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Rwanda

**Effectiveness of District Imihigo Using an
Outcome-Based Approach: A Case
Study of Agricultural Imihigo in Rubavu,
Burera and Kamonyi**

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ACRONYMS

CCOAIB	: Collectif de Concertation des Organisations d'Appui aux Initiatives de Base [Umbrella Organization of Rwandan Local NGOs engaged in development]
BQ	: Black Quarter
CSO	: Civil Society Organisation
FCDO	: Foreign and Commonwealth Development Office
FGD	: Focus Group Discussion
FY	: Fiscal Year
IWRM	: Integrated Water Resource Management
Kg	: Kilogramme
KII	: Key Informant's Interview
LSD	: Lumpy Skin Disease
MINAGRI	: Ministry of Agriculture and Animal Resources [Rwanda]
MINALOC	: Ministry of Local Government [Rwanda]
MINECOFIN	: Ministry of Finance and Economic Planning
MINICOM	: Ministry of Trade and Industry [Rwanda]
NGO	: Non-Governmental Organisation
NST1	: National Strategy for Transformation 1
PSF	: Private Sector Federation
PSTA-4	: Strategic Plan for Agriculture Transformation 2018-24
RAB	: Rwanda Agriculture Board
RVF	: Rift Valley Fever
SMART	: Specific, Measurable, Achievable, Relevant, Time-bound
TI-Rw	: Transparency International-Rwanda
ToRs	: Terms of Reference

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EXECUTIVE SUMMARY

1. Study background and objectives

Since its establishment in 2004, Transparency International -Rwanda (TI-Rw) interventions focus on different projects aiming at promoting citizens' awareness of their rights and conducting evidence-based advocacy initiatives at local and national levels to impact the lives of citizens. In this regard, beginning from 2017, this organisation has been implementing a project aimed at engaging citizens to have a voice in the process of planning, monitoring and evaluation of the performance contracts "*Imihigo*". It is in this context that TI-Rw with the financial support of Foreign and Commonwealth Development Office (FCDO) has commissioned a study on the effectiveness of district *Imihigo* using an outcome-based approach.

This case study pursued five specific objectives as follows:

- Evaluate the quality of District Performance contracts (with a focus on agriculture *imihigo*) at all level of formulation, implementation and evaluation in Burera, Kamonyi and Rubavu Districts,
- Evaluate (qualitatively) the level of agriculture-related *Imihigo* performance in terms of outcome-based achievements in fiscal year 2018/2019, 2019/2020 and 2020/2022,
- To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts,
- Highlighting the challenges and factors hindering the achievement of agriculture-related *Imihigo*,
- Propose an adequate framework to improve *Imihigo* process cycle to achieve outcome-based performance.

2. Methodology

By design, it is a case study which focused on agricultural *imihigo* in Rubavu, Burera and Kamonyi Districts for fiscal year 2018/2019, 2019/2020 and 2020/2021. This assessment used a qualitative which involved four major methods including desk review, FGDs, KIs and direct observation. Participants included farmers, leaders of farmers' cooperatives and local leaders from the three districts.

With regard to the selection of agriculture-based *imihigo* for the actual study, we considered 2 agriculture *imihigo* outcomes, one focusing on increasing agricultural production for priority crops and one relating to increasing animal productivity. All *imihigo* outputs under each of these two outcomes were included.

3. Key findings

- Overall, district agriculture *imihigo* are technically well designed based on SMART criteria. These are **specific, measurable** with clear and well formulated indicators, **achievable** through targets which require reasonable resources, **relevant** as they are aligned with national policies (e.g. NSTI, Vision 2050, PSTA-4) and **time-bound** (designed on an annual basis). *Imihigo* are formulated in a template which clearly captures inputs, resources (budget), activities, outputs and outcomes which constitute major elements of results chain.
- However, the technical design of *imihigo* is based on achieving set targets aligned to expected outputs without indicators that could be used to measure outcomes. This means that as per the design, one can track the short-term changes (outputs) and not the medium and long-term changes induced by *imihigo*. Yet the ultimate goal of *imihigo* is to contribute to achieving the social, economic and governance transformation that are enshrined in the Vision 2020 (that has passed out), NSTI and the Rwanda's Vision 2050. This implies that the existing template used for *imihigo* planning, budgeting, implementation, monitoring and evaluation needs to be revisited to integrate outcome indicators, capture and document medium and long-term changes induced by the district *imihigo*
- As far *Imihigo* process is concerned, the assessment reveals that district agriculture *imihigo* lie primarily on a top-down approach. In this regard, except for the implementation phase, other phases (planning, budgeting, monitoring and evaluation) are very largely driven by the government (both national and local). Farmers' participation in the latter phases remains very limited and this may question the relevance of agriculture *imihigo* , specially those that are initially meant to be informed by local priorities (as opposed to those that are informed by national priorities). Yet participation is a core principle and value across national and local planning, budgeting,

implementation, monitoring and evaluation of development interventions. The quality of imihigo is therefore not only about the SMARTness of the indicators but also about the content. It is worth highlighting that citizen participation in imihigo is not only an issue of rights but also an imperative of ensuring that the adopted imihigo are relevant to the core beneficiaries who are primarily the citizens.

- Concerning the level of achievement of sampled district agriculture imihigo in the three districts, it was found, based on self-reported data (by district officials), set targets for the sampled imihigo were very highly achieved (above 80%) in Kamonyi and Rubavu districts and moderately achieved (below 70% except for 1 fiscal year) in Burera District.
- In this regard, it was obvious that over the past three years, by achieving expected outputs, districts were able to achieve some changes in terms of both outcomes and impact at farmers' and community levels. Participants' testimonies corroborate on some increase in both agriculture and animal productivity. Similarly, the study came up with some narratives on how increase in animal and agriculture productivity improved farmers' socioeconomic conditions. However, the assessment reveals that in some instances whereby high performance in achieving specific targets did not lead to expected outcomes. In between there are other parameters to consider. For example, in Kamonyi District, it was found that some radical terraces were constructed but farmers did not cultivate them due to lack of fertilisers. In other words, achieving the target did not induce the expected change.
- Furthermore, it emerged from the evaluation that a series of challenges and gaps hamper efforts aimed to achieve expected outputs and outcomes of district agriculture imihigo. They include
 - ❖ Imihigo design template which lacks indicators to track/measure the outcomes
 - ❖ Limited participation of farmers in the planning, budgeting, monitoring and evaluation.

- ❖ Delays in supply and insufficiency of agricultural inputs
- ❖ Lack of markets for the harvest/produces
- ❖ Insufficient harvest drying and storage facilities
- ❖ Underuse or misuse of achieved outputs and hence impede on the achievement of expected medium change

To mitigate the identified challenges and gaps , a number of actions were reformulated as in the table 14.

1. INTRODUCTION

1.1. Background and context

Transparency International Rwanda (TI-Rw) is a Rwandan civil society organization (CSO) that was created in 2004 and registered as a non-governmental organization (NGO) in accordance with the law no 04/2012 of 17/02/2012 governing the organization and functioning of the national NGOs. TI-Rw's mission is to contribute to the fight against corruption and promote good governance through enhancing integrity in the Rwandan society.

Since its inception, TI-Rw implements different projects aiming at promoting citizens' awareness of their rights and conducting evidence-based advocacy initiatives at local and national levels. It is in this framework that since 2017 TI-Rw, has been implementing a project aimed at engaging citizens to have a voice in the process of planning, monitoring and evaluation of the performance contracts "*Imihigo*". *Imihigo* is a Kinyarwanda concept which initially means "*the setting of goals upon which Kwesa imihigo* (evaluation) will be conducted at a future point in time. *Imihigo* is founded on the old Rwandan cultural practice whereby two parties publicly committed themselves to the achievement of a particularly demanding task"¹.

