phases have been designed identically. In addition, some of the individual projects were co-financed under different BMZ numbers. Therefore, analogously to the BMZ numbers, the impacts of the project cannot be isolated from one another.

Brief description of the project

To achieve the dual (material and structural) objectives of the project at both outcome and impact levels, a total of 457 individual projects were financed or co-financed by FC funds in Rwanda's 30 districts during the fiscal years 2012/2013 to 2017/2018. These supported various sectors including education, health, administrative infrastructure, transport, energy, water supply and sanitation, private sector development and agriculture. The average project volume was around EUR 550,000. The implemented projects originated from the district development plans¹. They used a bottom-up approach, corresponded to the needs identified and prioritised by the public, and were in line with national targets and the available budget.

¹ The Republic of Rwanda is divided into four provinces plus the city of Kigali. The provinces are further divided into 30 districts, 416 sectors, 2,148 cells and 14,837 villages. The individual projects implemented as part of the project originated from the district development plans, which were created using a bottom-up approach and began by consulting citizens at village level. The identified priorities are ranked in ascending order starting at village level, then at cell, sector, and lastly at district level and eventually finalised.

Map of the project country including selected project locations



Source: GADM/OSM Geofabrik. FC Evaluation Department's own overview.

Breakdown of total costs

The total costs of the individual phases depended on the volume of finance available. This is why there are no deviations between the planned and actual figures. The investment costs are shown separately according to the BMZ number. The vast majority of the individual projects were not exclusively financed with FC funds. However, since LODA's financial planning is based on financial years (July–June) and individual BMZ numbers have sometimes been assigned to several financial years or the funds from different BMZ numbers have been used in one financial year, it is not possible to show total investment costs, counterpart contribution and debt financing for an individual BMZ number.

	Inv. (2011 65 802)	Inv. (2013 66 558)	Inv. (2013 66 731)	Inv. (2014 67 059)	Inv. (2014 67 596)
KfW's share of financing (EUR million)	8.0	4.0	7.0	7.0	12.0
<i>of which BMZ funds (EUR million)</i>	<i>8.0</i>	<i>4.0</i>	<i>7.0</i>	<i>7.0</i>	<i>12.0</i>

Rating according to OECD DAC criteria

Relevance

Policy and priority focus

At the time of conception, the project was essentially aimed at (i) improving the supply of relevant and needs-based municipal infrastructure, (ii) increasing the use and improving the maintenance of this infrastructure, and (iii) greater public participation, especially in the identification, supervision and maintenance of the infrastructure. In Rwanda, a national decentralisation strategy was first adopted in 2000 and implemented from 2001. This focused in particular on social reconciliation and strengthening social cohesion, for example through parliamentary elections and an administrative and legal redesign (Chemouni, 2017)². Since 2007 at the latest, there has been a greater focus on the provision of services by local institutions as part of Rwandan efforts to decentralise. Under the 2007 Decentralisation Strategic Framework, the efficient and effective provision of services by local governments was identified as one of five strategic areas and formulated as an objective. Despite some progress, the revised version of the 2012 National Decentralisation Strategy confirmed potential for improvement in terms of effective citizen-centred service provision. Since 2012 at the latest, there has also been a stronger political focus on increasing public participation. The overarching objective of the revised decentralisation policy is to enhance and support democratic governance at grass roots level and to advance equitable local development by improving public participation and strengthening the local government system. This is where the project's structural objectives come into play.

The 2021 National Decentralisation Policy continues to identify encouraging quality service delivery by decentralised institutions and greater public participation as important objectives. This has meant that the programme was and still is in line with the Rwandan government's policies and priorities. In Rwanda, the priorities of the BMZ relate to training and sustainable growth to create good jobs, and responsibility for our planet – climate, energy, peace and social cohesion – and were taken into account through the diversity of the individual measures that cover different sectors. The project was particularly relevant for the BMZ quality criteria of “human rights, gender equality and inclusion”, “anti-corruption and integrity” and “alleviating poverty and reducing inequality”.

Gender equality plays an important role in Rwanda and was addressed by the aforementioned decentralisation strategies and defined as the guiding principle for decentralisation, among other things. However, this cross-cutting issue was and is also firmly anchored in other framework-setting strategies such as the National Strategy for Transformation (NST), the Economic Development and Poverty Reduction Strategy (EDPRS) I and II and Vision 2020 and 2050. However, gender equality has not been firmly anchored in the design of the project at individual project level. By strengthening sub-national government and the resulting improvement in accountability at various government levels, the project has developed a link to the “anti-corruption and integrity” quality criterion. Improving the living conditions of the Rwandan population was firmly rooted in the concept at impact level, so the project is also linked to the quality criterion of reducing poverty. The digitalisation quality criterion was taken into account through the diversity in the design of the individual projects that also allow for the provision of digital hardware at district level, depending on requirements. Much like gender equality, however, digitalisation is not anchored in the design.

In addition to alignment with the policies and priorities of the partner country and the BMZ, the objectives of the programme also take into account the relevant political and institutional framework conditions, which are particularly set according to the following strategies that are also in line with the project: NST 1, EDPRS I and II, Vision 2020 and Vision 2050. The LODA Law (Official Gazette n° 41 of 14/10/2013) and the allocation formula³ stipulated by the Rwandan government for distributing funds from national to sub-national level are also important institutional framework conditions that were taken into account in the structure of the project.

Focus on needs and capacities of participants and stakeholders

The schemes to be implemented within the project were to be identified by the districts while taking into account the district development plans. The process for preparing district development plans starts every year in September with a circular letter from the Ministry of Finance (MINECOFIN) to the districts. The districts then start

² Benjamin Chemouni (2017): Taking stock of Rwanda's decentralization: changing governance in a post-conflict environment.

³ The national allocation formula takes into account the level of poverty, the size of the population and the expanse of the districts when allocating funds from national to sub-national levels.

consulting the citizens at village level on infrastructure priorities to be included in the districts' budget for the coming financial year. During the consultations, priorities are ranked in ascending order starting with the lowest administrative level and then finalised. At each level, from cell up to district level, the locally elected representatives ultimately decide which projects will be prioritised. At district level, these are then converted into projects that are put forward for the district's financial budget. In June of the following year, MINECOFIN informs the districts via LODA which of the projects will be financed while taking into account the available budget. From June, the districts give their citizens feedback on the projects to be financed. Communication takes place via weekly public meetings (Inteko) at cell level, radio broadcasts, and press conferences. From a conceptual point of view, the process outlined above ensures the project is geared towards the needs of the target group.

At the time of the project appraisal, the fundamental problem identified was the inadequate provision of citizen-focused, needs-based community services and infrastructure as well as the weak development of the local economy in Rwanda's 30 districts, especially in the rural regions. In addition, the financing requirements in the districts exceeded the self-financing capacity of the districts and the Rwandan government as well as the funds available to the RLDSF and LODA. From today's perspective, the core problem has been correctly identified.

As part of the analysis of the target group at the time of the project appraisal, women, young people and people with disabilities were defined as groups that had previously been underrepresented and so indirectly named as vulnerable target groups. According to the target group analysis, a minimum quota of 30% has been introduced for women in decision-making positions, on committees and in institutions at both national and local levels. To a certain extent, this has ensured that women's needs are heard in the prioritisation of general needs and they have tended to be taken into account more as a result of the elected female representatives. There was no mention of consideration of the needs of young people and people with disabilities within the context of the target group analysis. In principle, all parts of the target group have the opportunity to take part in the consultations and comment.

The project could have been designed to focus more on the potential impact on gender by placing greater priority (for example, in the form of a quota) on schemes that predominantly benefit women in the projects approved for financing. However, this type of action might have counteracted the approach of using the FC funds according to the priorities in the district development plans. Nevertheless, the design indirectly takes the potential impact on gender-related issues into account by involving the public in the preparation of district development plans and through the gender quota described above when staffing public bodies. At individual project level, gender-sensitive planning and the implementation of the individual projects could have exploited the potential for impact on gender-related matters more. Due to the large number and diversity of the individual measures, it is not possible to make a clear statement here regarding any specific potential impact on gender-related matters.

Appropriateness of design

The design of the project was organisationally and financially appropriate and fundamentally suitable for solving the core problem, in particular with regard to the inadequate provision of community services and infrastructure and the weak development of the local economy. In terms of the problem of the districts' generally scarce financial resources in relation to their high financing needs, the project was also able to make a positive contribution. However, this is limited firstly in terms of time to the corresponding financial years and secondly to the economic infrastructure, such as markets, suitable for improving the revenue opportunities of the districts. The project-executing agency's capacities had already been described as limited in the project appraisal. Although the number of employees increased from 55 in 2012/2013⁴ to 106 in 2020/2021,⁵ the project-executing agency's capacities are still limited, as the greater number of employees has been accompanied by a larger catalogue of tasks. Here, the design could have used the planned consultancy services to focus even more strongly on the project-executing agency's stretched capacities.

Overall, however, the design of the project is plausible and the target system is generally transparent and can be verified on the basis of the indicators.

The interdependencies assumed at the design stage can be divided into three chains of effect, which are shown in the diagram below. The first chain of effects "Provision of funds to the project-executing agency (input) → Implementation of relevant local infrastructure projects in all districts (output) → Use and maintenance of the implemented infrastructure projects (outcome) → Improvement in the provision of relevant and needs-based

⁴ Rwanda Local Development Support Fund. Annual Activity Report 2012–2013. The Republic of Rwanda.

