

Journal of Public Policy and Administration (JPPA)

ANALYSIS OF THE EXPERIENCES OF USING MONITORING AND EVALUATION SYSTEM IN SERVICE DELIVERY AMONG LOCAL AUTHORITIES IN RWANDA: A CASE OF SECTOR COUNCILS IN GASABO DISTRICT

Diane Nyirarukundo, Dr. Solomon Nzyuko and Dr. Agnes Korir



ANALYSIS OF THE EXPERIENCES OF USING MONITORING AND EVALUATION SYSTEM IN SERVICE DELIVERY AMONG LOCAL AUTHORITIES IN RWANDA: A CASE OF SECTOR COUNCILS IN GASABO DISTRICT

^{1*} **Diane Nyirarukundo**

**Post Graduate Student: School of Human and Social Sciences
Daystar University**

***Corresponding Author's E-mail: dianekund@gmail.com**

² **Dr. Solomon Nzyuko**

**Lecturer, School of Human and Social Sciences
Daystar University**

³ **Dr. Agnes Korir**

**Lecturer, School of Human and Social Sciences
Daystar University**

Abstract

Purpose: To analyze the experience of using monitoring and evaluation system in service delivery among local authorities in Rwanda.

Methodology: The study adopted a descriptive research design.

Findings: The findings revealed that most sectors have an established monitoring and evaluation system. The results on the role of monitoring and evaluation in service delivery revealed that monitoring and evaluation enhances effective use of resources in their sector through use of performance contracts. Findings also showed that the local government of Gasabo district faced the challenge of inadequate finances in monitoring and evaluation of service delivery, lack of expertise in monitoring and evaluation of service delivery, lack of capacity in monitoring and evaluation of service delivery, high level of bureaucracy in monitoring and evaluation of service delivery and existence of multiple M&E frameworks. The results also revealed that the local government of Gasabo District experienced ease in making policies due to use of monitoring and evaluation system in service delivery, proper management, transparency and accountability, empowerment of the people of Rwanda to actively participate in the political and social and economic transformation of Rwanda.

Unique contribution to theory, practice and policy: Gasabo District in Rwanda will benefit from the study findings in that the study findings will assist in setting clear benchmark on how to

establish regulations that will provide the direction, oversight and assistance to those involved in service delivery. The study findings will also benefit the Rwandan citizens, in the long run in that they will enjoy proper services and at their convenient timing as stipulated in the district development plans. The findings of this study will also enable the government/concerned authorities come up with measures on how to overcome the loop holes in service delivery and how such measures could contribute to successful better service delivery in other districts of Rwanda and other countries. Lastly, the findings will be useful to academicians and other researchers and policy makers and will contribute to existing literature for further research to extend, refine or validate the findings of the study.

Keywords: *Monitoring, Evaluation, Service Delivery, Local Authorities*

INTRODUCTION

Background

Monitoring and evaluation (M&E) allows people to learn from past experiences, improve service delivery, plan and allocate resources and demonstrate results as part of accountability to stakeholders (Maughan,2012). Depending on the context, stakeholders can include everyone from end-users to government agencies. M&E program performance achieves this because it enables the improved management of the outputs and outcomes while encouraging the allocation of resources where it will have the greatest impact. M&E also assists in keeping projects on track, providing a basis for reassessing priorities and creating an evidence base for current and future projects (IFC, 2008).

According to the Municipal Research and Services Centre [MRSC] (2003), service delivery is the actual production of a service such as collecting refuse and disposing it or lighting the streets. Ghatak (2007) argues that public services are a key determinant of quality of life that is not measured in per capital income. The author stresses that service delivery is an important feature of a poverty reduction strategy. Hernandez (2006) concurs that services are vital to poverty alleviation and key to realizing the Millennium Development Goals. Public services are defined as those services which are mainly, or completely, funded by the government. Local authorities are responsible for providing public services at a non-profit return. These are essential services which enhances the quality of life of the people and nation's development process (Flynn, 2009).

According to Mackay (2007), developing countries have a high demand for effective government M&E systems in order to ensure proper public sector management. The author also states that the culture of evaluation has become a path to enhance government performance. Hence, developing countries are working to strengthen their existing M&E systems, while others are developing them from scratch.