In the country's modern governance system, the concept of *Imihigo* refers to "home grown initiatives in the form of performance contracts signed between the President of the Republic of Rwanda and government ministries, some government institutions, District mayors and the City of Kigali. In their respective government settings, ministries and mayors commit themselves to achieve a set of goals within a given timeline"². In 2006, the Government of Rwanda "introduced *Imihigo* as a performance-based management tool to strengthen strategic planning and management and improve service delivery in the local government system"³ before scaling it up to all government institutions.

¹ African Development Bank. (2012). Performance Contracts: and social service delivery- lessons from Rwanda, p.6

² Never Again Rwanda. (2020). Extent to which Imihigo at lower Local Administrative Levels are Aligned with Approved District Imihigo, p.20

³ African Development Bank. (2012). Performance Contracts: and social service delivery- lessons from Rwanda, p.6

The *Imihigo* apply to all public services including agriculture which is a key to food security, poverty reduction and economic development. Data from the National Institute of Statistics of Rwanda (NISR) show that agriculture has consistently been the second contributor to the country's GDP over the past 10 years (between 2010 and 2020). From 2019 to 2020, the share of agriculture contribution⁴ rose from 23.54% to 26.25%.

This implies therefore that to turn farmers' priorities into planned *Imihigo* into the reality, the entire *Imihigo* process should be accompanied by quick and operative service delivery process that assures accountability of local government, feedback to citizens and participation of citizens.

In that context, TI-Rw secured funds from the Foreign and Commonwealth Development Office (FCDO) to implement a project aimed at "*Strengthening Farmers' Participation in Imihigo Planning and Budgeting through Social Accountability Tools in Rwandan Agriculture sector*" in order to contribute to overcome the observed gaps in *Imihigo* cycle. TI-Rw will contribute to address the low participation of farmers in policy planning, budgeting, monitoring and evaluation of local and national agricultural development plans using social accountability mechanisms in order to increase the quantity and quality of farmers' involvement in the planning and evaluation process of the district *imihigo*. TI-Rw implements this project in partnership with other two local CSOs: *Imbaraga* which leads the implementation of activities in Burera District and the Collectif de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB) that implements project activities Rubavu and Kamonyi Districts.

The Project's direct beneficiaries include 12,434 farmers, members of the two partner organizations (CCOAIB and Imbaraga), distributed in three districts as follows: Rubavu (6043), Burera (5182) and Kamonyi (1209). The project indirect beneficiaries account for 1,080,618 citizens from Burera District (336,455), Rubavu District (403, 662) and Kamonyi District (340,501). The project is a scale up of a similar one that was successfully implemented in Kayonza and Nyanza Districts.

In order to achieve the project objectives, four (4) main strategies have been defined and termed as components as follows:

⁴ NISR: Rwanda: Share of economic sectors in the gross domestic product (GDP) from 2010 to 2020. Retrieved from <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

Component 1: Enhancing farmer's meaningful participation in planning and evaluation of agricultural development plans in Rubavu, Burera and Kamonyi districts.

Component 2: Strengthening the cooperation between CSOs, Government and farmers for ensuring effective agricultural projects.

Component 3: Fostering social accountability mechanisms that can smoothen farmers' participation in decision making from the low level in the small farmers groups up to the district and national level.

Component 4: Increasing cooperation and partnership among CSO to enhance citizen participation.

In the framework of this project, TI-Rw is conducting a study to evaluate the extent to which *Imihigo* process cycle can be attributed to District performance contracts' effectiveness from 2018/2019 FY and 2020/2021 FY and what could be an improved application to achieve outcome-based performance.

1.2. Study objectives

This case study pursues the following five objectives:

- Evaluate the quality of District Performance contracts (with a focus on agriculture *imihigo*) at all level of formulation, implementation and evaluation in Burera, Kamonyi and Rubavu Districts,
 - Evaluate (qualitatively) the level of agriculture-related *Imihigo* performance in terms of outcome-based achievements in fiscal year 2018/2019, 2019/2020 and 2020/2022,
 - To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts,
 - Highlighting the challenges and factors hindering the achievement of agriculture-related *Imihigo*,
- Propose an adequate framework to improve *Imihigo* process cycle to achieve outcome-based performance.

2. POLICY AND LEGAL FRAMEWORK

2.1. Brief overview of contract performance (Imihigo) in Rwanda

The term “*Imihigo*” (*umuhigo* in singular) is well-established in traditions of Rwanda both at the political and community spheres. Traditionally, *umuhigo* refers to “vow to deliver” and implies another concept of “*guhiganwa*” which involves a competition among two or many individuals or actors to achieve a certain goal (I [CCOAI], 2018). Rwanda Governance Board [RGB] (2018) defines imihigo as “a home-grown solution consisting in pledging to accomplish a certain number of tasks for which someone is held accountable” (p.21).

While in the beginning *Imihigo* were mainly well-known as local government planning, budgeting, implementation and evaluation tool for local government (from the household to the district), this approach has, since then, also applied to the entire public sector including ministries and line institutions as public institutions reporting to the Parliament and/or to the President's Office.

Concerning local government *imihigo*, it is worth noting that while some of them are meant to be informed by the district development plans and citizens' needs and priorities while others are jointly planned by the districts and relevant ministries and selected government institutions. Since 2006, annual evaluations of District *imihigo* have been conducted to gauge the extent to which the set targets have been achieved.

2.2. Policy, legal and institutional framework for local government *Imihigo*

2.2.1. The Constitution of Rwanda

The policy and legal frameworks for *imihigo* are enshrined in the Constitution of Rwanda of 2003 as revised in 2015 and in a set of law, policy and regulations. Firstly, art. 48 of the Constitution calls for participation in the development of the country. It states that “[t]he State has the duty to put in place development strategies for her citizens” (paragraph 1). It also proves for citizens' participation in the management of public affairs. According to art.48, para 2, “All Rwandans have the duty to participate in the development of the country through their dedication to work, safeguarding peace, democracy, equality and social justice as well as to participate in the defence of their country”. As a tool for development planning,

budgeting monitoring and evaluation, *Imihigo* therefore fit well in these constitutional commitments.

2.2.2. The law on results-based performance management in branches of government

There exists a law⁵ governing results-based performance management in branches of government. The law was gazetted in May 2017 and applies to all State organs and public service (art.2). This legal instrument describes key steps of *imihigo* process including planning, budgeting, implementation, monitoring and evaluation and establishes roles of responsible actors in the entire process. It also puts an emphasis on the imperative to link the planning with the budget on the one hand, and the planning with national priorities (in the action plan of State organs). In addition, this law provides for individual *imihigo* (relating to individual staff members) and institutional *imihigo* (associated with a state organ).

Nevertheless, this law appears to apply to state organs and public institutions other than local government. For instance, on parties to the performance contract, art.12 states that “[t]he performance contract of the organ is concluded between the head of the organ and its supervising authority”. Yet is known that district *imihigo* have been annually signed between mayors and the President of the Republic, while the latter is not their direct supervisor. Similarly, , this law does neither mention the role of citizens (direct participation) nor that of their representatives (councils), yet citizen participation is not only a constitutional duty but also core value and a specific objective of the National Decentralisation Policy (MINALOC, 2021).

2.2.3. Guide for Imihigo Process at village, cell and sector levels

In 2020, MINALOC issue a handbook of guidelines for key issues (areas) to include local government *imihigo* with a focus on village, cell and sector levels. The handbook makes a distinction between typical rural villages, cells and sectors (major characteristics) and urban ones. In other words, not all characteristics of rural entities and those for urban entities are necessarily the same.

⁵ Law No18/2017 of 28/04/2017 governing results-based performance management in branches of government

3. METHODOLOGY

The concept of case study has no universally accepted definition. For the purpose of this assessment, we borrow the definition from Helen Simons⁶. She defines the case study as “a critical review that sought commonalities of various case study definitions: “Case study is an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, program or system in a ‘real life’”. In this assessment, the subject matter of the case study refers to agriculture-based *imihigo* which is one case of many public service areas to which local government *imihigo* apply.