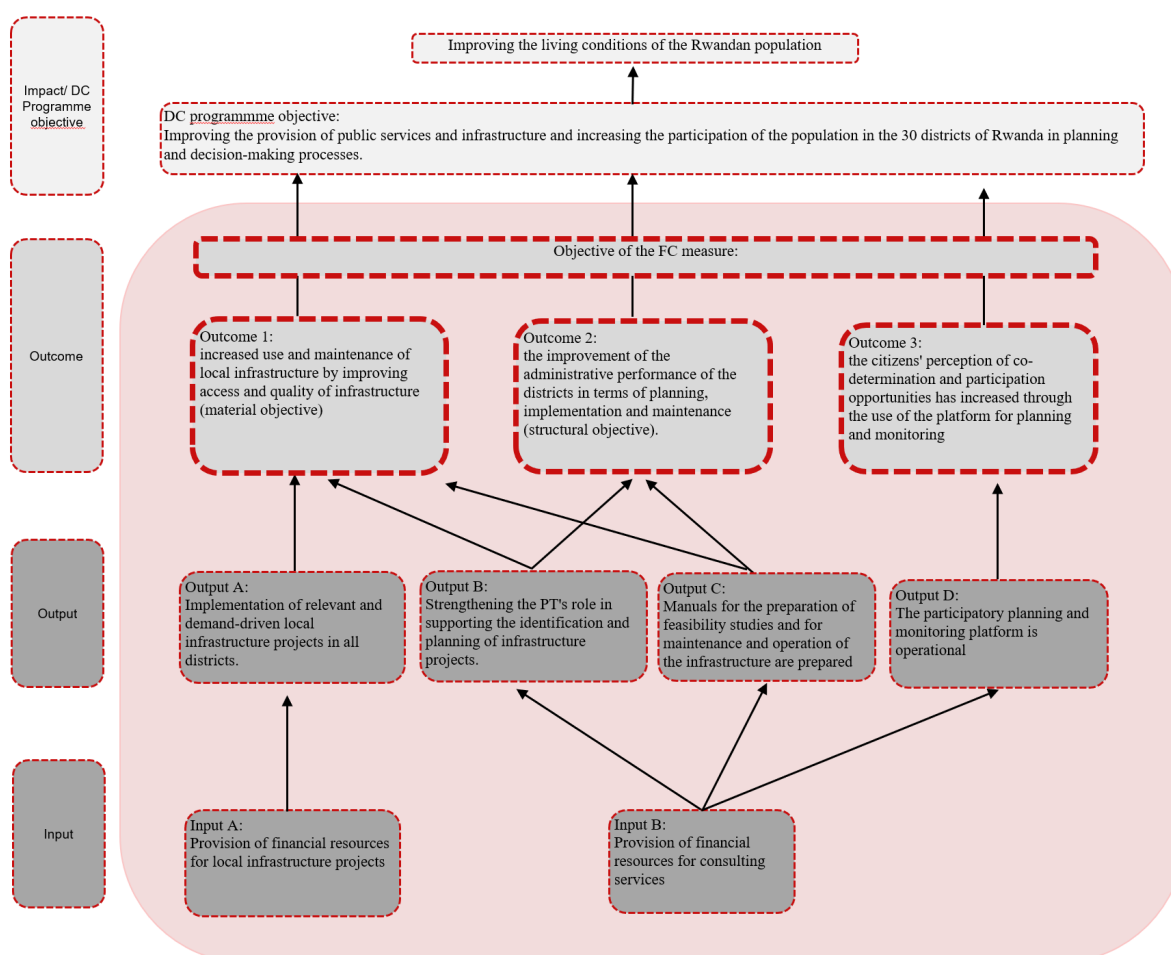
⁵ Local Administrative Entities Development Agency (LODA). Annual Activity Report. Fiscal Year 2020/2021. The Republic of Rwanda.

infrastructure and services and promotion of economic and social development (improvement in living conditions) (impact)” is plausible. However, the improvement in the provision of relevant and needs-based infrastructure for the population has subsequently been included at outcome level. At the interface between output and outcome, the results chain is based on the assumption that the citizens are involved in identifying and supervising the infrastructure. In the project’s impact logic, this is an important prerequisite for the implementation of needs-based infrastructure and its use. The assumption underlying this is explicitly mentioned in the third chain of effects.

The second chain of effects, “Provision of consulting services (development of guidelines for preparing feasibility studies, targeted advice for the project-executing agency) (input) → Strengthening of the project-executing agency with regard to its role in supporting the identification and planning of infrastructure projects (output) → Improvement to strategic planning at district level (outcome) → Improvement to service provision and promotion of local economic development (impact)” is fundamentally plausible. However, the impact levels have been partially changed here too (see diagram).

The third chain of effects aimed to improve public participation: “Development of a virtual platform for participatory planning, development and supervision of infrastructure projects (input) → The platform for participatory planning and supervision is operational (output) → With public participation, the projects are identified, planned and monitored (outcome) → Public participation has increased (impact)” is also plausible in itself. Analogous to the first two chains of effects, the target levels have been adjusted in parts (see diagram).

The adjusted target system is depicted as follows:



Source: FC Evaluation Department’s own overview.

With regard to an integrated approach to sustainable development, the project particularly focused on the social and economic dimensions of sustainability, which is clear from the objective set at impact level. The social dimension of sustainability was also addressed through the use of the national allocation formula for the distribution of funds from national to sub-national level which, among other things, takes into account the level of poverty in the population, and by defining the target group (total population in the 30 districts of Rwanda). The ecological

dimension was addressed at individual project level by individual projects in the areas of environment and natural resources. However, the design did not particularly focus on the ecological dimension of sustainability.

The FC project was already embedded in a development cooperation (DC) programme at the time of the project appraisal. The DC programme objective was as follows: “By supporting the implementation of the third phase of decentralisation in Rwanda, the German cooperation contributes to improving local infrastructure and service provision as well as increasing public participation.” The improvement in service provision is addressed directly by financing local infrastructure. As part of the project, public participation has an important role as a prerequisite for the participatory preparation of district development plans. Furthermore, according to the concept, developing a citizens’ monitoring platform so they can participate in the planning, location and supervision of individual projects will directly increase public participation. Therefore, the design of the project was suitable for contributing to achieving the targets of the DC programme.

Response to changes/adaptability

The project was not significantly adjusted during the implementation.

Summary of the rating

By supporting the districts in providing their citizens with relevant and needs-based infrastructure that is potentially suitable for both stimulating economic and social development at local level and providing better services, the project goes hand in hand with political objectives and priorities. The concept of the measure and the underlying interdependencies are plausible and appropriate. The project also takes into account the needs and capacities of the target group. Slight concessions have only been made when taking into account the needs of vulnerable sections of the target group. Although women’s needs are indirectly taken into account through the legally prescribed participation of women in decision-making bodies, consideration of the needs of young people and people with disabilities is not explicitly addressed, even though they were identified as potentially vulnerable sections of the target group in the target group analysis. In addition, the project-executing agency’s stretched capacities could have been taken more into account in the design of the project. Overall, the relevance of the project is rated as successful, as the individual evaluation dimensions were predominantly rated as successful.

Relevance: 2

Coherence

Internal coherence

The FC project to be evaluated is part of the DC programme to support decentralisation as a contribution to good governance. The programme is designed in a collaborative manner and the measures interact meaningfully in design terms. The FC measures evaluated here focus primarily on financing local infrastructure at district level as well as supporting investment by strengthening the institutional capacities of the executing agency and thus the districts, indirectly. As part of the DC programme, the FC also promoted projects supporting environmental protection and climate change mitigation at local level, which also boosted capacities at district level with regard to these matters. The Technical Cooperation (TC) also supports the reform areas of local service provision, citizen-focused local governance, fiscal decentralisation and the management of local public finances. Outside the DC programme, the FC supports the implementation of the Public Financial Management Sector Strategic Plan, which aims to improve the quality of the public financial system. At district level, measures to increase self-generated income are addressed within this framework and this is in turn an important component of fiscal decentralisation. Furthermore, the project is consistent with important international norms and standards to which the German DC is committed.

External coherence

By providing financial resources to the districts via LODA, the districts receive the limited national budget allocations as well as more funds overall to improve the provision of services and infrastructure at local level. At the time of the design, the volume of investment for infrastructure projects planned throughout the country amounted to around EUR 100 million. Approximately 70% came from the Rwandan budget, while the other 30% was provided by the donor community, including Germany. The programme therefore supports the partner government’s

own efforts to better equip the districts with financial resources and to improve the provision of services at local level.

The project design was coordinated with the activities of other donors, especially the Netherlands and Belgium who also provide the districts with funds via LODA, so it should be viewed as co-financing to their involvement. The donor dialogue about sector strategy development takes place in the sector working group led by MINALOC. Germany was co-chair of the group until 2022.

The project design was mainly based on using the existing systems and structures to implement the planned activities. As envisaged in the design, the national allocation formula was used to distribute FC funds to the districts. In addition, competitive bidding and awarding of contracts for single projects were to be carried out in accordance with national procedures – this was also implemented. The planning of activities financed or co-financed by the FC contribution was, like all district activities, to be conducted in alignment with the national budget process. This has also been implemented. The processing of disbursements through a disposition fund entailed the creation of special accounts at district level and while this did not affect the use of the funds, this structure was parallel to the existing systems in terms of its administration.

Common systems shared by the partner were not used for follow-up or reporting. However, since 2016, the annual progress reviews have been carried out jointly with the Dutch and Belgian cooperation.

Summary of the rating

The fundamentally collaborative design and meaningful interaction of the projects at DC programme level are crucial for the successful internal coherence of the project. However, the aim of improving public participation is complex and both the FC and TC could have addressed this at various levels in the interest of a coherent design of the programmes. External coherence is also rated as successful because of the clear support for the partner's own efforts and the prevailing orientation towards local systems (allocation formula, award of contracts, integration into the budget process). Only the choice of the disbursement procedure, which is a parallel structure to the existing systems, causes slight deductions. Overall, however, coherence is rated as successful.

Coherence: 2

Effectiveness

Achievement of (intended) targets

The objective adjusted within the context of the EPE was to (i) increase the use and maintenance of local infrastructure by improving access and quality (material objective), (ii) improve districts' administrative performance in terms of the design, implementation and maintenance of the infrastructure, and (iii) increase public awareness of the opportunities for co-determination and participation in the identification and monitoring of infrastructure (structural objective). The target achievement at outcome level is summarised as follows:

Indicator	Status during PA	Target value acc. to PA/EPE	Actual value at EPE
(1) The established infrastructure is used as intended.	73%	80%	Achieved: Average 85%
(2) The infrastructure is adequately maintained according to the operation and maintenance plans.	/	80%	Partially achieved
(3) The guidelines for feasibility studies developed under the FC project are applied in the preparation and planning of economic and income-generating infrastructure projects.	0%	75%	Achieved: 100%

(4) The districts use the virtual platform developed within the project for participatory planning and follow-up of infrastructure projects.	0 districts	20 districts	Not achieved: 0 districts
(5) The municipalities' annual investment budgets reflect the priorities in the district development plans.	/	Yes/no	Achieved: Yes
(6) Annual budget planning is published by the districts.	/	At least 24 districts	Achieved: at least 24 districts
(7) The districts implement their annual investment budgets.	/	At least 80% of districts implement at least 80% of their investment budget in the corresponding financial year.	Achieved: at least 80% of districts implement at least 80% of the annual investment budget.