Vennekens and Govender (2010) states that local governments have a "two-wing" responsibility which entails macro-level functions and service delivery functions. The macro-level functions relates to planning and promoting intergovernmental development planning, land economics and environmental development. On the other hand, the service delivery function entails delivery of water, electricity, health, housing, road and transport, solid waste, community, emergency, security and public works. According to De Visser (2007), monitoring of local government is necessary in order to protect the development agendas of the national and provincial government,

and to identify early signs of problems in municipalities that might require some form of intervention. Fookes (2006) describes monitoring within local government as a means whereby municipal councils can consistently appraise their performance, reassess their approach and move closer to achieving their objectives through the refining of policies.

The government of Rwanda plays an indispensable role in the effective delivery of public services that are key to the functioning of a state economy (Mann, 2010). In order to ensure that public service delivery is more consumer-focused and result oriented, there is a need to put measures that ensure planned strategies are in line with actual implementation. The planned strategies are monitored and evaluated at the end of every year with an aim of establishing whether they were fully implemented (Mann, 2010). The main focus of this study was therefore to analyze the experience of using monitoring and evaluation system in service delivery among local authorities in Rwanda; using some selected sector councils in Gasabo district.

Statement of the Problem

Monitoring and evaluation are effective tools which are utilized by both developed and developing countries to achieve good governance and effective service delivery (Gopane, 2012). Effective monitoring and evaluation systems enable government to detect early warning signs of corruption or any other forms of ineffectiveness (Gopane, 2012). However, over the years, poor performance of the local authorities, especially in the management of public resources has hindered the realization of sustainable economic growth (Elmore, 2007). Some of the factors adversely affecting the performance include; excessive regulations and control, frequent political interference, poor management and bloated staff establishment (Le Grand, 2009). In Rwanda, rebuilding the service delivery capacity of the state has been a key objective of the government following the genocide. The Kagame administration introduced performance contracts (*imihigo*) agreements as a means of reinforcing motivation for district service delivery performance (GoR Report, 2011). These performance contracts have created a positive influence on public service delivery due to the introduction of rewards accorded to the excellent public service delivery officers after achieving and exceeding their discussed and agreed upon targets within a given time frame (GoR Report, 2011). However, some districts such as Gasabo District are still experiencing challenges in service delivery of performance contracts. According to GoR (2013/2014), Gasabo District was ranked third last (position 27) out of 30 as far as execution of service delivery of performance contracts is concerned.

A number of studies on service delivery have been carried out but focused on different aspects. For instance, Shikha and Zwane (2014) sought to investigate the implementation of monitoring and evaluation mechanisms at South African municipal level. Kamurua (2013) sought to determine the effectiveness of strategy monitoring and evaluation at the Ministry of Immigration. Trivedi (2005) established that the introduction and eventual use of performance contract in Africa particularly Kenya had created an atmosphere of effectiveness, transparency and accountability in the public sector a factor which attracted donor countries to have confidence in Kenya. It is evident that no study seeking to analyse the experience of using monitoring and evaluation system in service delivery among local authorities has been done. Hence, a gap exists on the analysis of the experience of using monitoring and evaluation system in service delivery

among local authorities in Rwanda: A case of sector councils in Gasabo district. It is this perceived knowledge gap that this study strived to achieve.

General Objective of the Study

The main focus of this study was to analyze the experiences of using monitoring and evaluation system in service delivery among local authorities in Rwanda: A case of sector councils in Gasabo district.

Objectives of the Study

- Analyse the monitoring and evaluation system used in service delivery in Gasabo District.
- Examine the role played by monitoring and evaluation system in local government service delivery in Gasabo District.
- Establish the challenges faced in the use of monitoring and evaluation system in service delivery by the local government in Gasabo District.
- Suggest policy recommendations from the findings of monitoring and evaluation system use in service delivery by the local government in Gasabo District.

THEORETICAL REVIEW

This study was guided by the evaluation theory, new public management theory and theory of change. These theories clearly explain the research in line with the topic.

Evaluation Theory

According to Alkin and Christie (2004), the theory of evaluation is built on a dual foundation of accountability (accounting for actions and resources) and social inquiry (a concern for employing a systematic and justifiable set of methods). Evaluation branches into: a process of information collection (methods); value judgment (valuing process); and its use in decision making, leading to action. That is to say, it involves three components: the process, the product and its use (Alkin & Christie, 2004). Evaluation is mainly concerned with mechanisms that influence legislative policy, organizational and programme decision making and practice, and for public awareness. Influence is defined as ‘the capacity or power of persons or things to produce effects on others by intangible or direct means’ (Kirkhart cited in Christie, 2007 and in Reboloso et al., 2005).