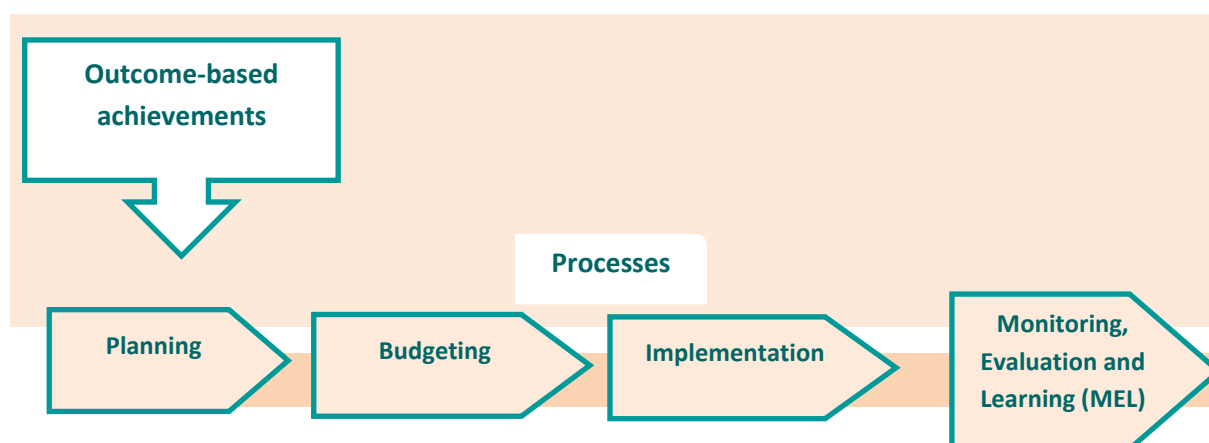
3.1. Study design, approach and methods

By design, the proposed assessment is a case study which explores the quality of district agriculture-based performance contracts (*imihigo*), the level of their performance in terms of outcome-based achievements and extent to which they shape beneficiaries' socioeconomic development with a focus on agriculture sector. The study applies a qualitative approach which, in turn, uses four major methods: desk research, Focus Group Discussions (FGDs), Key Informants' Interviews (KIs) and direct observation.

Desk review: This method will involve the analysis of major legal and policy documents governing *imihigo* with a focus on their processes (design or planning, implementation, monitoring and evaluation). Such an approach of considering the whole planning cycle is adopted due to the fact that a well thought planning process is a necessary condition for effective implementation.

⁶ Simons, H. (2009), as cited in Starman, A.B. (2013). The case study as a type of qualitative research . *Journal of Contemporary Educational Studies*. 1/2013, 28-43.
https://www.academia.edu/40744063/The_case_study_as_a_type_of_qualitative_research_JOURNAL_OF_COTEMPORARY_EDUCATIONAL_STUDIES_1_2013_28-43

Figure 1: Outcome-based achievements assessment through Imihigo process cycle (Planning, Budgeting, Implementation, Monitoring, Evaluation and Learning (MEL))



The proposed approach went beyond assessing effectiveness, i.e. the extent to which targets have been met (implementation) to consider all processes (planning, budgeting, monitoring and evaluation), by focusing on how a specific *umuhigo* is formulated, checking if it has a clear indicator, baseline, targets, and clear activities that are likely to lead to outcome-based achievements, and if the proposed activities are clearly formulated using Specific, Measurable, Achievable, Relevant, Time-Oriented (SMART) measurement, evidence of meaningful consultations in the setting of *imihigo*, evidence of budget allocated to *umuhigo* (e.g. budget document, budget execution reports, etc.), accuracy and quality of reported achievements which are assessed using triangulation of different sources, including reports and spot-check on the field/observation.

In order to ensure the sustainability of continuous improvement, it is necessary to evaluate the process and the outcomes. It is only when we link the indicators or targets with the processes such as planning, budgeting, implementation, monitoring and feedbacks that we can understand how inputs led to outputs and outcomes and the steps that a district may need to take across a number of years to achieve the intended outcomes in a sustainable way. Furthermore, examining the process leads to understanding why some *imihigo* are not fully achieved or achieved in the most efficient and effective manner and then put in place remediation strategies.

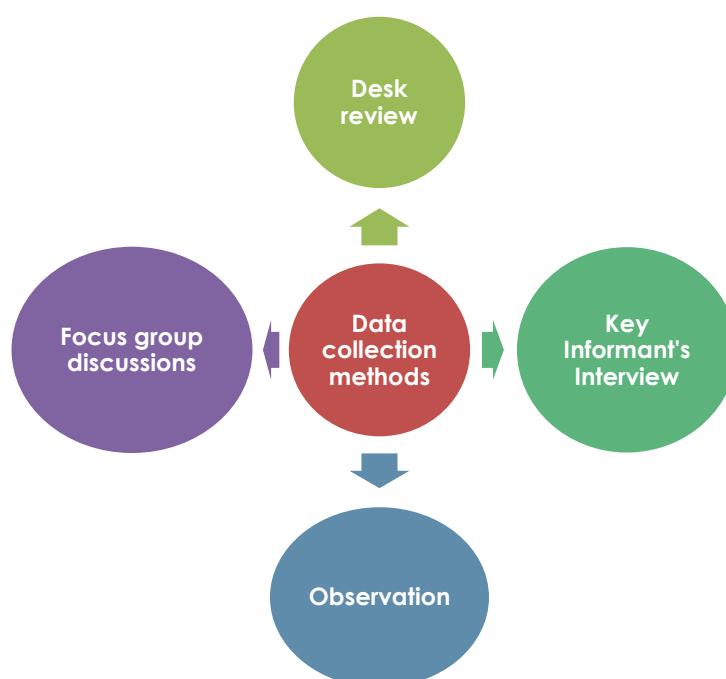
Focus group discussions (FGDs): This method served to collect data from targeted farmers from the three districts. It mainly focused on *imihigo* process (planning, budgeting, implementation and evaluation) with an emphasis on participation of citizens (farmers) and other relevant stakeholders on the one hand, and on the outcomes of those *imihigo* against the set targets. FGDs were also useful in assessing

the extent to which the targets and expected outputs/outcomes of the 2018/2019 to 2020/2021 district agriculture-based *imihigo* were achieved, and whether or not those *imihigo* shaped their socioeconomic development. Similarly, during FGDs, participants examined the challenges hindering the achievement of *imihigo*. For the sake of inclusivity, efforts were made to ensure that both men and women, youth, people with disabilities (all beneficiaries) are included in the study.

Key informants' interviews (KIs): These were organised with selected farmers' cooperative leaders, district authorities and selected representatives of civil society organisations that intervening in agriculture sector in those districts.

Observation: For the purpose of data triangulation, observation method permitted the research team to see whether reported *imihigo* milestones actually exist on the ground (i.e. cultivated lands with reported crops, irrigation facilities, developed feeder roads...). In other words, it was important to verify on the ground if some results or achievements as presented in the reports (e.g. official documents) reflect the reality on the ground. Figure 2 depicts the data collection methods and Appendix 2 presents data collection tools for the actual case study.

Figure 2: A summary of data collection methods



3.2. Study population and sampling plan

As specified in the ToRs, this case study covered 3 districts including Burera (Northern Province), Kamonyi (Southern Province) and Rubavu (Western Province). These are actually the target districts for the project implemented by TI-Rw in partnership with Imbaraga and CCOAIB. The study population consists of the project's direct beneficiaries comprised of 12,434 farmers, members of the two TI-Rw partner organizations (CCOAIB and Imbaraga) from the three districts. They account for 6043 farmers (Rubavu District) 5182 farmers (Burera District) and 1209 farmers (Kamonyi District).

In each district, at least four (4) FGDs were conducted in line with the number of output-based *Imihigo* that could be observed by researchers. For the sake of abiding by the government measures to contain the spread of COVID-19 virus, each FGD comprised of 8 persons (50% were women). TI-Rw provided hand-sanitizers during FGD sessions. Likewise, physical distancing was observed during FGDs sessions. All in all, 12 FGDs were organised for the purpose of this case study. Participants in FGDs were selected in collaboration with farmers' cooperative leaders (for farmers' category) and district authorities (for sectors' executive secretaries and councillors).