Indicator 1: The 85% average usage is based on the usage data of the individual projects visited⁶ during the evaluation and where quantifiable usage data (9 out of 19 individual projects) could be collected. The mission also gained the impression that the infrastructure built is being used appropriately with regard to those individual projects where it was not possible to collect quantifiable usage data. The indicator is therefore considered achieved.

Indicator 2: The infrastructure operation and maintenance plans are well-known at district level and the district employees receive regular training in their application. However, on-site conversations have given the impression that the plans are often not known by the responsible staff at sector and cell level or, for example, by members of market management committees. Nevertheless, it appears that the maintenance and repair of the infrastructure generally takes place within an acceptable framework. For minor repairs or the procurement of spare parts, the fees charged to the users are often sufficient, if they are charged. On the other hand, at village, sector or cell level, larger repairs must be communicated to the respective district. Due to tight budgets, repairs are prioritised according to urgency (see Sustainability, Capacities of participants and stakeholders). The level of achievement of the indicator could not be quantified but is considered to be partially achieved on the basis of the impressions described.

Indicator 3: According to the project-executing agency, the guidelines for carrying out feasibility studies and drawn up as part of the project have been applied throughout. This statement was confirmed by a survey of all the districts, which was carried out as part of the evaluation. Exceptions are only made for infrastructure projects with an investment volume of less than RWF 50 million, as no feasibility study is required under national law in these cases.

Indicator 4: The platform for citizens to engage in monitoring activities is not used in the form developed so far. The official launch was to be accompanied by an awareness campaign. Even during the tendering process for this campaign, which was delayed due to problems with the procurement system and a weak field of applicants, it was found that the concept needed to be revised. The intention is to carry out this revision as part of phase 7 (BMZ no. 2017 67 052). In the meantime, a module for tracking citizens' complaints has been incorporated into the Monitoring and Evaluation Information System (MEIS). Citizens can send their complaints via a text message or the hot line and track the status of their complaint in the system. MEIS is available to the districts for participatory project design and follow-up. Nevertheless, the indicator mentioned here has not been achieved.

Indicator 5: Due to limited budgets, it is generally the case that not all projects included in the district development plans can be included in the budget. The projects not taken into account will be considered in a subsequent year unless the priorities change. According to the project-executing agency, the annual investment budgets

⁶ During the evaluation, projects in the following sectors were visited: agriculture, decentralisation, education, health, energy/electrification, private sector development, water, environmental and natural resources, transport and urban development and land management.

reflect the priorities of the district development plans⁷. This conclusion is supported by an anonymous, non-representative survey conducted at district level⁸. Here, close to 80% agreed with the statement that the annual investment budgets reflected the priorities in the district development plans; close to 20% only partially agreed with this statement. Overall, the indicator is deemed achieved.

Indicator 6: The process requires the annual budget to be approved by the municipal council in the presence of the citizens and the annual budget planning to be published so that all citizens have access to this information. According to the project-executing agency, this process is complied with. This statement is also supported by the aforementioned survey at district level. Approximately 86% replied that annual budget planning is made available to the public and a good 10% replied that annual budget planning is not made available to the public. In an interview conducted at village level, the mission was also told that despite the formal feedback mechanisms in place, citizens often did not know which projects would be implemented during the current financial year. While the total number of districts that publish their annual budget could not be precisely quantified due to the varying statements, it can also be assumed that the annual budget planning is made available to the general public in at least 24 districts, even when the results of the survey at district level have been taken into account. This means that the indicator is deemed achieved.

Indicator 7: The indicator is considered achieved based on information from the project-executing agency. This statement is also supported by the survey conducted at district level. Here, around 83% responded that at least 80% of the budget available was implemented in the last financial year; around 7% of those surveyed said that 60–80% of the budget had been implemented and a good 4% said that budget implementation was 20–60% during the last financial year.

Contribution to achieving targets

The FC programme focused on financing municipal infrastructure projects via the project-executing agency. Consultancy services were also to be funded to strengthen the project-executing agency and these would then indirectly support the districts in project identification and design as well as promoting local economic development. In addition to this support for strategies and institutions, guidelines for feasibility studies for economic infrastructure and manuals for the operation and maintenance of the different types of infrastructure were to be developed. Furthermore, a monitoring and evaluation database and an internet-based citizens' monitoring platform were to be created as part of the project. All outputs mentioned were delivered as planned. The citizens' monitoring platform was created as part of the project but was not rolled out (see Effectiveness, Achievement of (intended) targets).

Use of the described outputs varies depending on the type of infrastructure but averages at 85% for the infrastructure visited (see Indicator 1). According to the project-executing agency, the guidelines for carrying out feasibility studies and drawn up as part of the project are consistently applied (see Indicator 3). The internet-based citizens' monitoring platform is not used in the form it was developed during the project evaluated here (see Indicator 4).

During the evaluation, there was no evidence to indicate that certain groups are not systematically guaranteed access to the outputs delivered. However, due to the diversity of the infrastructure measures implemented, access to these varies greatly (for example, school vs. street lighting). Whereas street lighting has the characteristic of a public good and can be used by anyone without restricting its use by others, the use of (technical) schools is only possible for a fee, which can generally make access difficult for particularly poor population groups. The school fees per pupil and per trimester are RWF 81,000 which, with a GDP per capita of RWF 824,345, amounts to around 30%. According to the headteacher, in the event that students who have already enrolled are no longer able to pay the school fees during their schooling, the school has introduced a system that allows these students to complete their schooling. If a student is no longer able to pay the school fees, that student can continue to attend school and take the final exam. The defaulting students will only receive the certificate once they have paid the school fees. According to the school, all students have so far been able to repay the outstanding school fees within a short period of time, as even without a certificate, they will have received well-paid job offers due to their

⁷ In an interview conducted at village level, the mission was told that some of the priorities identified at village level were not reflected in the plans despite the process for preparing the district development plans as outlined in Relevance. This may indicate that both reflecting the district development plans in the annual investment budgets and creating district development plans and/or communicating the priorities incorporated into the plans have potential for improvement.

⁸ The statements are based on an online survey of several employees per district and used the Kobo toolbox. The survey was anonymous, meaning that it is not possible to identify which employees and which districts returned the survey. A total of 149 district employees were asked to take part in the survey. The response rate was 44% (66 completed surveys).

training. This system basically helps to reduce the barriers to access for poor pupils, as they are not exposed to the risk of making an investment in their training that is relatively high when compared to their financial situation and which would all be for nothing if they had to drop out of school early due to financial problems. Another positive example of the cultural acceptability of the funded infrastructure is the public toilets visited. These have both toilet paper and small containers of water for anal cleansing for those who are required to do so for cultural or religious reasons. The electrification project in the Kamonyi district is an example where certain households find it more difficult to access the delivered output. Adjacent villages were connected to the electricity supply along a power supply line 5km in length. It was frequently not possible to connect households located 40m or more from the main line, as the distance of the houses from the main line made it too expensive. Yet the households located in the 40m zone along the power line were connected for free. However, the main purpose of the project was primarily to connect a health care centre to the power supply, which is why the free connection of residents living no further than 40m from the power line is rated as an unintended, positive effect. In addition, the access restrictions are technical in nature and not structural.

Overall, the project contributed to achieving targets at both material and structural level and at the level of the intended beneficiaries. Furthermore, there are no disaggregated data for different sections of the target group although it can be assumed that the positive effects also extend to women and young people who, according to the target group analysis, are vulnerable members of the target group. However, there are certain individual projects, such as for roads, that are particularly suitable for supporting vulnerable members of the target group as they create additional income opportunities (see Sustainability, Capacities of participants and stakeholders). This is because the maintenance plans state that routine maintenance, among other things, can be carried out by young people or people in Ubudehe category E⁹. Measured against the international poverty line, Rwanda has 2% more women than men living in poverty, so it can be assumed that the highest Rwandan poverty category (Ubudehe E) also includes more women than men. It is therefore assumed that the maintenance approaches described will benefit women in particular.

Quality of implementation

With regard to target achievement, the quality of the project-executing agency's implementation of the project is rated as satisfactory and over the years, it has improved by applying the guidelines for preparing feasibility studies. The predominantly good condition of the infrastructure visited can also be attributed to good technical execution during the construction of the infrastructure, which is an indication of the proper implementation and management of the construction projects. In the project, there was no implementation consultant to take over the general management of the project. Delays particularly occurred in the competitive bidding for various consultancy services. This has partly been due to the project-executing agency's limited capacity and consequently, inadequate management at this level. Gender-related results and gender-related risks were not reviewed or otherwise considered during implementation. However, no specific gender-related risks could be identified during the evaluation.

Unintended consequences (positive or negative)

In general, no unintended positive or negative impacts could be identified at individual level during the site visits and interviews. Exceptions to this include the electrification project mentioned above (see Effectiveness, Contribution to achieving targets) where residents living up to 40m from the main power line were connected to the power grid free of charge. One terracing project mentioned that the greater opportunities for income from the terraces created have also led to a reduction in migration and an improvement in the general living conditions for the local population. With regard to the six BMZ quality criteria, no unintended impacts could be identified for the individual projects visited. No evidence of unintended positive or negative impacts was found at a structural level either.

Summary of the rating

The intended objectives of the project were largely achieved. Out of seven defined indicators, five were assessed as achieved, one as partially achieved and one as not achieved, meaning that the target achievement is considered successful. In addition, the planned outputs were all delivered and are predominantly used. Regarding equal access to the outputs, no structural barriers could be identified. Although potential impacts on gender-related matters have not been addressed in a targeted manner, some individual projects have created additional income

⁹ Ubudehe is a programme that classifies households into poverty categories based on various criteria to help reduce poverty. Depending on the Ubudehe category, households are entitled to take part in social security programmes and access free medical care, etc. There are five categories A to E, with the wealthiest households in category A and the poorest in category E.

opportunities for women and young people, enabling them to improve their situation. No unintended negative impacts were identified. Unintended positive impacts were not identified for the overall project either and were only identified in individual projects in exceptional cases. Overall, the effectiveness of the project is rated as successful.