Policies are commonly implemented as programmes; therefore, for programmes to be implemented and to operate, government departments and other organizations spend taxpayers’ money (Bhola, 2000). Programmes are one means of achieving policy goals and programme evaluation contributes to policy evaluation. The need to link policies with organizational programmes and specific interventions or projects is a perennial one (Tavistock, 2003). Measuring the impact of socio-economic programmes has a problem of causality and attribution, and the impact can be immediate or delayed, anticipated or unanticipated (Bhola, 2000). It is recognized that programmes are embedded in multilayered social and organizational processes operating in a global, national and discipline context. Impact, again, would be shaped by the specifications of systems and structures within which it is actualized (Bhola, 2000). In short, the link between programmes and social betterment is crucial. In the context of this study linking of

monitoring and evaluation programmes and service delivery is crucial. The theory was relevant to the study since it addresses the facets of monitoring and evaluation which is the central point of focus in this study.

New Public Management Theory

The basic tenets of New Public Management theory (NPM) revolve around the principles of action, structure and practice (Feldman & Khademian, 2000). The principle of action has rules which ensure that managers achieve desired results. This is mainly done by carrying out tasks on public priorities and ensuring the means to meet the priorities are available (Drucker, 1990). As a result of the highlighted elements, the mission is attained by continuously trying to improve and by the creation of public value.

The principle of structure consists of a number of tenets that lead to efficient management systems. These are separation of policy from operations, the importance of bottom line and the specialization. The tenets exemplify and underscore the structure as a key to accountability for management actions (Behn, 1998). The bottom line aspect is a NPM driver in that it improves performance and reduces governance cost. Performance-based pay and gain sharing are two reward structures reflected in this tenet. Specialization is another tenet that ensures specific and measurable tasks are realized. This is fundamental to NPM and has similarity to ideas of the theorist Luther Gulik who championed on the differentiation of function in order to achieve organizational efficiency (Gulik, 1937).

Finally is the principle of practice where we have the elements of inclusion and primacy of process. This attributes to the conceptual and practical tools that enable leadership action and structural arrangements. As a result there is an enhanced interaction between the structures of governance and the actions of governance. A performance-based organization captures all these principles. This gives one operational unit full responsibility of the specified task and area. The evaluation of performance and the provision of rewards more so to top executives vary and depend on the generation of specified outputs (Feldman & Khademian, 2000). This theory was relevant to this study in that proper management of the local government public funds would result to better and efficient service delivery.

Theory of Change

The theory of change (TOC) was founded by Fredrick Perls (2005). Theory of change when applied to social change processes represents a thinking action alternative to other more rigid planning approaches and logics. A theory of change defines pieces and steps necessary to bring about a long term goal. It also describes the types of interventions that bring about results hoped for.

A theory of change includes assumptions (often supported by research) that stakeholders use to explain the process of change (Rogers, 2008). According to this theory, a set of assumptions and abstract projections regarding how project members believe reality could be untold in the immediate future. Based on a realistic analysis of the current context, a self-assessment about their capabilities of process facilitation and a crucial and explicit review of the study, assumptions of community involvement in monitoring and evaluation and a process that helps monitor consciously and critically individual and also collective way of thinking (Rogers,

2008).The theory of change describes how changes might occur; the point is not to predict change, but to understand how change may happen through community participation in monitoring and evaluation and how it could be influenced through intervention strategies.

The study found it most appropriate to adopt the theory of change because it is a conscious and visualization exercise that enables local government management to focus energy on specific future realities which are not only desirable, but also possible and probable when addressing social and community based issues like effective service delivery. In addition, the local government of Gasabo District can embrace change as stipulated by the central government resulting to better performance especially in terms of service delivery to the public. Theory of change therefore serves as a basis for future planning M & E activities, as well as communication about such activities with partners and funders.

METHODOLOGY OF THE STUDY

A descriptive survey research design was adopted. The population comprised of the sector council members. The choice of the sector council members was due to the fact that they are the people engaged in service delivery and they interact with the people directly. The target population consisted of all the 180 council members from the 15 sectors in Gasabo District. Simple random sampling was used to select 90 council members from the 15 sectors in Gasabo District. A questionnaire, key informant interview guide and focus group discussions were used to obtain primary data which was both quantitative and qualitative. Qualitative data was analyzed using SPSS version 21. Descriptive statistics were used.