In addition, 7 KIs were conducted at district level. These involved the district agronomist, the district veterinary, the district director of planning and 2 presidents of farmers' cooperatives and 2 representatives of CSOs who interventions include agriculture among other fields. A total of 21 KIs were therefore conducted in this assessment.

Concerning the selection of agriculture-based *imihigo* for the actual case study, we included 2 agriculture *imihigo* outcomes: one focusing on increasing agricultural production for priority crops and one relating to increasing animal productivity. All *imihigo* outputs under each of these two outcomes were considered. Given that the annual *imihigo* evaluation is based on outputs, for the sake of grasping information on *imihigo* outcomes in this study, a relatively longer period (three years) was considered for the assessment. *Imihigo* for three fiscal years were therefore

taken into account. These included district agricultural *Imihigo* for 2018/2019, 2019/2020 and 2020/2021.

3.3. Data collection

While the lead consultant and associate consultant were the core facilitators of meetings, the client provided complementary staffers to support the note-taking and daily reporting meetings. In addition, voice recording of interviews and FGDs was done with prior permission of participants.

3.4. Data analysis and report drafting

After fieldwork, data from interviews and FGDs was coded and organised in themes. Similarly, data from desk research and observation was analysed. Given the qualitative nature of the study, thematic data analysis method was applied. Concerning the analysis of the quality of district *imihigo* in the agriculture sector, the **SMART approach** was applied. The concept of SMART was developed by Doran, in 1981 in the article “*There’s a S.M.A.R.T. Way to Write Management’s Goals and Objectives*”⁷. It increasingly got a buy-in of many development managers as a “tool designed to help organisations and individuals set objectives in an effective and productive manner”⁸. In human resources management, University of California (2016) posit that SMART goals are “designed in a way to foster clear and mutual understanding of what constitutes expected levels of performance and successful professional development”⁹. Table 1 depicts what SMART is all about (criteria).

⁷ Doran, G. T. (1981). *There’s a S.M.A.R.T. Way to Write Management’s Goals and Objectives*. *Management Review*, 70, 35-36.

⁸ Chartered Management Institute. (no date). *Setting SMART Objectives Checklist 231*. Retrieved from https://www.managers.org.uk/wp-content/uploads/2020/03/CHK-231-Setting_Smart_Objectives.pdf

⁹ University of California. (2016). *Setting SMART Goals: A how to guide*. Retrieved from https://www.ucop.edu/local-human-resources/_files/performance-appraisal/How%20to%20write%20SMART%20Goals%20v2.pdf

Table 1: Description of SMART approach ¹⁰

	Criteria	Guiding questions
S	Specific	What will be accomplished? What actions will you take?
M	Measurable	What data will measure the goal? (How much? How well?
A	Achievable	Is the goal doable? Do you have the necessary skills and resources?
R	Relevant	How does the goal align with broader goals? Why is the result important?
T	Time-bound	What is the time frame for accomplishing the goal?

In the actual case study, SMART analysis was therefore conducted to examine the extent to which District Imihigo outcomes, outputs and milestones (for the 2019/2020 fiscal year) meet SMART criteria. After the data analysis, the consultant drafted the report.

3.5. Quality assurance

Conducting such an assessment requires a set of measures to assure quality of data and information. For this assessment, the following activities and measures contributed to the quality assurance, ensuring rigorous data collection, data analysis and synthesis, which are supported by triangulation and verification to minimise potential errors:

- Development of the tools and methodology in a participatory way
- Validation of the methodology and tools by TI-Rw team
- Triangulation: Use of several techniques to gather maximum information and to supplement the inherent weaknesses in each approach
- Quality assurance by an external reviewer.

3.6. Ethical considerations

Relevant measures (including confidentiality and informed consent among others) were taken to ensure the protection of respondents and to abide by standard ethical considerations. Efforts were made to ensure that everyone's participation is voluntary. Additionally, barrier measures to prevent the transmission of coronavirus were observed at all stages of the research process. In this regard, each FGD did not exceed 8 persons and hand-sanitizers were used during FGD sessions. Furthermore, physical distancing was observed during FGDs sessions.

¹⁰ University of California. (2016) op.cit.

4. KEY FINDINGS

This chapter presents major findings of the actual case study conducted on agricultural imihigo in Burera, Kamonyi and Rubavu Districts. It is structured in five (5) sections. Section One focuses on the quality of district agricultural imihigo process, while section Two and Three examine the effectiveness of agricultural Imihigo in achieving intended outcomes and the influence of district agricultural Imihigo on farmers' socioeconomic development respectively. While sections Four explores major challenges to optimal achievement of district agricultural Imihigo, section Five concludes and provides recommendations.

4.1. Quality of district agricultural Imihigo

For the purpose of this assessment, the quality of district agricultural imihigo was examined across the key phases of *imihigo* process: design/formulation, budgeting, execution, monitoring and evaluation. At the formulation phase, the quality is analysed on the basis of the formulation (write-up) (to check the SMARTness of the formulation) and the extent of participation of relevant stakeholders (farmers, councils, CSOs...).

4.1.1. Assessing the SMARTness of imihigo

Overall, the study found that *imihigo* are technically formulated in a SMART way and tend to have a standardised format across the three districts assessed, and most likely in all districts of Rwanda. **Table 2** depicts the format for the formulation of *Imihigo*.

Table 2: Format for district imihigo formulation

No.	Outputs (Under priority area/ sector/ Pillars)	Indicator	Baseline	Source of Data	Targets/milestones				Annual Target	Activities & Relevant Stakeholders	Budget (Frw)	Achievement	observations /comments					
					Q1	Q2	Q3	Q4										
ECONOMIC TRANSFORMATION PILLAR																		
SECTOR: AGRICULTURE																		
Outcome1 :																		
1	Output 1.1:																	
2	Output 1.2:																	
3	Output 1.3:																	
Outcome 2 :																		
4	Output 2.1:																	
5	Output 2.2:																	
Outcome 3 :																		
6	Output 3.1:																	
7	Output 3.2:																	

Source: adapted from imihigo of the three districts (Burera, Kamonyi, Rubavu) for fiscal years 2018/2019, 2019/2020 & 2020/2021

As mentioned in the source for Table 2, all districts *imihigo* (at least for the fiscal years 2018/2019, 2019/2020 & 2020/2021) are presented in the above format. The format presents *imihigo* specifications at two levels: the row level and the column level.

The row data captures four *imihigo* specifications including the national strategic pillar to which *imihigo* are aligned, the sector, the expected outcome and the expected output as shows in Table 2. The number of outcomes and that of outputs may vary from the district to another depending on the district targets in the light of national strategic priorities.

At the column level, *imihigo* template captures data on 9 aspects: the outputs (Under priority area/ sector/ pillars), the indicator, the baseline, the data source, the target or milestone (both quarterly and annually), the activities and relevant stakeholders to be involved, the budget for a specific expected output, the achievement and any observation or comments.

In this case study, the SMARTness for district agricultural imihigo in terms of formulation is largely based on the above two levels of information captured in the imihigo format. Below is the result of the analysis of the SMARTness of district agricultural imihigo (Burera, Kamonyi, Rubavu).

1. **Specific?:** Every *umuhigo* is aligned with a clear indicator and an output which are tied to an outcome, a sector and national priority area.
2. **Measurable?:** All formulated agricultural *imihigo* mention clearly the measurement indicator (e.g. ha of land to be consolidated with maize, number of tons of fertilizers timely delivered and used by farmers, hectares of land covered by priority food crops etc.), the baseline and the target against which the achievement will be measured.
3. **Achievable?:** Achievability is a concept that may be hard to assess because it involves the evaluation of necessary skills and resources to effectively deliver on a particular task or assignment. District agricultural *imihigo* often include targets that involve at the same time human, financial and material resources. This case study was not able to conduct a market study to objectively assess the cost of particular specific agricultural inputs and labour force needed for the implementation of *imihigo*. Nevertheless, the study found that for the majority of assessed *imihigo*, the needed costs/ budgets are indicated.