Effectiveness: 2

Efficiency

Production efficiency

The total costs of the FC programme were based on the financing framework available for the respective phases (see Breakdown of total costs). The funds from the phases evaluated here were used to co-finance a total of 457 individual measures as well as consultancy services. The share of consultancy costs in the individual phases ranged from five to 13%. In terms of content, the consultancy services were aimed at strategic and institutional support for the project-executing agency as well as at the development of various (IT) products (citizens' monitoring platform, M&E database, manuals for feasibility studies, operation, and maintenance). A standard implementation consultant was not used in the evaluated projects. This makes it difficult to compare the consultancy costs with other projects; the actual consultancy costs incurred have been compared to the planned costs. The share of consultancy costs in all phases apart from phases 4 and 6 was far below the estimated maximum amount. 100% of the funds for the third phase were invested in the implementation of infrastructure. Phase 4 saw an increase in consultancy costs of around 74%, which is substantial. This rise is due to an increase in the accompanying measures at the request of the project-executing agency. Phase 6 saw a slight increase of 6% in consultancy costs. The table below lists the number of infrastructure measures implemented per BMZ no. and the share of consultancy costs:

BMZ No.	Number of co-financed individual projects	Share of consultancy costs (in %) (planned)	Share of consultancy costs (in %) (actual)
2011 65 802 – phase 2	150	Up to 10.0	5.0
2013 66 558 – phase 3	69 ¹	Up to 10.0	0.0
2013 66 731 – phase 4	88	Up to 7.7	13.4
2014 67 596 – phase 5	101	Up to 8.3	4.6
2014 67 059 – phase 6	49	Up to 10.0	10.6

Table 1: Share of consultancy costs; target/actual comparison

In the co-financed projects, the average percentage of finance provided by the FC contribution stood at 15.46% across all phases¹⁰, while the remaining 84.54% was financed by other donors and allocations from the Rwandan government. The FC measure's financial inputs were concentrated in the following sectors: transport (112), electrification/energy (52), education (14), health (32), water supply and sanitation (53), decentralisation (15), agriculture (11), environment and natural resources (9), urban development and land management (5), private sector development (47) and sport and culture (7). A large part of the total investment volume was allocated to the transport (approx. 40%), water supply and sanitation (approx. 16%), and electrification and energy (approx. 15%) sectors.

The structural quality of the infrastructure can be rated as good for the individual projects visited. Invitations to tender for the construction measures were awarded according to local guidelines and standards. At individual project level, costs cannot be individually tracked during the evaluation although it is assumed that the ratio of inputs to outputs is appropriate for the region due to the fact that local awarding procedures were used. The large number of individual projects in different sectors makes the microeconomic evaluation considerably more difficult. For example, there are no comparisons for specific costs. Based on discussions with the districts as the

¹⁰ BMZ no. 2013 66 731 is not included in the analysis, as there was no information on the total investment volume for each individual project or, consequently, the share of co-financing for this BMZ no.

responsible developers and the project-executing agency, it is assumed that inputs and outputs are proportionate to each other.

There is no evidence that the outputs could have been increased by using the inputs differently or by continuing to set multiple objectives at material and structural levels.

The actual implementation period was significantly longer than planned in almost all phases (see table). However, the level of disbursements issued at the planned end of the implementation of the corresponding phase was very high at 90 to 100% (depending on the phase) of the total financial contribution. In every phase, the disbursements for the infrastructure component were made to the project-executing agency within the time frame for planned implementation. However, the disbursement to the districts was made on the basis of the budget planning for the respective financial year. The implementation delays considered here are mainly due to various consultancy services. Delays occurred in particular in the competitive bidding for consultancy services. These were partly due to the limited capacity of the project-executing agency. Implementation of the citizens' monitoring platform also suffered delays owing to the negotiations with the mobile communications provider.

BMZ No.	Implementation period in months (planned)	Implementation period in months (actual)	Level of disbursement at the planned end of implementation (in %)
2011 65 802 – phase 2	36	63	98
2013 66 558 – phase 3	24	50	100
2013 66 731 – phase 4	30	43	90
2014 67 596 – phase 5	30	46	99
2014 67 059 – phase 6	30	37	90

Table 2: Implementation period, target/actual comparison

The contractually agreed management fee averaged at 0.81% over all phases, with the management fee increasing over the years as the range of tasks was extended. Overall, the size of the management fee is assessed as appropriate.

Allocation efficiency

In addition to the impact at material level, objectives at structural level (improving administrative performance at district level and increasing public participation) also play a significant role in the project. To achieve targets at structural level, it was crucial that the FC funds were passed on to the districts and that they took over the design and implementation of the individual projects with the support of LODA. The allocation of funds to the districts took into account the national allocation formula (see Relevance, Policy and priority focus). The individual projects financed were selected on the basis of district development plans drawn up with the participation of the public. This, the allocation mechanism used and the use of the disposition fund procedure meant that the funds available for each individual project were very small, which sometimes led to the division of individual projects into several phases and to increased co-financing instead of full financing. However, the wide distribution of funds can be rated as positive, particularly with regard to the structural objective and avoidance of potential conflicts by considering all 30 districts. The use of the disposition fund procedure, on the other hand, must be considered from an efficiency point of view in the future. Overall, however, the allocation efficiency is assumed to be successful.

The impacts of the project at material and structural levels could have potentially been greater if the available funds had not been solely distributed to the districts on the basis of the existing allocation formula, but had also taken into account a performance-based approach. However, this would mean that the weaker districts, and consequently the poorer sections of the population, would tend to benefit less from the project, and that districts that are often financially better off anyway would receive a disproportionate amount of additional funds. In addition, a performance-based approach in the allocation of funds would have been a departure from the use of local systems, and the national decentralisation targets of the early years (reconciliation and strengthening of social cohesion) could and can be better served by a wide distribution of funds.

Summary of the rating

The production efficiency is rated as successful, which is particularly due to satisfactory structural quality. Allocation efficiency is also considered to be a success. Although the impacts achieved could have been increased by designing the project differently, greater competition between the districts cannot be rated as positive in view of the historical background. Time efficiency is rated as moderately successful. Although the delays are indeed significant, a large proportion of the services were provided in the planned period. Overall, the efficiency is rated as successful.

Efficiency: 2

Overarching developmental impact

Overarching (intended) developmental changes

The objective adjusted within the scope of the EPE was to contribute to (i) improving the living conditions of the Rwandan population (material objective), (ii) improving the provision of services (iii) increasing public participation (structural objective).

The achievement of targets at impact level is summarised below:

Indicator	Status PA	Target value at PA	Actual value at EPE
(1) Percentage of the Rwandan population living in poverty (poverty headcount ratio at \$2.15 (2017 PPP))	53.7% (2013) ¹¹	< 30% ¹²	Not achieved: 52% (2016) ⁹
(2) GDP per capita (in current USD)	725 (2012) ⁹	1.240 ¹⁰	Not achieved: 833 (2021) ⁹
(3) Percentage of citizens who are generally satisfied with the services provided by the local administration ¹³	85.5% (2012)	90% ¹⁴	Not achieved: 75.2% (2020)

The indicators used to measure target achievement for the overall project have all not been achieved. This is also due to the high aspirations of the Rwandan government, which formulated the corresponding target values in internal strategies. In principle, it can be stated that Indicator 1 shows a slightly positive development over time. However, current data is not available here. Indicator 2 also performed slightly positively, but is still clearly off target. The slightly positive development is also supported by the Human Development Index, which rose from 0.434 to 0.543 from 2012 to 2019.

Public satisfaction with the provision of services by the local administration has fallen sharply since 2012 and has only slowly increased again since 2019, reaching an acceptable 75% in 2020. There is no information available to explain the cause of the decline since 2012.

On the other hand, the individual projects show clearer and more explicit evidence of the overarching developmental changes that the project was designed to contribute to. The following positive changes were noted during on-site visits at individual project level:

¹¹ Source: World Development Indicators. Accessed 07/11/2022. More recent data is not available.

¹² The target values originate from the Rwandan government's EDPRS 2. However, with regard to Indicator 1, it is not clear which definition of poverty is used in the national strategies. The stated target value of > 30% has, however, not been achieved according to any of the common poverty definitions.

¹³ Rwanda Governance Scorecard

¹⁴ The target value originates from NST 1.

Rwesero Modern Market / Nyamasheke district: Representatives of the Market Committee, the district and the sector told the evaluation team that since the market was started up, additional shops have opened in the vicinity of the market and these were also open on non-market days. According to the interviewees, the construction of the market has contributed to the creation of new jobs and consequently, to the economic development of the sector.

Video conference room in the Karongi district (district office): Discussions with various district employees have shown that using the video conference room for meetings with partners/stakeholders in Kigali has reduced the need for district employees to travel to Kigali, especially during the pandemic. This has increased the amount of time that district employees are present in the district office, which has resulted in reliable and improved responsiveness and has in turn improved service provision for the citizens.

Public lighting in the city of Karongi: According to district representatives and residents of Karongi, the public lighting results in fewer car accidents and greater safety in the city. This has, in turn, led to longer opening hours for nearby shops, a growing number of people who exercise in the evening and positive effects for tourists who also spend their evenings in the city and make use of the services such as food or shopping that are on offer.

Health care centre in the Karama sector / Kamonyi district: According to the head of the health care centre, the health problems in the surrounding area have decreased since the centre opened. She attributed this to the fact that the newly built health care centre was closer, meaning that people with health issues visited the health care centre sooner and were therefore being treated sooner. She also reported that HIV patients received a continuous supply of medication from the new health care centre, as it was now easier for them to obtain new medication because the health care centre was not as far away. Also, because of the proximity of the health care centre and the public lighting on the way, people did not only come during the day, but also at night in the event of an emergency and this has in turn led to patients receiving treatment earlier. In addition, many households near the health care centre had benefited from the electrical connection to the health care centre as they have also been connected.