RESULTS OF THE STUDY

Response Rate

The number of questionnaires that were administered was 60. A total of 54 questionnaires were properly filled and returned. This represented an overall successful response rate of 90% as.

Social Demographic Characteristics

The respondents were asked to describe their basic characteristics such as the gender, level of education of the respondents, role played by the respondents, years worked in their current position, marital status, religion and the level of income. The results revealed that the number of male sector council members (52%) in Gasabo District is higher than that of female sector council members. The demographic characteristics also showed that the sector council members of Gasabo District are educated with 52% having attained education up to the university level. The demographic characteristics also revealed that the sector council's functions include approval of sector action plans and programmes and ensuring the follow-up of their implementation. Further, the demographic characteristics revealed that most of the sector council members were married and they were Christians. Finally, the demographic results revealed that the sector council members in Gasabo district and Rwanda at large are remunerated fairly well with majority (66%) earning a salary of between 50,001 – 250,000 RWF.

The monitoring and evaluation system used in service delivery in Gasabo District

Monitoring and Evaluation System

In exploring whether there existed an established monitoring and evaluation system, it emerged that 94.4% of the respondents indicated that their sector has an established monitoring and evaluation system while only a paltry 5.6% of the respondents indicated their sector did not have an established monitoring and evaluation system. This can be explained by the fact that the use of performance contracts in Rwanda requires that the local government formulates a monitoring and evaluation system. On the other hand, all the respondents who participated in the key informant interview and focus group discussion indicated that their local government has a monitoring and evaluation system that guides in rendering services to the public in Gasabo District.

Table 1: Monitoring and Evaluation System

M&E System	Frequency	Percent
No	3	5.6
Yes	51	94.4
Total	54	100

Fifty percent (50%) of the respondents who participated in the key informant interview and focus group discussion indicated that the monitoring and evaluation system entails orders to protect the development agendas of the national and provincial government. Another 30% reiterated that M&E systems served as a means of identification of early signs of problems in municipalities that might require some form of intervention or corrective action.

Set Local Priorities

The study sought to establish whether the monitoring and evaluation system has clearly set local priorities. The results revealed that 76.5% of the respondents had clearly set local priorities while 23.5% of the respondents did not have clearly set local priorities. The set local priorities included: enhancing sustainable development through the provision of sustainable services to the local community, taking care of the social welfare of the local community, enhancing economic growth and governance, eradication of extreme poverty and hunger, achieving universal primary education and ensuring environmental sustainability.

Table 2: Clearly Set Local Priorities

Set Local Priorities	Frequency	Percent
No	12	23.5
Yes	39	76.5
Total	51	100

Set Annual Targets

The researcher also sought to establish whether the monitoring and evaluation system has clearly set annual targets. It emerged that 70.6% of the respondents had clearly set annual targets while 29.4% of the respondents did not have clearly set annual targets. The set annual targets included:

provision of water and sanitation, building schools in all levels, upgrading the standards of hospitals and tightening the security for the local community.

Table 3: Clearly Set Annual Targets

Set Annual Targets	Frequency	Percent
No	15	29.4
Yes	36	70.6
Total	51	100

The confirmation of the existence of clearly set annual targets prompted the researcher to establish the variance of the set annual targets across the local authorities. Results revealed that 64.7% of the respondents indicated that the set annual targets varied across the local authorities. Only 35.3% of the respondents indicated that the set local targets did not vary across the local authorities.

Table 7: Variance of Set Annual Targets

Variance of Annual Targets	Frequency	Percent
No	18	35.3
Yes	33	64.7
Total	51	100

Table 4 shows the range of the variance was small as supported by 63.6% of the respondents. Another 24.2% of the respondents indicated that the range of variance was moderate while only 12.1% of the respondents indicated that the range of variance was big.

Table 4: Range of Variance of Set Annual Targets

Range of Variance	Frequency	Percent
Small	21	63.6
Moderate	8	24.2
Big	4	12.1
Total	33	100

Strategies for Achieving Set Targets

In exploring whether the monitoring and evaluation system outlines strategies of achieving set targets, it emerged that 52.9% of the respondents indicated that they had outlined strategies of achieving set targets 47.1% of the respondents indicated that they did not have outlined strategies of achieving set targets. The outlined strategies of achieving set targets included; a clear framework to establish domestic accountability at a level directly relevant to citizens, the poverty reduction strategy and set organizational structures and suitably qualified people to deliver the services to the community.