In addition, it emerged from discussions with district officials that much of labour for implementing district agriculture *imihigo* comes from farmers, while core agricultural inputs (seeds, fertilisers, pesticides) are partly subsidised by the Government of Rwanda through Nkunganire programme. However, in many cases, manures from farmers' farms supplement government partially subsidised fertilisers. Given the above and considering that *imihigo* targets are tied to outputs to be achieved by one fiscal year, there are good grounds to advance that agricultural *imihigo* are largely achievable (in terms of outputs).

Nonetheless, one can argue that achieving outputs or targets in short-term does not necessarily mean meeting the expected outcome or achieving the underlying goal in the long-term. While progress has been made in terms of achieving particular targets (see Tables 4; 5; 6; 7; 8; 9; 10; 11; and 12), there

are other factors to consider to ensure that related outcomes are met. For example, the target on radical and progressive terraces has been successfully achieved in almost all districts, but in some cases, areas under terracing in different districts are affected by erosion. Terraces can considerably reduce soil loss due to water erosion if they are well planned, correctly constructed and properly maintained. If not maintained, they can provoke land degradation. Yet in the three districts assessed, there is no budget planned for maintaining existing terraces.

Moreover, one can argue that achievability is likely to partly depend on the level of farmers' participation in the formulation, budgeting, implementation and evaluation of agricultural imihigo. The more the farmers are involved in voicing their priorities and are given spaces to provide feedback on the implementation of agricultural imihigo the more they own the whole process and can commit their labour force and financial resources for the implementation of the said imihigo and the maintenance of achieved outputs/targets. This also holds true for the participation of other relevant stakeholders such as CSOs and the private sector.

4. **Relevant?:** Agricultural imihigo formulated by Burera, Kamonyi and Rubavu districts for fiscal years 2018/2019, 2019/2020 & 2020/2021 are aligned with national agricultural priorities as enshrined in the National Strategy for transformation (NST 1) which is also the 7 Years Government Programme (2017-2024). They are also informed by the national Strategic Plan for Agriculture Transformation phase 4 (PSTA 4) which “outlines priority investments in agriculture and estimates required resources for the agriculture sector for the period 2018-2024” (Ministry of Agriculture and Animal resources [MINAGRI], 2018, p.9). Lastly, those imihigo are linked to agriculture priorities that are in the district development strategies (DDS). In fact, all agricultural imihigo that the three districts formulated between 2018 and 2021 have 3 common and consistent outcomes: increasing agricultural productivity for priority crops, increasing animal productivity and increasing cash crop production. These three areas are also embedded in both the NST1 and the PSTA 4. For instance, one of the 7 broad objectives of the economic pillar under NST 1 lies in “[increasing] agriculture and

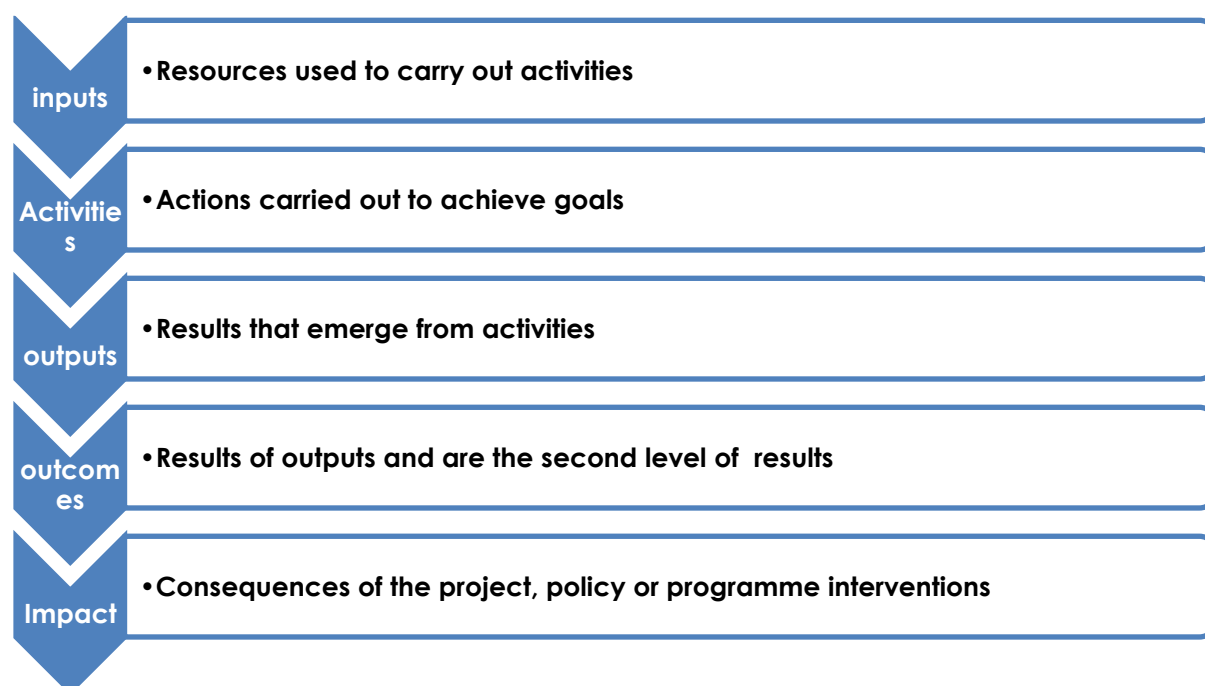
livestock quality, productivity and production (Government of Rwanda, 2017, p.17). Similarly, one of the 4 priority areas of PSTA 4 relates to productivity and resilience and includes sustainable land husbandry and crop production intensification, effective and efficient irrigation, animal resources and production systems among other key aspects (MINAGRI, 2018).

5. **Time-bound?** : Since their inception imihigo have been formulated and implemented to achieve expected results within one fiscal year (July to June). The district agricultural imihigo assessed in this case study also abode by the same timeframe with quarterly milestones. It is worth mentioning that until 2018, annual reviews of district imihigo were conducted and results served in district ranking and awarding of the top 5 best performers. However, as is discussed in another sector, such a timeframe fits best the output-based planning but not the outcome-based one. In other words, one year period may help achieve imihigo outputs, while it may require longer time to realise expected mid-term and long term changes (outcomes and impacts).

- **Lacking outcome and impact-based indicators**

From an output viewpoint, district imihigo in general and agriculture imihigo in particular prove to be SMART and have clear indicators to measure the achieved outputs. Nevertheless, the design of imihigo as is shown by the template (format) above does not allow to track changes at both outcome and impact levels. This means that there are still gaps in setting clear indicators and differentiating outputs from outcomes . MINECOFIN (2021, p.), in its National Monitoring, Evaluation and Learning Guidelines, categorises the results chain into five states grouped into inputs, outputs and outcomes as in Figure 3:

Table 3: Results chain



Source : MINECOFIN (2021)

While the template (see Table 2) clearly mentions the expected outputs and outcomes, it does not include neither the expected impact nor the indicators to track results beyond the expected outputs. For example, it is not clear how tracing terraces, consolidating land, inseminating cows, establishing drying and storing facilities have been leading to achieving expected outcomes from agriculture imihigo and therefore contributing to induce socioeconomic transformation. If imihigo are actually meant to contribute to the social and economic transformation at household, community and national levels, their design should clearly indicate how intended medium and longterm results will be measured. In other words, beyond the outcome, there is a need to have a clear set of indicators and activities to track changes over time in order to ensure that the formulated imihigo are actually leading/contributing to the expected socio-economic transformation. In this regard, an outcome-mapping approach could be adopted and integrated in the formulation, budgeting, monitoring and evaluation frameworks for district imihigo planning and evaluation. Nevertheless, the aforementioned guidelines are quite new (published in 2021) and should be effectively disseminated to all users in general and to districts officials in particular. Such a dissemination will induce the users' awareness of this instrument and most likely their ownership/application.