Storm drain in Bwishyura: The team was told that before the storm drain was built, there was merely a deep gutter, which lacked the capacity to hold the volumes of water during the rainy season. As a result, crops were flooded, houses were washed away and some people even lost their lives. In addition, the city's main road had also been flooded in places. Even today, the drain is still not large enough to avoid flooding at all times. In very heavy rainfall, the drain still fills up and floods a number of the houses located along it. The reason given for this was that prior to 2013, the hillside had only been used for agriculture at the time the drain was designed. However, since the drain was built, the hillside has increasingly been built on; rainwater from the roofs of houses is also channelled into the drain but the drain does not have the capacity for this. The target group of the project was the entire population of Rwanda, meaning that the positive changes described can be attributed to the intended beneficiaries. Systematically disaggregated information on vulnerable sections of the target group is not available. However, there was a focus group discussion involving people who fall under Ubudehe category E as part of the evaluation. Of the 12 participants, four were women and five were young people. This means that 75% of the participants in the focus group discussion belonged to vulnerable sections of the target group. Overall, the participants commented positively on the question of what influence the financed infrastructure has had on their living situation. Based on these findings, it is assumed that the project has also contributed to positive overarching changes for vulnerable sections of the target group.

Contribution to overarching (intended) developmental changes

The individual measures financed under the project were financed by funds from other donors, allocations from the Rwandan government and through the districts' own income. It is not known what the precise financing structure is in terms of individual projects. On average, the share of the German contribution across all phases was around 15.5% (see Efficiency, Production efficiency). The total LODA budget in fiscal years 2019/20 to 2021/22 amounted to around EUR 233 million, of which an average of 3.6% was attributable to the FC contribution, 27.5% to other donors and 68.9% to the Rwandan government. Accordingly, the project's contribution to the identified overarching changes resulting not only from the co-financed projects, but from all projects implemented by LODA, must be assessed.

In terms of the financed individual projects, the programme has had impacts that are also clearly evident at an overarching level. Based on the indicators for the overall programme, the project was unable to achieve its objectives; this was largely due to the ambitious objectives set by the Rwandan partners (see Overarching (intended) developmental changes, Overarching developmental changes).

It is plausible that the project contributed to overarching developmental changes with regard to both the intended beneficiaries and the vulnerable sections of the target group.

The project has a wide impact, which is particularly due to the consultancy services. The guidelines on preparing feasibility studies and the operation and maintenance manuals are not only used for projects co-financed by FC contributions, but are now used for all infrastructure measures planned and implemented by the project-executing agency.

Without the project, LODA and in turn the districts would have had less funding available for building infrastructure, which would probably have delayed the positive developments at district level. However, the share of FC funds in the total budget was low. In retrospect, it is difficult to judge how the development would have progressed in terms of the individual project dimensions – which had been a problem at the outset of the FC support but was addressed by developing guidelines on preparing feasibility studies – and how operation and maintenance would have been anchored.

Contribution to overarching (unintended) developmental changes

It is not known whether the project has led to overarching unintended positive or negative developmental changes at a social, economic or ecological level. Nor were any unintended effects identified with regard to the six quality criteria.

Summary of the rating

None of the indicators used as the basis for the evaluation was achieved. Nevertheless, the positive developmental changes to which the project contributed were clearly evident at the level of individual projects. For this reason and due to the broad effect that the project was able to achieve with a comparatively low financial contribution, the overarching developmental impact is rated as moderately successful overall.

Overarching developmental impact: 3

Sustainability

Capacities of participants and stakeholders

During the on-site visits, all the infrastructure projects visited gave the impression that there was a very high level of ownership on the part of the project-executing agency, the districts, and the target group. The capacities to maintain the positive impacts of the project over time vary, especially with regard to the financial resources for the maintenance and repair of the infrastructure, and are generally in short supply. In the case of the infrastructures visited, the generally good condition of the infrastructure and discussions with the operators as well as with the district and/or sector employees led the mission to believe that the established systems with regard to routine maintenance were working. Maintenance is a major challenge due to the generally tight budgets. Here, the districts often prioritise upcoming repairs according to their urgency. Taking into account the generally good condition of the infrastructure visited and the fact that 71% of the infrastructure visited has been in operation for at least six years, it can be assumed that the positive effects of the project can be sustained at material level over time. The following information provides details on the maintenance and servicing of some types of infrastructure as an example.

Markets: The Market Management Committee (MMC) is responsible for their operation. Cleaning is part of routine maintenance and is carried out by a contracted cleaning company, which is paid for directly by the district. Any further necessary repairs must be communicated by the MMC to the district. The district then carries out the necessary repairs based on their urgency due to the generally tight budgets.

Public toilets: The operation of the toilets visited and their regular cleaning are carried out by a supervisor employed by the sector. The purchase of consumables, such as toilet paper, is financed through the fees charged to the users. Necessary maintenance is carried out quickly by the relevant sector.

Roads: There are four approaches to performing maintenance and servicing. Routine maintenance, such as cleaning the gutters and the roadway, can be carried out by youth cooperatives as part of activities where young people can generate income. In this case, a Memorandum of Understanding was concluded between the

districts, the Ministry of Youth and the Road Management Fund (RMF). The costs are covered by the RMF. As part of support measures for the poorest population groups, routine maintenance in the sense described above can also be carried out by people who fall into the lowest income category (Ubudehe E). In this case, the costs are borne by the Social Protection Fund. Thirdly, the gutters and the roadway can also be cleaned by community work (Umuganda). Umuganda generally takes place once a month and is conducted free of charge. Maintenance measures, such as the renewal of unpaved roads and the restoration and repair of roadside ditches and drainage channels, are undertaken by specialist companies. The companies are paid directly by the district. Earmarked funds are available to the districts for this purpose. Even though the roads appeared to be in generally good order, it was pointed out to the evaluation mission that the financial resources available for maintenance are very limited.

Health care centres: Routine maintenance such as minor repairs of windows, door handles, etc. is paid directly by the health care centre out of its own income. Major necessary structural maintenance is communicated by the health care centre to the district and, based on its urgency, is paid out of the maintenance budget or the district's own income. Necessary repairs to medical equipment are communicated to the nearest hospital and carried out by their technical staff.

Secondary schools: As the school visited is a technical school that teaches, among other things, bricklaying, routine maintenance work such as repairing screed and plastering walls is carried out by the students as part of practical training.

The project-executing agency's capacities have increased over the years (see Relevance, Appropriateness of design) but they are still stretched, particularly in view of the steadily increasing scope of tasks. An average of 385 employees work at district level and they stay for an average of five years¹⁵, which is considered to be comparatively short.

With the exception of the challenge concerning sufficient maintenance and repair of the infrastructure as described above, no risks that could compromise the impacts of the measure were identified during the evaluation mission.

Contribution to supporting sustainable capacities

Above all, by compiling technical manuals for the operation and maintenance of the infrastructure, the measure has contributed to ensuring that the districts and infrastructure managers are better able to sustain the positive effects of the measure over time.

The main risk that could compromise the impact of the project relates to the scarcity of financial resources in the districts and the very limited budget for maintenance. The project was not suitable for counteracting this structural problem. As a result, the project was also unable to contribute to strengthening resilience with regard to this risk.

Durability of impacts over time

The infrastructure projects visited as part of the evaluation were predominantly in good condition, taking into account the length of operation. The estimated technical service life of the infrastructures ranges from seven (unpaved road) to 25 years (sector Head Office); on average the estimated technical lifetime of the visited infrastructures is 15.4 years. The impacts of the project are likely to be sustained for at least the period of the technical service life. Despite the tight budgets, especially for maintenance, it is likely that the positive impacts will continue beyond the technical service life of the infrastructures. This is because the established procedure where the infrastructure managers communicate major defects to the district when they do not have sufficient financial resources for their repair, and the district then undertakes the necessary maintenance according to its urgency, works to the extent that the infrastructures continue to be operational (see Sustainability, Capacities of participants and stakeholders).

No measures that specifically addressed potential impact on gender-related matters were implemented within the context of the project (see Effectiveness, Contribution to achieving targets). It was not possible to collect gender-disaggregated data for the individual projects such as secondary schools, the health care centre, street lighting,

¹⁵ The statements are based on an online survey of several employees per district and used the Kobo toolbox. The survey was anonymous, meaning that it is not possible to identify which employees and which districts returned the survey. A total of 149 district employees were asked to take part in the survey. The response rate was 44% (66 completed surveys).

water supply and markets, etc. that were in principle suitable for developing the potential for impact on gender-related issues. It is therefore not possible to differentiate between the results of the measure in terms of gender and the results of the measure in general.

Summary of the rating

The parties involved and affected are generally able to operate the built infrastructure. Producing manuals on the operation and maintenance of the various types of infrastructure has also made an important contribution here. One problem is the maintenance of the infrastructure, as the budgets of the districts responsible for this are very tight and depend on the funding allocated by the Rwandan government. This means that the required maintenance measures are delayed according to their urgency. Even though the established system currently works in such a way that the functionality of the infrastructure is preserved, it would be more sustainable if, in the case of revenue-generating infrastructure, the revenue were available for maintenance and repairs and did not have to be transferred to the district or an underlying administrative level. The scarcity of financial resources in the districts is also a risk that can undermine the sustainability of target achievement at the structural level. For this reason, the project's sustainability is rated as moderately successful.

Sustainability: 3

Overall rating: 2

The project is rated as successful. This is particularly due to its very high relevance and successful achievement of targets in terms of outcome. In addition, the positive effects of the programme on the level of individual projects were also clearly evident at an overarching level.

Contributions to the 2030 Agenda

Universal application, shared responsibility and reporting

In terms of the overall programme, the project primarily contributes to achieving Sustainability Development Goal (SDG) 1 (no poverty), SDG 8 (decent work and economic growth) and SDG 16 (peace, justice and strong institutions). Strengthening institutions and improving living conditions, which includes reducing poverty, are anchored as objectives in terms of both impact and outcome. In addition, the implementation of the infrastructure measures focused on measures that are particularly suitable for advancing local economic development, which takes SDG 8 into account. In the individual measures, the project also contributed to achieving SDG 3 (good health and well-being), SDG 4 (quality education) and SDG 6 (clean water and sanitation). The programme also contributes to SDG 10 (reduced inequality) owing to the allocation mechanism chosen for distributing funds at district level.

The project is largely based on the use of existing systems and structures and has used these as intended (allocation formula, competitive bidding, integration into the budget process). In addition, the programme was implemented collaboratively with other donors (projects co-financed by several donors) and project monitoring was also partly carried out in consultation with other donors (see coherence criterion).