Table 5: Outlined Strategies of Achieving Set Targets

Strategies	Frequency	Percent
No	27	52.9
Yes	24	47.1
Total	51	100

Local Government Staff Training on Monitoring and Evaluation

The researcher further sought to establish whether the monitoring and evaluation system had provision for training local government staff on monitoring and evaluation. Results in Table 6 show that 64.7% of the respondents indicated that the local government staff had training on monitoring and evaluation. Thirty five point three (35.3%) of the respondents indicated that the local government staff did not have training on monitoring and evaluation.

Table 6: Training on Monitoring and Evaluation

Training on M&E	Frequency	Percent
No	18	35.3
Yes	33	64.7
Total	51	100

Table 7 shows the results of the number of training programmes that were conducted per year. It emerged that 60.6% of the respondents had between 1 – 2 training programmes per year, 30.3% of the respondents had between 3 – 4 training programmes per year while 9.1% of the respondents had more than 4 training programmes per year.

Table 7: Number of Training Programmes on Monitoring and Evaluation

No of Training Programmes	Frequency	Percent
Between 1 – 2 times	20	60.6
Between 3 – 4 times	10	30.3
More than 4 times	3	9.1
Total	33	100

Routine Monitoring

The existence of an established monitoring and evaluation system implored the researcher to find out whether there was a routine of conducting monitoring. Results in Table 8 shows that the majority (86.3%) of the respondents indicated that the monitoring and evaluation system entailed conducting routine monitoring while 13.7% of them indicated that the monitoring and evaluation system did not entail conducting routine monitoring.

Table 8: Routine Monitoring

Routine Monitoring	Frequency	Percent
No	7	13.7
Yes	44	86.3
Total	51	100

Table 8 presents the results of a follow up question on how often monitoring and was conducted whereby only 44 respondents were eligible to answer the question as they had indicated that they conducted routine monitoring. It emerged that 45.5% of the respondents indicated that they conducted monitoring and evaluation annually, 29.5% of the respondents indicated that they conducted monitoring and evaluation quarterly while 25.0% of the respondents indicated that that they conducted monitoring and evaluation semi-annually.

Table 8: Frequency of Monitoring and Evaluation

Sequence of M&E	Frequency	Percent
Quarterly	13	29.5
Semi-annually	11	25.0
Annually	20	45.5
Total	44	100

Proper Record Keeping

Finally, on confirming the existence of an established monitoring and evaluation system the respondents were asked to indicate whether the monitoring and evaluation system had a proper record keeping system in form of reports. Results in Table 9 revealed that majority (52.9%) of the respondents indicated that the monitoring and evaluation system does not have a proper record keeping system in the form of reports 47.1% of the respondents indicated that the system had a proper record keeping system in form of reports. Those who responded to this question indicated that they kept their monitoring and evaluation reports in hard copy documents which are filed and kept in the office shelves.

Table 9: Proper Record Keeping System

Proper Record Keeping System	Frequency	Percent
No	27	52.9
Yes	24	47.1
Total	51	100

Role Played by Monitoring and Evaluation System in Service Delivery in Gasabo District

Effective Use of Resources

The study found out that the majority (70.4%) of those interviewed agreed that monitoring and evaluation enhances effective use of resources in their sector. Twenty nine point six percent (29.6%) of the respondents disagreed that monitoring and evaluation enhances effective use of resources in their sector. Effective use of resources was enhanced through use of performance contracts.

Table 10: M&E and Effective Use of Resources

Effective Use of Resources	Frequency	Percent
No	16	29.6
Yes	38	70.4
Total	54	100

Timely Service Delivery

The study found out that the majority (66.7%) of the respondents agreed that monitoring and evaluation enhances timely service delivery in their sector. The rest of the respondents (33.7%) disagreed that monitoring and evaluation enhances timely service delivery in their sector. Timely service delivery was enhanced by providing a clear elaboration of plans that support the design of successful development policies, programmes and budgets.

Table 11: M&E and Timely Service Delivery

Timely Service Delivery	Frequency	Percent
No	18	33.3
Yes	36	66.7
Total	54	100

Objective Service Delivery

In exploring the role of monitoring and evaluation system in enhancing objective service delivery, the study found out that 72.2% of the respondents agreed that monitoring and evaluation enhances objective service delivery in their sector while 27.8% of the respondents disagreed. Monitoring and evaluation enhanced objective service delivery through providing useful information which helps to identify and address the constraints to policy execution. In addition, the M&E system has its main objective to make public agencies and institutions more effective and accountable in their implementation of national programs and accelerate the socio-economic development agenda.