4.1.2. Farmers' participation in the planning, budgeting, implementation, monitoring and evaluation of district agricultural imihigo

In addition to the SMARTness criterion, the quality of district agricultural imihigo was also assessed on the basis of the process of its formulation, budgeting, implementation and monitoring and evaluation. The focus is put on the role that farmers play in the design of imihigo, particularly in voicing their priorities for integration in district imihigo.

The findings from the three districts show that imihigo process lies in top-down approach, rather than being primarily bottom-up. Farmers' are almost unanimous on the fact that imihigo remain a top-down process whereby the content is determined by both central government and district authorities. Both the district action plans and the MINAGRI strategic plan largely inform the design of district agriculture imihigo. Once formulated, the district imihigo are then sent to sector's administration which, in turn, share them with farmers for implementation. Farmers' role appear to lie in implementation of agricultural imihigo as approved by district authorities on the one hand, and those committed to by their respective households through a template they receive from local leaders, as some respondents in interviews posited: *"As technicians, we have never received or experienced any priorities submitted by farmers to the sector or district level in the last fiscal year 2020-2021. Only MINAGRI is responsible for setting agriculture priorities based on their strategic plan. The Districts draw its action plan and agriculture Imihigo from the MINAGRI strategic plan which are sent to sector authority. We don't have the right to change or modify anything from agriculture imihigo that the District has approved and sent to the local level and the community at large"*. (KII, Sector Agronomist in Burera District)....

....*"As farmers, we do not participate in the formulation of district imihigo. At the village level, we just pledge performance contracts we shall achieve in our families. Other performance contracts such as those associated with Girinka program are prepared at the District level"* (FGD with farmers in Gacurabwenge sector, Kamonyi District).....

"Imihigo are prepared at the district level and approved by the district council and brought to the Sector Council and brought down to the cells as well as to the village and implemented" KII with cooperative leader, Burera District.

While the latter testimony highlights the role community members play in selecting beneficiaries of some social protection and pro-poor programs such as Girinka, it also insinuates the indirect citizen participation in the district imihigo process through citizens' representatives (councilors). However, in practice, how members of district councils get in touch with farmers to get immersed with their priorities remains unclear.

In this regard, some local government officials claimed that they get to collect farmers' priorities through cooperative leaders and agriculture advisors. As argued by the director of agriculture in Kamonyi district:

"Agricultural performance contracts come from farmers. There are farmers' cooperatives and that is where we start when preparing agriculture imihigo. We invite all 316 agricultural advisers and cooperative leaders to get their opinions and we formulate the performance contracts from there. As for Girinka-related Imihigo, we consider the available budget and we buy cows according to the budget we have".

Nonetheless, the official's view did not concur with that of farmers' cooperative leaders. Instead the latter emphasised the top-down approach that still characterises imihigo process.

"In fact, the determination of the agricultural priorities of the district's performance contract is done at the district level; I think they also invite staff in charge of agricultural activities at the sector level, and then we, as agricultural cooperatives, are notified of the approved agricultural projects. We are, nonetheless, happy of the agricultural facilities they provide to us, such as this irrigation system, which helps us boost our agriculture's output" (KII with a cooperative leader in Kamonyi District).

"We do not take part in the formulation, budgeting and evaluation of agricultural "Imihigo" because we are not invited to related meetings. We may suggest numerous agricultural initiatives be included in the district's performance contract whenever we get chance to participate in the IMIHIGO process as farmers" A cooperative leader in Rubavu district

It goes without saying that indirect participation is convenient at upper levels (for instance from the sector upwards) where involving citizens directly may not prove to be always realistic. Nevertheless, when representatives are not effectively in touch with voters/citizens, the voice of the latter is likely to get unheard.

Furthermore, the theory of district imihigo formulation is that both national and local priorities should be catered for. National agricultural imihigo derive primarily from NSTI, PSTA 4 and are integrated in district imihigo as part part of joint imihigo. As for local priorities, these are meant to be informed by both district development strategies and current citizens' needs based on both persisting and emerging issues. However, this assessment shows that the practice does not give much attention to citizens' needs and priorities.

Unlike for farmers' participation in the formulation, budgeting, monitoring and evaluation which remains very limited, their participation in the implementation phase proves to be substantial. In the three districts, the farmers participate in the said phase either as cooperative members or as individual farmers. Their participation in imihigo operates through two major ways, first as land owners and second as labour force providers. As one respondent explained:

"Farmers' cooperatives are the main actor in the implementation of imihigo. First, they are the owners of the land for instance in the case of tracing terraces as part of district imihigo. They are also the owners of lands that were consolidated in cooperatives for the growing of priority crops. The fact that we work together enhances the productivity and getting the support from the government becomes

easier as we work in cooperatives" (KII with a cooperative leader , Burera District).

Citizen participation is not only a constitutional duty and right but also a practice that ensures that national and local plans are well informed by citizens' priorities and have therefore the potential to bring about impactful change. Article 27 of the Constitution states that *"All Rwandans have the right to participate in the Government of the country, either directly or through their freely chosen representatives, in accordance with the law"*.

It is worth noting that participation stands among core guiding principles of planning, monitoring and evaluation enshrined in the Results-Based Performance Management Policy for Rwanda Public Service (Ministry of Finance and Economic Planning, 2015). This policy states that:

"The formulation of plans at all levels in Central and Local Government will follow a participatory process bringing on board citizens, private sector, civil society at all levels so that priorities relevant to all stakeholders are taken into account. Monitoring and evaluation frameworks, developed through participatory process, will provide the basis for reporting on the implementation of plans so that the stakeholders receive accountability for the implementation of each plan (pp.9-10)".

4.2. Effectiveness of agricultural imihigo in achieving intended outcomes

In the framework of the results chain, MINECOFIN (2021) defines *"outcomes as the results of outputs and are the second level of results associated with and projectrefers to the medium term consequences of the project...usually relate to the project goal or aim "* (, p.5).

It is highlighted above that district imihigo are designed to deliver outputs through a set of indicators within a one year period. Therefore, the evaluation of imihigo has been focusing on the extent to which districts have achieved the set targets in line with the expected outputs, without necessarily being able to establish the extent of achieving the expected outcomes. Tables 4; 5; 6; 7; 8; 9; 10; 11; and 12 summarise the level of achieving expected outputs in agricultural imihigo for Kamonyi, Burera and Rubavu respectively, in fiscal years 2018/2019, 2019/2020 and 2020/2021.

Table 4: Kamonyi district performance in selected agricultural imihigo for FY 2018/2019

No	Outputs	Indicator	Observation	% Complete
Outcome 1: Agricultural production for priority crops increased				
1	1.1. Agricultural productivity through land use and input use increased	Average yields of priority crops on Consolidated land	Complete	80%
		Quantity of subsidized fertilizers bought by farmers (Kg)	Incomplete	
		Quantity of subsidized seeds bought by farmers (Kg)	Incomplete	
		Ha of land consolidated on priority crops	Complete	
2	1.2. Area of land protected against erosion increased	Number of ha of radical terraces constructed	Complete	
		Area of progressive terraces rehabilitated (Ha)	Complete	
3	1.3. Effective and efficient irrigation developed under an Integrated Water Resource Management (IWRM) framework	Number of Ha under Small Scale Irrigation (SSIT) developed	Complete	
Outcome 3: Increased animal productivity				
4	3.1. Improved genetics for cows	Number of cows inseminated	Complete	
		Number of AI born calves registered	Complete	
5	3.2. Livestock vaccinated against diseases	Number of cows vaccinated against diseases (LSD, BQ, RVF, Brucellosis, Rabies)	Complete	

Table 5: Kamonyi district performance in selected agricultural imihigo for FY 2019/2020