Interaction between economic, ecological and social development

The project applies an integrated approach to sustainable development but focuses primarily on the social and economic dimensions. The ecological dimension is partly addressed within the specific measures (see Relevance criterion).

The intended impacts of the project do not produce a correlation between the social, economic and ecological dimensions of the project and the project did not contribute to encouraging a correlation. Unintended positive or negative impacts could not be attributed to the project (see Impact criterion).

Inclusiveness/leave no one behind

The programme is consistent with international norms and standards on the participation of particularly disadvantaged groups. Prioritising infrastructure measures when drawing up district development plans is an important starting point for public participation, including participation by disadvantaged groups. According to national requirements, these consultations are open to everyone. Another step is the existing feedback mechanism used to communicate information stating which projects have been incorporated into the budget and will be implemented

and which will not be. The process for approving the budget stipulates that the municipal council agrees to the budget in the presence of the citizens (see Coherence criterion).

As described under Effectiveness and Impact, the project has clearly had noticeable positive impacts for the target group at outcome and impact level. There is no evidence that these effects are not felt by the particularly disadvantaged groups, although there are no disaggregated data to support this. The project also created additional income opportunities for vulnerable sections of the target group (see Effectiveness and Impact criteria), which can in turn lead to a fundamental strengthening of resilience. However, this is limited to a few specific measures overall. Beyond that, the project did not contribute to strengthening the resilience of particularly disadvantaged groups.

Project-specific strengths and weaknesses as well as cross-project conclusions and lessons learned

The project had the following strengths and weaknesses in particular:

- High levels of ownership among the project-executing agency, the districts and the target group
- Balanced mix of economic and social infrastructure
- The project-executing agency provides good technical support for the individual projects

Conclusions and lessons learned:

- Translating the operation and maintenance manuals into local languages has enabled or facilitated the use of the manuals by the institutions in charge of the operation and maintenance, especially when these responsibilities fall to lower-level committees (for example, the Market Management Committee) rather than the districts themselves.
- In participatory processes such as drafting the district development plans, it is important that the feedback mechanisms for the decisions made also function reliably and that the decisions made are understood and supported by the public to ensure long-term public participation, in addition to asking about priorities. Otherwise, there may be fatigue with respect to participation by the public.
- In public toilets, placing fly nets on vents and regularly spreading ash prevent flies from entering the toilets, laying eggs and thereby spreading disease.
- In the case of revenue-generating infrastructure such as markets, earmarking the use of fees by setting up a special account, for example, helps to maintain the infrastructure in the long-term and so generate further income. To be able to have repairs and maintenance carried out quickly, it would be helpful if the infrastructure manager such as the Market Management Committee, for example, has direct access to some of the fees.
- Clearly defining the responsibilities involved in its operation, such as paying electricity and water bills (Market Management Committee versus district), will enable an infrastructure and all its functionalities to operate on a permanent basis.

Evaluation approach and methods

Methodology of the ex post evaluation

The ex post evaluation follows the methodology of a rapid appraisal, which is a data-supported qualitative contribution analysis and constitutes an expert judgement. This approach ascribes impacts to the project through plausibility considerations which are based on a careful analysis of documents, data, facts and impressions. This also includes – when possible – the use of digital data sources and the use of modern technologies (e.g. satellite data, online surveys, geocoding). The reasons for any contradicting information are investigated and attempts are made to clarify such issues and base the evaluation on statements that can be confirmed by several sources of information wherever possible (triangulation).

Documents:

Internal project documents, secondary specialist literature, the partner government's policy documents, districts' development plans and the evaluation of the previous phase.

Data sources and analysis tools:

On-site data collection (district questionnaires using the Kobo Toolbox), semi-structured questionnaires, focus group discussions

Interview partners:

Project-executing agency, district employees, target group, other donors

The analysis of impacts is based on assumed causal relationships, documented in the results matrix developed during the project appraisal and, if necessary, updated during the ex post evaluation. The evaluation report sets out arguments as to why the influencing factors in question were identified for the experienced effects and why the project under investigation was likely to make the contribution that it did (contribution analysis). The context of the development measure and its influence on results is taken into account. The conclusions are reported in relation to the availability and quality of the data. An evaluation concept is the frame of reference for the evaluation.

On average, the methods offer a balanced cost-benefit ratio for project evaluations that maintains a balance between the knowledge gained and the evaluation costs, and allows an assessment of the effectiveness of FC projects across all project evaluations. The individual ex post evaluation therefore does not meet the requirements of a scientific assessment in line with a clear causal analysis.

The following aspects limit the evaluation:

Insufficient data on the costs of individual projects

Methods used to evaluate project success

A six-point scale is used to assess the project according to the OECD DAC criteria. The scale is as follows:

- Level 1** very successful: result clearly exceeds expectations
- Level 2** successful: result is fully in line with expectations and has no significant shortcomings
- Level 3** moderately successful: falls short of expectations but the positive results dominate
- Level 4** moderately unsuccessful: significantly below expectations, with negative results dominating despite discernible positive results
- Level 5** unsuccessful: despite some positive partial results, the negative results clearly dominate
- Level 6** highly unsuccessful: the project has no impact or the situation has actually worsened

The overall rating on the six-point scale is compiled from a weighting of all six individual criteria as appropriate to the project in question. Rating levels 1–3 of the overall rating denote a “successful” project while rating levels 4–6 denote an “unsuccessful” project. It should be noted that a project can generally be considered developmentally “successful” only if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“impact”) and the sustainability are rated at least “moderately successful” (level 3).

Publication details

Contact:

FZ E
Evaluation Department of KfW Development Bank
FZ-Evaluierung@kfw.de

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KfW Group
Palmengartenstraße 5-9
60325 Frankfurt am Main, Germany

List of annexes:

Target system and indicators annex

Risk analysis annex

Project measures and results annex

Recommendations for operation annex

Evaluation questions in line with OECD DAC criteria/ex post evaluation matrix annex

Target system and indicators annex

Project objective at outcome level		Rating of appropriateness (former and current view)			
<p><u>At project appraisal (from the body text):</u> The aim of the FC measure is to improve the supply for the population in the districts with relevant and needs-based municipal infrastructure, which is identified, used, supervised and maintained with the participation of the population.</p> <p><u>During project appraisal (impact matrix):</u> “Relevant and adequate local infrastructure projects identified and supervised with the participation of the population and implemented by local governments are used and maintained to improve the supply of services and foster local economic development.”</p>		<p>The outcome objective formulated at the PA is appropriate to some extent. The improvement of “the supply for the population [...] with relevant and needs-based municipal infrastructure, which is used with the participation of the population” takes into account the material objective.</p> <p>At structural level, the objective formulated at the PA focuses on “identification, monitoring and maintenance of infrastructure with the participation of the population”. Within the scope of decentralisation projects, it is an important goal for the population to take advantage of co-determination and participation opportunities. In particular, however, the maintenance of infrastructure is not generally the responsibility of the population, but rather of the infrastructure operators or the districts. For example, the objective formulated at the PA at structural level lacks the element of building districts’ capacities in terms of their tasks. This is complemented by the ex post evaluation. The other stated objectives are essentially retained, but rephrased to some extent.</p> <p>The outcome objective formulated at the PA is appropriate at a material level. The structural target level is not considered in full. In addition, no distinction is made between material and structural objectives.</p>			
During EPE (if target modified) The objective of the FC measure is to (i) increase the use and maintenance of local infrastructure by improving access and quality (material objective), (ii) improve districts’ administrative performance in terms of the design, implementation and maintenance of the infrastructure (structural objective), and (iii) increase public awareness of the opportunities for co-determination and participation in the identification and monitoring of infrastructure (structural objective).					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	PA target level Optional: EPE target level	PA status (year)	Status at final inspection (year)	Optional: EPE status (year)
Indicator 1 (PA) Three years after completion of the project,	The indicator is generally appropriate. However, depending on the type of infrastructure, it makes sense to define the target level of use, operation	80% (PA 2012) 85% (PA 2013)	73% (PA 2012) 75% (PA 2013)	76% (final inspection 2018)	See new indicators 1 and 2

80% of the implemented infrastructure is used, operated and maintained.	and maintenance differently. This means defining a total of two indicators (operation and maintenance are summarised under the assumption that the concepts contain statements on both operation and maintenance).			76% (final inspection 2019)	
Indicator 2 (PA) The guidelines for feasibility studies developed under the FC project are applied in the preparation and planning of economic and income-generating infrastructure projects	The indicator is appropriate for measuring the use of an output provided under the project and is therefore retained.	50% (PA 2012) 75% (PA 2013)	0% (PA 2012) 0%	70% (final inspection 2018) 70% (final inspection 2019)	
NEW: Indicator 1 (old indicator 1)	The established infrastructure is used as intended.	80%	73% (PA 2012) 75% (PA 2013)	76% (final inspection 2018) 76% (final inspection 2019)	Achieved: Average 85%
NEW: Indicator 2 (old indicator 1)	The infrastructure is adequately maintained according to the operation and maintenance plans.	80%	73% (PA 2012) 75% (PA 2013)	76% (final inspection 2018) 76% (final inspection 2019)	Partially achieved
NEW: Indicator 4 (from final inspection)	The districts use the virtual platform developed within the project for participatory planning and follow-up of infrastructure projects.	At least 20 districts	0 districts	0 districts	Not achieved: 0 districts
NEW: Indicator 5	The municipalities' annual investment budgets reflect the priorities in the district development plans.	Yes	/	/	Achieved: Yes
NEW: Indicator 6	Annual budget planning is published by the districts.	At least 24 districts	/	/	Achieved: At least 24 districts
NEW: Indicator 7	The districts implement their annual investment budgets.	At least 80% of districts	/	/	Achieved At least 80% of

		implement at least 80% of their investment budget in the corresponding financial year.			districts implement at least 80% of the annual investment budget
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Project objective at impact level		Rating of appropriateness (former and current view)			
At project appraisal (from body text): the aim of the FC measure at impact level is to make a contribution (i) to local economic development and (ii) to improve provision of services at the local level.		The objective formulated at the PA is appropriate in terms of content and takes into account the dual objective for decentralisation projects. Sub-objective (i) “local economic development” is simply rephrased as “improving living conditions”.			
During EPE (if target modified): At impact level, the project aimed to contribute to (i) improving the living conditions of the Rwandan population (material objective), (ii) improving the provision of services, (iii) increasing civic participation.					
Indicator	Rating of appropriateness (for example, regarding impact level, accuracy of fit, target level, smart criteria)	Target level PA / EPE (new)	PA status (year)	Status at final inspection (year)	EPE status (year)
NEW indicator 1: Percentage of the Rwandan population living in poverty (poverty headcount ratio at \$2.15 (2017 PPP))	As a proxy indicator, the indicator is appropriate for making a statement about the improvement in economic living conditions.	< 30% ¹	53.7% (2013) ²	52% (2016) ⁹	Not achieved: 52% (2016) ⁹
NEW indicator 2: GDP per capita (in current USD)	As a proxy indicator, the indicator is appropriate for making a statement about the improvement in economic living conditions.	1.240 ¹⁰	725 (2012) ⁹		Not achieved: 833 (2021) ⁹

¹ The target values originate from the Rwandan government's EDPRS 2. However, with regard to Indicator 1, it is not clear which definition of poverty is used in the national strategies. The stated target value of > 30% has, however, not been achieved according to any of the common poverty definitions.