Table 12: M&E and Objective Service Delivery

Objective Service Delivery	Frequency	Percent
No	15	27.8
Yes	39	72.2
Total	54	100

Loopholes in the Procedures Involved in Service Delivery

The study found out that the respondents agreed that M&E system did not enhance the process of revealing loopholes in the procedures involved in service delivery by the local governments. This was reported by 53.7% of the respondents compared with the 46.3% of them who agreed that monitoring and evaluation enhanced the process of revealing loopholes in the procedures involved in service delivery through strengthen accountability mechanisms between the central government and sub-national entities.

Table 13: M&E and Revealing of Loopholes

Revealing Loopholes	Frequency	Percent
No	29	53.7
Yes	25	46.3
Total	54	100

Living Standards of the Citizens

In exploring the role of monitoring and evaluation in enhancing the living standards of the citizens in Gasabo District, the study found out that the majority (70.4%) of the respondents agreed that monitoring and evaluation enhances the living standards of the citizens in Gasabo District. The rest of the respondents (20.4%) disagreed. The living standards of the citizens in Gasabo District were enhanced through ensuring that there is sustainable development. Sustainable development entailed construction of rural roads, the expansion of access to clean water and better housing facilities.

Table 14: M&E and Citizens Living Standards

Enhance Living Standards	Frequency	Percent
No	11	20.4
Yes	43	79.6
Total	54	100

Results from the key informant interview and focus group discussion revealed that monitoring and evaluation system played various roles in service delivery in Gasabo District. Seventy six (76%) of the respondents indicated that M&E enhances adequate tracking of activities as outlined in the performance contracts. This was in a bid to improve efficiency and effectiveness in public service delivery. Another 20% indicated that the role was to provide a clear framework to establish domestic accountability at a level directly relevant to citizens. The remaining 4% added that monitoring and evaluation in service delivery helped to improve the speed and quality of execution of government programs, thus making public agencies more effective.

Challenges Faced in the use of Monitoring and Evaluation System in Service Delivery in Gasabo District

Inadequate Finances

The study found out that 83.3% of the respondents were in agreement that they faced the challenge of inadequate finances in monitoring and evaluation of service delivery. However, 16.7% of the respondents indicated that they did not have the challenge of inadequate finances. This challenge came from improper allocation of funds by the central government and lack of proper budgeting.

Table 15: Inadequate Finances

Inadequate Finances	Frequency	Percent
No	9	16.7
Yes	45	83.3
Total	54	100

Lack of Expertise

The study found out that 64.8% of the respondents faced the challenge of lack of expertise in monitoring and evaluation of service delivery while 35.2% did not experience this challenge in their sector. The challenge was caused by various factors including inadequate training, lack of skilled personnel and resistance to change.

Table 16: Lack of Expertise

Lack of Expertise	Frequency	Percent
No	19	35.2
Yes	35	64.8
Total	54	100

Government Regulation

In exploring whether the respondents faced challenges due to government regulation in monitoring and evaluation of service delivery, the study found out that 83.3% of the respondents agreed that they faced the challenges while 16.7% indicated that they did not experience these challenges. The respondents noted that political interference was the main cause of these challenges. Political interference led to enactment of government policies out of self-interest rather than the good of everyone. This dampened the process of monitoring and evaluation of service delivery.

Table 17: Government Regulation

Challenges due to Government Regulation	Frequency	Percent
No	9	16.7
Yes	45	83.3
Total	54	100

Lack of Capacity

Up to sixty six point seven (66.7%) of the respondents indicated that they faced the challenge of lack of capacity in monitoring and evaluation of service delivery while 33.3% indicated that they did not face this challenge in their sector. The challenge of lack of capacity emanated from the fact that most capacity development initiatives focused on improving the statistical base, monitoring and reporting, but capacities to conduct and use evaluation was still lacking.

Table 18: Lack of Capacity

Lack of Capacity	Frequency	Percent
No	18	33.3
Yes	36	66.7
Total	54	100

High Level of Bureaucracy

The study found out that 88.9% of the respondents indicated that they faced the challenge of high level of bureaucracy in monitoring and evaluation of service delivery. Another 11.1% of the respondents indicated that they did not face this challenge in their sector. This challenge was associated with the existence of long chains of command and lack of top-down communication.