No	Output	Indicator	observation	% complete
Outcome 1: Agricultural production for priority crops increased				
1	Output 1.1: Agricultural productivity through land use and input use increased	Ha of land covered by priority food crops	Complete	91
		Quantity of timely subsidized seeds bought by farmers (Kg)	Complete	
		Quantity of timely subsidized fertilizers bought by farmers (Kg)	Complete	
		% of Households with compost pit	Incomplete	
		Number of food crops drying grounds constructed	Complete	
2	Area of land protected against erosion increased	Number of ha of radical terraces constructed	Complete	
		Area of progressive terraces rehabilitated (Ha)	Complete	
3	Effective and efficient irrigation developed under an Integrated Water Resource Management (IWRM) framework	Number of new Ha under Small Scale Irrigation (SSIT) developed	Complete	
Outcome 4: Increased animal productivity				
4	Improved genetics for cows	Number of cows inseminated	Complete	
		Number of AI born calves registered	Complete	
4	Livestock vaccinated against diseases	Number of domestic animals vaccinated against diseases (LSD, BQ, RVF, Brucellosis, Rabies)	Complete	

Table 6: Kamonyi district performance in selected agricultural imihigo for FY 2020/2021

No	Output	Indicator	Observation	% complete
Outcome 1: Agricultural production for priority crops increased				
1	Agricultural productivity through land use and input use increased	Ha of land covered by priority food crops	Complete	100
		Quantity of timely subsidized seeds bought and used by farmers (Kg)	Complete	
		Quantity of timely subsidized fertilizers bought and used by farmers (Kg)	Complete	
2	Area of land protected against erosion increased	Area of progressive terraces constructed (Ha)	Complete	
		Number of ha of radical terraces constructed	Complete	
3	Sustainable Irrigation and mechanization Infrastructure developed	Number of new Ha under Small Scale Irrigation (SSIT) developed	Complete	
Outcome 3: Improved livestock				
4	Livestock inseminated	Number of cows inseminated	Complete	
5	Calves Recorded	Number of AI born calves registered	Complete	
6	Livestock vaccinated against diseases	Number of domestic animals vaccinated against diseases (LSD, BQ, RVF, Brucellosis, Rabies)	Complete	

Source: Desk research and observation

Over the assessed period (2018/2021) Kamonyi district has highly performed in achieving the set targets and therefore expected outputs in agriculture imihigo. Based on self-reported data (district imihigo reports), performance in the selected agricultural imihigo increased from 80% to 91% and 100% for FY 2018/2019; 2019/2020 and 2020/2021 respectively. For the three consecutive years, all sampled imihigo related to improving livestock were fully achieved. This is definitely a positive and consistent trend over three fiscal years observed. The evaluation team was able to visit and observe some of the achieved outputs such as terraces, drying grounds/shelters, cows were visited and observed. The question is whether or not achieving specific outputs has necessarily led to intended outcomes of agricultural imihigo which consist of increased agricultural production for priority crops and increased animal productivity.

The findings reveal that in Kamonyi District, to a large extent, farmers saw an increase of both quality and quantity following the implementation of agriculture Imihigo. For instance, improvement of genetics for cows through insemination and cows vaccination against diseases increased the quantity of milk for farmers, as stated by farmers in FGDs:

..."Following the cows insemination through Imihigo, I got improved cows that eventually led average milk productivity to rise from 5 litres to 10 litres per cow and per day" (FGD with farmers, Rugarama Sector, Kamonyi District)

"In the framework of imihigo, small scale irrigation was developed and benefited our cooperative [maize growing cooperative]. Resultantly, our maize productivity doubled from 40 tons to 80 and above" (KII, cooperative leader, Gacurabwenge Sector, Kamonyi District).....

..."After they [local leaders] had planned to construct terraces for us, they came and explained the benefit of terraces. Some of us had had seen terraces elsewhere and already knew their benefits. But those who did not know the terraces before were sceptical because they thought that the soil was going to be damaged. They [leaders] came and cut the terraces, and we were the ones to construct them and got paid for our labour force. The first time we planted on terraced soil, we didn't get it right away, but the second time, because they gave us industrial fertilizers that we mixed with organic ones, we started getting good harvest. I have planted cassava and I was able to produce so much that at from one cassava tree I could get 6 to 8 cassavas" (FGD with farmers, Kamonyi District).

Despite these success stories from participants, the assessment came up with several challenges and gaps that hinder fully achievement of expected outputs and outcomes in Kamonyi district. These are discussed in section 4.4.

Table 7: Burera district performance in selected agricultural imihigo 2018/2019

No	Output	Indicator	Observation	% Complete
Outcome1 : Agricultural production for priority crops increased				
1	1.1: Agricultural productivity increased	Land consolidated with priority crops (ha)	Complete	89%
		Average yield (T/ha) of priority crops on consolidated land	Incomplete	
		Ha of banana plantation increased	Complete	
2	1.2. Area of land protected against erosion increased	Number of ha of radical terraces (RT) constructed	Complete	
		Number of Ha of progressive terraces (PT) constructed (Ha)	Complete	

3	1.3. Effective and efficient irrigation developed under an Integrated Water Resource Management (IWRM) framework	Number of Ha (cumulative) under Small Scale Irrigation (SSIT) developed	Complete	
Outcome 2: Increased animal productivity				
4	2.1. Improved genetics for cows	Number of cows inseminated	Complete	
		Number of AI born calves registered	Complete	
5	2.2. Livestock vaccinated against diseases	Number of cows vaccinated against diseases (BQ, RVF, LSD, Brucellosis.)	Complete	

Table 8: Burera district performance in selected agricultural imihigo 2019/2020

No	Outputs	Indicator	observation	% complete
Outcome1 : Agricultural production for priority crops increased				
1	1.1: Agricultural productivity increased	Land consolidated with priority crops (ha)	Incomplete	64%
2	1.2: Use of improved seeds increased	Kg of improved seeds timely delivered and used by farmers	Complete	
3	1.3: Use of inorganic fertilizers increased	Kg of fertilizers timely delivered and used by farmers	Incomplete	
4	1.3.b. Use of organic fertilizers increased	% of Households with compost pit	Incomplete	
5	1.4: Area of land protected against erosion increased	Number of ha of radical terraces (RT) constructed	Complete	
		Number of Ha of progressive terraces (PT) improved(Ha)	Complete	
6	1.5: Effective and efficient irrigation developed under an Integrated Water Resource Management (IWRM) framework	Ha on Small scale irrigation	Complete	
7	1.6: Drying shelters constructed	Number of Drying shelters constructed	Incomplete	
Outcome 2: Increased animal productivity				
8	2.1: Improved genetics for cows	Number of cows inseminated	Complete	
9	2.2: Calves registered	Number of AI born calves registered	Complete	
11	Output 2.3: Livestock vaccinated against diseases	Number of cows vaccinated against diseases (BQ, RVF, LSD, Brucellosis.)	Complete	

Table 9: Burera district performance in selected agricultural imihigo 2020/2021

No	Output	Indicator	observation	% Complete
Outcome1 : Agricultural production for priority crops increased				
1	1.1: Agricultural productivity increased	Land consolidated with priority crops (Maize)	Complete	69%
		Land consolidated with priority crops (Beans)	Complete	
		Land consolidated with priority crops (.I Potatoes)	Incomplete	
		Land consolidated with priority crops (wheat)	Incomplete	
2	1.2: Use of improved seeds increased	Kg of improved seeds timely delivered and used by farmers	Complete	
3	1.3: Use of inorganic fertilizers increased	Kg of fertilizers timely delivered and used by farmers	Complete	
4	1.5: Area of land protected against erosion increased	Number of ha of radical terraces (RT) constructed	Complete	
		Number of Ha of progressive terraces (PT) improved (Ha)	Incomplete	
5	1.6: Effective and efficient irrigation developed under an Integrated Water Resource Management (IWRM) framework	Ha on small scale irrigation	Complete	
6	1.7: Drying shelters constructed	% of work progress	Incomplete	
Outcome 2: Increased animal productivity				
7	2.1: Improved genetics for cows	Number of cows inseminated	Complete	
8	2.2: Calves registered	Number of AI born calves registered	Complete	
9	2.3: Livestock vaccinated against diseases (BQ, RVF, LSD, Brucellosis.)	Number of cows vaccinated	Complete	

Unlike in Kamonyi District, the performance of agriculture contracts in Burera District (at least those selected for the purpose of this study) went decreasing over the past three fiscal years. It dropped from 89% to 64% and rose slightly to 69% in 2018/2019, 2019/2020 and 2020/2021 fiscal years respectively. While all sampled imihigo associated with increasing animal productivity were fully achieved over the three consecutive fiscal years, some imihigo related to increasing agriculture productivity for priority crops underperformed. The biggest performance issue is tied to land consolidation with priority crops.