² Source: World Development Indicators. Accessed 07/11/2022. More recent data is not available.

NEW indicator 3: Percentage of citizens who are generally satisfied with the services provided by the local administration ³	The indicator is appropriate for measuring satisfaction with the local provision of services	90% ⁴	85.5% (2012)		Not achieved: 75.2% (2020)
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³ Rwanda Governance Scorecard

⁴ The target value originates from NST 1.

Risk analysis annex

Risk	Relevant OECD-DAC criterion
Limited staff capacities at the executing agency and in the districts	Relevance, effectiveness, sustainability
High staff turnover in the districts	Sustainability
Civil society involvement in decision-making processes that affect local development	Coherence, effectiveness
Sufficient financial resources for maintenance and servicing	Sustainability

Recommendations for operation annex

As part of the final inspection, no recommendations were made for operation in the true sense, i.e. to the infrastructure operators. However, some overarching recommendations were made to the districts, which may have the same operator, depending on the type of infrastructure, and communicated to the project-executing agency (LODA).

Recommendation 1: Creation and execution of maintenance and servicing plans and provision of adequate maintenance and servicing budgets

Sufficient budgets are not systematically made available for maintenance and servicing. The available budgets vary depending on the infrastructure. In the case of the infrastructures visited, the generally good condition of the infrastructure and discussions with the operators as well as with the district and/or sector employees led the mission to believe that the established systems with regard to routine maintenance were working. Maintenance is a major challenge due to the generally tight budgets. Here, the districts often prioritise and perform upcoming repairs according to their urgency. This works insofar as the functionality of the infrastructure is retained.

Recommendation 2: Small training sessions for operators of smaller water systems. These often only consist of a handful of employees who appear to be very committed. The systems themselves appeared clean and tidy for the most part. However, some of the employees lack detailed knowledge of some system parts

The ex post evaluation did not focus on the inspection of water facilities. Accordingly, no comment can be made on recommendation 2.

Recommendation 3: Decoupling the preparatory feasibility studies from the detailed technical planning and leveraging the quality of the feasibility studies (location selection, market analyses, realistic budgets, cost-benefit analysis)

The guidelines for the preparation of feasibility studies are applied for all projects with an investment volume > RWF 50 million, according to information from the project-executing agency.

Recommendation 4: Raise the quality of the technical studies and construction plans (depth of detail, choice of materials, selection of equipment, if necessary creation of instructions and standard drawings of work specifications for standard projects)

No statement can be made on the quality of the technical studies and construction plans.

Recommendation 5: Implementation of all ESMF measures (compensation payments, occupational safety, etc.)

Based on statements from the project-executing agency, it can be assumed that all compensation payments have been made. Individual districts have highlighted that the performance of compensation payments is a challenge for them.

Recommendation 6: Increase in LODA staff density

Staff density rose from 58 to 106 employees in 2020/2021 compared to 2016/2017. However, LODA's task catalogue has also increased, meaning that staff capacities are still considered limited.

Evaluation questions in line with OECD-DAC criteria/ex post evaluation matrix annex

Relevance

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation dimension was weighted with + or -)
Policy and priority focus			1	o	/
Are the objectives of the programme aligned with the (global, regional and country-specific) policies and priorities, in particular those of the (development policy) partners involved and affected and the BMZ?	Are the objectives of the measure aligned with the objectives of the Rwandan decentralisation strategy and the economic development and poverty reduction strategy (EDPRS) and the Federal Ministry for Economic Cooperation and Development's (BMZ) sector papers and quality characteristics?	<ul style="list-style-type: none"> - Decentralisation Strategic Framework (2007) - National Decentralisation Strategy (2012) - National Decentralisation Policy (2021) - EDPRS II - Rwanda's Vision 2020 - National Gender Policy - <u>Rwanda</u> Federal Ministry for Economic Cooperation and Development (BMZ) (https://www.BMZ.de/de/laender/rwanda)(German only) 			
Do the objectives of the programme take into account the relevant political and institutional framework conditions (e.g. legislation, administrative capacity, actual power structures)?	Which areas of decentralisation are promoted by the project? Do the objectives take into account all administrative levels in Rwanda? What is the legal framework for budget creation at district level? How free are the districts to prioritise their own infrastructure projects? Who implements the projects (as the commercial developer)? How does the project depend on the PFM reforms implemented in	Administrative framework conditions: <u>Government of Rwanda: Administrative structure (www.gov.rw)</u> <ul style="list-style-type: none"> - National Strategy for Transformation 1 (NST) - Economic Development and Poverty Reduction Strategy 1 and 2 (EDPRS I + II) - Vision 2020 - Vision 2050 			

	parallel? Do these reforms tie up capacities that would be needed elsewhere (e.g. for the project)?				
Focus on needs and capacities of participants and stakeholders			3	o	/
Are the programme objectives focused on the developmental needs and capacities of the target group? Was the core problem identified correctly?	<ul style="list-style-type: none"> - How are district development plans drawn up? - To what extent do the investments made reflect the priorities in the district development plans? - How is civic participation understood and experienced? 	<ul style="list-style-type: none"> - Discussions with project-executing agency - Interviews at district level 			
Were the needs and capacities of particularly disadvantaged or vulnerable parts of the target group taken into account (possible differentiation according to age, income, gender, ethnicity, etc.)? How was the target group selected?	<p>Who is involved in the preparation of the district development plans from which the project proposals come?</p> <p>Who is involved in the consultations in which the projects from the district development plan are prioritised?</p> <p>How are the projects prioritised?</p> <p>Are there planning constraints when selecting projects at village level vs their planning based on domestic budgeting</p>	<ul style="list-style-type: none"> - Programme appraisal target group analysis - Interviews at district level - Conversations with executing agency (LODA) - On-site discussions (World Vision) 			
Appropriateness of design			2	o	/
Was the design of the programme appropriate and realistic (technically, organisationally and financially) and in principle suitable for contributing to solving the core problem?	How is the allocation mechanism assessed with regard to the objective of the measure (improvement of (economic) living conditions)? Would it have made sense to allocate KfW funds only according to	<ul style="list-style-type: none"> - Programme proposal (internal) - Discussions with project-executing agency 			

	poverty indicators? What are the reasons in favour of this and against it?			
Is the programme design sufficiently precise and plausible (transparency and verifiability of the target system and the underlying impact assumptions)?		- Programme proposal (internal)		
Please describe the impact chain, incl. complementary measures. Is this plausible?		/		
To what extent is the design of the programme based on a holistic approach to sustainable development (interplay of the social, environmental and economic dimensions of sustainability)?		- Programme proposal (internal)		
For projects within the scope of DC programmes: is the programme, based on its design, suitable for achieving the objectives of the DC programme?		- Reporting (internal)		
Response to changes/adaptability			2	o /
Has the programme been adapted in the course of its implementation due to changed framework conditions (risks and potential)?	Would it have made sense to change the disbursement mechanism (from disposition fund to basket financing) during the course of the measure (larger tickets + more donors)?	- Discussions with project-executing agency		

Coherence

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation di- mension was weighted with + or -)
Internal coherence (division of tasks and synergies within German development cooperation):			2	o	/
To what extent is the programme designed in a complementary and collaborative manner within the German development cooperation (e.g. integration into DC pro- gramme, country/sector strategy)?	<ul style="list-style-type: none"> - How exactly is the decentralisa- tion programme integrated into the DC programme? To what extent are there interactions be- tween the FC PFM components and the decentralisation pro- gramme? - How does TC support the local service provision field of reform, and how does it differentiate from or dovetail with the FC programme? - Is GIZ also working on the prep- aration process of the district development plans in the re- form field of citizen-focused lo- cal governance? - How did the cooperation with PFM reforms (which were also financed by FC) go? 	<ul style="list-style-type: none"> - Reporting (internal) - Discussions with GIZ 			
Do the instruments of the German development cooperation dovetail in a conceptually meaningful way as part of the programme?	Does GIZ strengthen the institu- tions relevant for the implementa- tion of the decentralisation	<ul style="list-style-type: none"> - Reporting - Discussions with GIZ 			

	programme through its work? How are the measures inter-linked?				
Is the programme consistent with international norms and standards to which the German development cooperation is committed (e.g. human rights, Paris Climate Agreement, etc.)?		- On-site discussions (Pax press, World Vision, church organisation)			
External coherence (complementarity and coordination with actors external to German DC)			2	o	/
To what extent does the programme complement and support the partner's own efforts (subsidiarity principle)?	What proportion of local infrastructure financing via LODA is made up of donor funds and what proportion is made up of government funds?	- Discussions with project-executing agency (LODA)			
Is the design of the programme and its implementation coordinated with the activities of other donors?		- Interview with other donors (ENABEL) - Discussions with KfW Office Kigali			
Was the programme designed to use the existing systems and structures (of partners/other donors/international organisations) for the implementation of its activities and to what extent are these used?	Why was a disposition fund set up instead of a real basket, and to what extent is it being used to bypass the partner systems?	- Discussions with project-executing agency (LODA) - Discussions with KfW project managers			
Are common systems (of partners/other donors/international organisations) used for monitoring/evaluation, learning and accountability?	Which common systems are used by the international donor community?	- Discussions with KfW project managers - Discussion with project-executing agency			