Table 19: High Level of Bureaucracy

High Level of Bureaucracy	Frequency	Percent
No	6	11.1
Yes	48	88.9
Total	54	100

The respondents who participated in the key informant interview and focus group discussion also indicated that they faced various challenges while using the monitoring and evaluation system in service delivery in Gasabo District. Among the challenges was the existence of multiple M&E frameworks which overburdened the local government in that collecting information on a multitude of indicators resulted to a lack of focus on strategic priorities. They also indicated that monitoring and evaluation data at Gasabo district was less reliable, less timely and of a lower quality compared to other districts. The respondents explained that lack of ownership of M&E priorities at sub-national level is both a cause and a result of poor quality of M&E at district level. The respondents added that poverty was a poorly monitored area with lack of detailed, accurate and regular data produced. Further, the respondents indicated that they faced the challenge of lack of use of monitoring and evaluation information and low public participation in the monitoring and evaluation process.

Experiences of Local Government in the Use of Monitoring and Evaluation System

Ease in Making Policies

The study found out that 53.7% of the respondents agreed that the local government of Gasabo District experienced ease in making policies due to use of monitoring and evaluation system in service delivery which resulted to improved performance. However, 46.7% of the respondents disagreed that Gasabo District experienced ease in making policies due to use of monitoring and evaluation system in service delivery. They added that using monitoring and evaluation policies such as central government policy, planning policy and decentralization policy have been formulated.

Table 20: Ease in Making Policies

Ease in Making Policies	Frequency	Percent
No	25	46.3
Yes	29	53.7
Total	54	100

Proper Budget Execution

In exploring whether the local government of Gasabo District experienced proper budget execution due to use of monitoring and evaluation system in service delivery resulting to improved performance, the study found out that 63% of the respondents agreed while 37% of the respondents disagreed. Proper budget execution enhanced performance through encouraging proper allocation of resources and providing a basis for reassessing priorities and creating an evidence base for current and future projects.

Table 21: Proper Budget Execution

Proper Budget Execution	Frequency	Percent
No	20	37
Yes	34	63
Total	54	100

Proper Management

The study found out that 51.9% of the respondents agreed that the local government of Gasabo District has experienced proper management due to use of monitoring and evaluation system in service delivery which resulted to improved performance. They indicated that proper management influenced the performance of the local government of Gasabo District through improved management of the outputs and outcomes and realization of sustainable economic growth. On the other hand, 48.1% disagreed that the local government of Gasabo District had experienced proper management due to use of monitoring and evaluation system in service delivery.

Table 22: Proper Management

Proper Management	Frequency	Percent
No	26	48.1
Yes	28	51.9
Total	54	100

Transparency and Accountability

The study aimed at establishing whether the use of monitoring and evaluation system in service delivery resulted to transparency and accountability and thus resulting to improved performance. The study found out that 70.4% of the respondents disagreed while 29.6% of the respondents agreed. Those who agreed explained that transparency and accountability influenced the performance of the local government through use of the principle of subsidiary which underpins the decentralization policy. To explain further, they indicated that the decentralization policy is designed to ensure transparency and accountability for local service delivery. This is achieved through citizen participation in planning as well as civil society and faith-based organizations, the private sector and development partners.

Table 23: Transparency and Accountability

Transparency & Accountability	Frequency	Percent
No	38	70.4
Yes	16	29.6
Total	54	100

Results from the key informant interview and focus group discussion indicated that the local governments of Gasabo District had various experiences of in the use of monitoring and evaluation system in service delivery. Fifty six percent (56%) reiterated that use of monitoring and evaluation system in service delivery empowered the people of Rwanda to actively participate in the political, social and economic transformation of Rwanda. Another 24% posited

that use of monitoring and evaluation system in service delivery accelerated achievements of government development programs and priorities. Further, 20% added that use of monitoring and evaluation system in service delivery enhanced collaboration and a sense of shared responsibility between Joint Action Development Forum members, District staff, and the District Council.

Recommendations from the Findings of Monitoring and Evaluation System in Service Delivery

The respondents gave several recommendations on how the use of monitoring and evaluation system by the local government in service delivery in Gasabo District could be improved. To start with, the respondents indicated that there is need to reform initiatives targeting performance improvement and management in the public service. They also indicated that the central government policy, whose mandate is to enhance the task for planning and facilitating of performance contracts and to ensure monitoring and evaluation, should be observed to ensure quality service provision in the district area. They also indicated that planning policy should ensure that national objectives of growth and poverty reduction are attained. Finally, they indicated that the decentralization policy should be designed with an aim of deepening and sustaining grassroots-based democratic governance so as to promote equitable local development by enhancing citizen participation.

Eighty percent (80%) of the respondents who participated in the key informant interview and focus group discussion recommended that there is need for documented processes and procedures. They explained this by indicating that the high turnover in the public sector significantly reduces the ability of GoR to consistently implement national policies and programs. Well documented and circulated processes and procedures would enable continuity.

CONCLUSIONS

Based on the findings, the study concluded that the local government of Gasabo district has an established monitoring and evaluation system. The monitoring and evaluation system plays various roles in the local government. The usefulness of the monitoring and evaluation system in Gasabo District is hindered by various challenges. The use of monitoring and evaluation system improved service delivery in Gasabo District.

RECOMMENDATIONS

The study recommended that the M&E systems in Gasabo District ought to build on existing capacities. This can be done by increasing the number of training on monitoring and evaluation. This would go a long in enhancing the efficiency and effectiveness of the monitoring and evaluation systems. The study also recommended that the M&E system in Gasabo District ought to cultivate M&E leadership among their staff. M&E system building can be supported by strong leadership played by a domestic stakeholder as it may spur interest for M&E by developing and using M&E itself and play a coordinating role. The study also recommended that the central government of Rwanda ought to harmonize the distribution of finances among the local governments. This should be done in line with the level of development in each local government. The M&E system in Gasabo District should also use the M&E information from

previous reports to plan their budget. This would assist in optimal utilization of the available resources.

Further, the study also recommended that there should be proper coordination efforts between the central government, local governments and donor agencies. This would assist in ensuring that the M&E system is straightforward whereby the donors ensure that their own practices do not overburden limited local capacities or undermine local efforts to build M&E systems by imposing additional frameworks and requirements. Donors can also play a crucial role in helping to build local M&E capacities. The study also recommended that the local government of Gasabo District should obtain a statistical baseline for effective M&E. Statistical surveys supply crucial information and provide an understanding of the socioeconomic context for effective policy choices and M&E in Rwanda. Basic information on the population, standards of living and needs is often lacking in fragile states. The constitution of statistical databases can inform policy design and planning and help in targeting specific needs, areas and population groups.

REFERENCES

- Alkin, M.C., & Christie, C.A., (2004). *Evaluation roots: Tracing theories views and influences*. In Alkin, M.C. (ed). London: SAGE publishers.
- Behn, R. (1998). The new public management and the search for democratic *accountability*. *International Public Management Journal*, 2 (1), 131-164.
- Bhola, H.S. (2000). A discourse on impact evaluation: A model and implication to literacy innovation in Ghana. *Evaluation*, 6 (2), 161-178.
- Christie, C.A. (2007). Reported influence of evaluation data on decision makers' actions: An empirical examination. *American Journal of Evaluation*, 28 (1), 8-27.
- Drucker, P. F. (1990). *Managing the nonprofit organizations practices and principles*. New York: Harper Collins.
- Elmore, R. F. (2007). *When good policies go bad: Political accountability and quality of service in education*. UK: Worcester College.
- Feldman, M. S., & Khademian, A. M. (2000). Managing for inclusion: Balancing control and participation. *International Journal of Public Management*, 1(3), 149-167.
- Gopane, M. (2012). *Effectiveness of the Eastern Cape provincial department of local government and traditional affairs to monitor and evaluate the performance of municipalities: A case*

- study of Cacadu District Municipality* (Unpublished Thesis). Cape Peninsula: University of Technology.
- GoR. (2010, February). *Concept paper on Imihigo planning and evaluation*. Nairobi: Government Printer.
- Government of Rwanda, (2007). *Economic development and poverty reduction strategy, 2008-2012*. Kigali: Government of Rwanda.
- Gulik, L. (1937). *Papers on science and administration*. New York: Institute of Public Administration Columbia University.
- Kamurua, J. (2013). *Effectiveness of strategy monitoring and evaluation at government ministries: A case study of the ministry of immigration in Kenya* (Unpublished Thesis). Nairobi: University of Nairobi.
- Shikha, D., & Zwane, E. (2014). Monitoring and evaluation mechanisms for sustainable development in Sedibeng district municipality. *OIDA International Journal of Sustainable Development*, 7 (9), 71-100.
- Tavistock Institute. (2003). *The evaluation of socio-economic development: The guide*. Retrieved January 14, 2015 from <http://www.evaled.info>.