Effectiveness

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation dimension was weighted with + or -)
Achievement of (intended) targets			2	o	/
Table of indicators: Comparison of actual/target	How is target achievement assessed using the seven indicators, some of which were adjusted as part of the evaluation?	<p>Indicator 1: Use</p> <ul style="list-style-type: none"> - District questionnaire, on-site inspection, discussions with districts <p>Indicator 2: Operation & Maintenance</p> <ul style="list-style-type: none"> - District questionnaire, on-site inspection, discussions with infrastructure operators <p>Indicator 3: Guidelines for feasibility studies</p> <ul style="list-style-type: none"> - Discussions with project-executing agency, district questionnaire <p>Indicator 4: Use of the virtual platform</p> <ul style="list-style-type: none"> - Discussions with project-executing agency <p>Indicator 5: Investment budgets depict the priorities of the district development plans</p> <ul style="list-style-type: none"> - Discussions with project-executing agency, district questionnaire <p>Indicator 6: Budget planning published</p>			

		<ul style="list-style-type: none"> - Discussions with project-executing agency, district questionnaire, interview at village level <p>Indicator 7: Implementation of investment budget</p> <ul style="list-style-type: none"> - Discussions with project-executing agency 			
Contribution to achieving objectives:			2	o	/
Are the outputs provided and the capacities created used?		<ul style="list-style-type: none"> - On-site visits and discussions with operators and users 			
To what extent is equal access to the provided output and created capacities (e.g. physical, non-discriminatory, financially affordable) guaranteed?		<ul style="list-style-type: none"> - Discussions with districts / with target group in districts (FGD) 			
To what extent did the programme contribute to achieving the objectives?		<ul style="list-style-type: none"> - Target/actual comparison based on the indicators 			
To what extent did the programme contribute to achieving the objectives at the level of the intended beneficiaries?		Not relevant, as TG and thus the intended beneficiary is the entire population of Rwanda.			
Did the programme contribute to the achievement of objectives at the level of the particularly disadvantaged or vulnerable groups involved and affected?	Which sections of the TG are considered particularly disadvantaged or vulnerable in the Rwandan context? Were there certain groups, individuals, at whose level the objectives of the measures were not achieved?	<ul style="list-style-type: none"> - Discussions with TG (FGD) 			
Quality of implementation			3	o	/

How is the quality of the management and implementation of the programme (e.g. project-executing agency, consultant) evaluated with regard to the achievement of objectives?		<ul style="list-style-type: none"> - Discussions with project-executing agency - On-site inspections 			
How is the quality of the management, implementation and participation in the programme by the partners/sponsors evaluated?	Was LODA / were the districts well staffed to take on the assigned tasks?	<ul style="list-style-type: none"> - Discussions with project-executing agency 			
Unintended consequences (positive or negative)			2	-	No unintended positive or negative impacts were identified, which is why this evaluation dimension is included in the OECD-DAC criterion with a low weighting
Are unintended positive/negative direct effects (social, economic, environmental) identifiable (or foreseeable)?		<ul style="list-style-type: none"> - Site visits - Discussions at individual project level 			
What potential/risks arise from the positive/negative unintended effects and how should they be evaluated?		Not relevant as no unintended effects have been identified			
How did the programme respond to the potential/risks of the positive/negative unintended effects?		Not relevant as no unintended effects have been identified			

Efficiency

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation dimension was weighted with + or -)
Production efficiency			2	o	/
How are the inputs (financial and material resources) of the programme distributed (e.g. by instruments, sectors, sub-measures, also taking into account the cost contributions of the partners/executing agency/other participants and affected parties, etc.)?	How high are the total LODA resources (by FY)? Was there a counterpart contribution titled as such in the project (e.g. from the central government, local government, population?)	- Information from the project-executing agency			
To what extent were the inputs of the programme used sparingly in relation to the outputs produced (if possible in a comparison with data from other evaluations of a region, sector, etc.)? For example, comparison of specific costs.		- On-site inspections - Internal documents (definition of tendering standards) - Conversations with districts			
If necessary, as a complementary perspective: To what extent could the outputs of the programme have been increased by an alternative use of inputs (if possible in a comparison with data from other evaluations of a region, sector, etc.)?		- On-site inspections - Internal documents (definition of tendering standards) - Conversations with districts			
Were the outputs produced on time and within the planned period?	How quickly did LODA implement the funds in the corresponding FY?	- Discussions with project-executing agency and districts			

	How quickly were the funds implemented at district level?				
Were the coordination and management costs reasonable (e.g. implementation consultant's cost component)?		- Internal contract documents			
Allocation efficiency			2	o	/
To what extent could the effects achieved have been attained in a more cost-effective manner, compared with an alternatively designed programme?		- Plausibility considerations			
If necessary, as a complementary perspective: To what extent could the positive effects have been increased with the resources available, compared to an alternatively designed programme?		- Plausibility considerations			

Impact

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation dimension was weighted with + or -)
Overarching developmental changes (intended)			3	o	/

Is it possible to identify overarching developmental changes to which the programme should contribute? (Or if foreseeable, please be as specific as possible in terms of time).	Have the (economic) living conditions of the people in the districts improved? Did the financed infrastructure make a contribution here? Has service provision improved at local level?	<ul style="list-style-type: none"> - World Development Indicators - Rwanda Governance Scorecard 			
Is it possible to identify overarching developmental changes (social, economic, environmental and their interactions) at the level of the intended beneficiaries? (Or if foreseeable, please be as specific as possible in terms of time).	Can overarching developmental changes be identified at the level of the individual measures?	<ul style="list-style-type: none"> - On-site inspections - Discussions with operators, district employees, users of infrastructure 			
To what extent can overarching developmental changes be identified at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme should contribute (Or, if foreseeable, please be as specific as possible in terms of time).		<ul style="list-style-type: none"> - FGD with members of Ubudehe category E 			
Contribution to overarching developmental changes (intended)			3	o	/
To what extent did the programme actually contribute to the identified or foreseeable overarching developmental changes (also taking into account the political stability) to which the programme should contribute?		<ul style="list-style-type: none"> - Information from the project-executing agency 			
To what extent did the programme achieve its intended (possibly adjusted) developmental objectives? In other words, are the project impacts sufficiently tangible not only at outcome level, but also at impact level? (E.g. drinking water supply/health effects).		<ul style="list-style-type: none"> - On-site inspections - Target achievement based on indicators 			

Did the programme contribute to achieving its (possibly adjusted) developmental objectives at the level of the intended beneficiaries?		- Plausibility considerations		
Has the programme contributed to overarching developmental changes or changes in life situations at the level of particularly disadvantaged or vulnerable parts of the target group to which the programme was intended to contribute?		- Plausibility considerations		
Does the project have a broad-based impact? - To what extent has the programme led to structural or institutional changes (e.g.in organisations, systems and regulations)? (Structure formation) - Was the programme exemplary and/or broadly effective and is it reproducible? (Reproducible character)	How high is the share of FC in the total LODA volume in the area of municipal infrastructure? Are the operating and maintenance manuals financed by KfW and the FS requirements applied to all municipal infrastructure projects (including those financed by Rwandan funds and not supported by LODA)?	- Information from the project-executing agency		
How would the development have gone without the programme?	The financed measures were based on the available resources. Presumably, less infrastructure would have been built.	- Plausibility considerations		
Contribution to (unintended) overarching developmental changes			2	- No unintended positive or negative impacts were identified, which is why this evaluation dimension is included in the OECD-DAC criterion with a low weighting

To what extent can unintended overarching developmental changes (also taking into account political stability) be identified (or, if foreseeable, please be as specific as possible in terms of time)?		Not relevant as no unintended effects have been identified
Did the programme noticeably or foreseeably contribute to unintended (positive and/or negative) overarching developmental impacts?		Not relevant as no unintended effects have been identified
Did the programme noticeably (or foreseeably) contribute to unintended (positive or negative) overarching developmental changes at the level of particularly disadvantaged or vulnerable groups (within or outside the target group)?		Not relevant as no unintended effects have been identified

Sustainability

Evaluation dimension: Evaluation question	Specification of the question for the present project	Data source (or rationale if the question is not relevant/applicable)	Rating	Weighting (- / o / +)	Rationale for weighting (if evaluation dimension was weighted with + or -)
Capacities of participants and stakeholders			3	o	/
Are the target group, executing agencies and partners institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time (after the end of the promotion)?	Are the budgets available for maintenance and servicing sufficient? How high are the budgets for maintenance and servicing (as a percentage of the budget for municipal infrastructure)? Are the tariffs able to cover the costs? Is LODA sufficiently staffed and trained to continue to implement	<ul style="list-style-type: none"> - On-site visits - Questionnaire to districts - Discussions with operators - Information from the project-executing agency 			

	new projects and support the districts?				
To what extent do the target group, executing agencies and partners demonstrate resilience to future risks that could jeopardise the impact of the programme?		Not relevant, as no further risks have been identified with the exception of the risk of the limited budget.			
Contribution to supporting sustainable capacities:			3	o	/
Did the programme contribute to the target group, executing agencies and partners being institutionally, personally and financially able and willing (ownership) to maintain the positive effects of the programme over time and, where necessary, to curb negative effects?		<ul style="list-style-type: none"> - Plausibility considerations - Information from the project-executing agency 			
Did the programme contribute to strengthening the resilience of the target group, executing agencies and partners to risks that could jeopardise the effects of the programme?		Not relevant, as no further risks have been identified with the exception of the risk of the limited budget.			
Did the programme contribute to strengthening the resilience of particularly disadvantaged groups to risks that could jeopardise the effects of the programme?		Not relevant, as no further risks have been identified with the exception of the risk of the limited budget.			
Durability of impacts over time			3	o	/
To what extent are the positive and, where applicable, the negative	Can it be assumed that the districts will have sufficient funds for	<ul style="list-style-type: none"> - On-site inspections 			

effects of the programme likely to be long-lasting?	<p>maintenance and repair in the future and will also prioritise them accordingly?</p> <p>Is the issue of maintenance and servicing enshrined in the service agreements between districts and the president?</p>	<ul style="list-style-type: none"> - Information from the project-executing agency and districts - Information on technical useful life
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