Concerning extent to achieved outputs imihigo have led to expected outcomes, the findings reveal that some progress was registered. Both in agriculture and in livestock farming, overtime, achieving some imihigo outputs has resulted in some changes both in quality and in quantity, as illustrated by the following quotes:

"Before construction of terraces, the erosion used to take the soil, but with terraces the soil which was not productive can now grow crops and the harvest have increased. That has helped the citizen to pay for mutual health insurance and other needs (Interview with the district agronomist).

...."Before [the implementation of agriculture imihigo for the observed period] my household used to get a little maize productivity, but now I can harvest up to 15 tons. I didn't have a store for my maize, but today, even the community store they have offered us is getting smaller because I personally tend to fill them with my produces" (Maize farmer, FGD with farmers, Burera District).

Thanks to the implementation of agriculture imihigo, farmers also acquired new farming techniques that are of a paramount importance for the development of agriculture sector, as mentioned by our respondents in interviews and FGDs:

"As a main implementer of district and national imihigo, farmers' cooperatives have learnt and were able to adopt new farming techniques and new agriculture practicing like terracing and farming in terraces, combining industrial and organic fertilizers and selected seeds. Indeed, it has been a booster of increase of quality and quantity of productivity" (KII with a cooperative leader, Burera District).....

"....Thanks to Imihigo, our land got consolidated and we operate in cooperative. We also have a community drying shelter and a store. Working together makes our production safer because in the past, thieves used to steal crops from our home. Here the maize production is safe and protected" (FGD with farmers, Burera District)

"The terraces have helped us so much to resist erosion and to get grass for our livestock" (FGD with farmers, Burera District).

The quantity of farmer's productivity really increased because farmers stopped storing their produces at their homes and, instead, thanks to Imihigo, they have

been assisted with public stores and they gathered in cooperatives. For livestock, the quantity of production increased due to Girinka and related insemination programme. However, the quantity of the targeted livestock to give to selected people was small.

Despite these success stories from participants, the assessment shows some challenges and gaps that hamper fully achievement of expected outputs and outcomes in Kamonyi Burera District. These are discussed in section 4.4.

Table 10: Rubavu district performance in selected agricultural imihigo 2018/2019

N°	Outputs (under priority area)	Indicator	Observation	%Complete
	Outcome 1: Increased Agriculture Production			
1	1.1. Agricultural productivity through land use and input use increased	Number of ha consolidated under priority crops	Complete	86
		Average yields of priority crops on consolidated land {T/ha)	Incomplete	
		Quantity of fertilizers bought by farmers (T)	Complete	
		Number of progressive terraces made	Complete	
	Outcome 2: Increased animal productivity			
2	2.1. Improved genetics for cows	Number of cows inseminated	Complete	
		Number of all born calves registered	Complete	
3	2.2. Livestock vaccinated against diseases	Number of cows vaccinated against diseases (BQ, LSD, Brucellosis)	Complete	

Table 11: Rubavu district performance in selected agricultural imihigo 2019/2020

N°	Outputs (under priority area)	Indicator	Observation	% Complete
Outcome 1: Increased Agriculture Production				
1	Output1: 1:Agricultural productivity through land use and input use increased	Number of ha consolidated under priority crops	Complete	87.5
2	1: 2. Use of inorganic fertilizers increased	MT of fertilizers timely delivered and used by farmers	Complete	
	1.2(b): Use of organic fertilizers increased	Percentage of households with compost pit	Incomplete	
3	1.3: Use of improved seeds increased	Quantity(kg) of improved seeds timely delivered and used by farmers	Complete	
4	1.4: Area of land protected against erosion increased	Number of ha progressive terraces rehabilitated	Complete	
Outcome 2: Increased animal productivity				
5	2.1: Improved genetics for cows	Number of cows inseminated	Complete	
		Number of A.I born calves registered	Complete	
7	2.2: Livestock vaccinate against diseases	Number of cows vaccinated against diseases (BQ, LSD, Brucellosis)	Complete	

Table 12: Rubavu district performance in selected agricultural imihigo 2020/2021

N°	Output	Indicator	Observation	% Complete
	Outcome 1: Increased productivity for priority crops on consolidate sites			
1	1.1: Agricultural productivity through land use and input use increased	Number of ha consolidated under priority crops	Complete	100
2	1.2: Use of inorganic fertilizers increased	Tons of fertilizers timely delivered and used by farmers	Complete	
3	1.3: Use of improved seeds increased	Quantity (kg)of improved seeds timely delivered and used by farmers	Complete	
4	1.4: Ecosystems protected	Number of Km of Sebeya river buffer zone protected with bamboos	Complete	
5	1.5 Area of land protected against erosion increased	Number of ha of radical terraces constructed	Complete	
	Outcome 2: Increased animal productivity			
6	2.1: Improved genetics for cows	Number of cows inseminated	Complete	
		Number of AI born calves registered	Complete	
7	2.2: Livestock vaccinated against diseases	Number of cows vaccinated against diseases (BQ, LSD, Brucellosis)	Complete	

Over the past three fiscal years, Rubavu district performed well for the sampled agroculture imihigo. Performance consistently rose from 86% to 87.5% and 100% for 2018/2019; 2019/2020 and 2021/2022 respectively. Like for the two preceding districts, Rubavu district fully achieved all sampled imihigo associated with improving animal productivity, while this was not the case for the imihigo that are tied to increasing productivity of priority crops on consolidated land.

It emerged from discussions with the farmers and local leaders that by achieving expected outputs, a number of aspects tied to the core outcomes were also to some extent attained. Participants' testimonies below substantiate some changes that agriculture imihigo induced.

"In the past we used to cultivate large farms but we did not get significant productivity, we were faced with the problem of malnutrition, but due to land consolidation and use of fertilisers and improved seeds, we are now cultivating less land but getting higher productivity" [FGD with farmers, Rubavu District].....

...."The river [Sebeya] used to flood us in the rainy season, flooding our crops and therefore pushing us into extreme poverty, but thanks to

disitric imihigo that involved bamboo planting along the river banks, the river is no longer a threat to the people" (FGD with farmers, Rubavu District)....

"...Since the development of radical terraces, the beans productivity from our land rose from 2.5 tons to 3.1 tons per ha" (FGD with farmers, Nyundo Sector, Rubavu District).....

"...In the framwork of Imihigo, the sector veterinarian has been assisting us in obtaining medicines for our cows as well as artificial insemination. We are really happy of the fact that we have reduced the diseases and death of our cows, even if there is still much to be done to make farmers more prosperous(FGD with farmers, Rubavu District).

Nevertheless, it is important to underscore the performance figures that are shown in the Tables 4; 5; 6; 7; 8; 9; 10; 11; and 12. are self-reported data (by district authorities in their imihigo reports) that sometimes may need to be nuanced. Independent evaluations may therefore tell whether or not the self-reported data match the reality on the ground. This is not only about the reported performance figures but also the quality of the reported outcomes achieved.

Furthermore, the study found out a number of challenges and gaps that hindered fully achievement of expected outputs and outcomes in the three districts. These are discussed in section 4.4.

4.3. District agricultural Imihigo and farmers' socioeconomic development

Imihigo consitute a tool for planning, budgeting, implementation, monitoring and evaluation of development interventions to contribute to socioeconomic transformation as articulated in NST1 and PSTA-4. This section assesses farmers' and stakeholders views and evidence of the extent to which sampled agriculture imihigo impacted farmers' socioeconomic development.

It emerged from the study that farmers have been seeing some changes that the implementation of agriculture imihigo brought about in the socioeconomic condition of their families/households. For example, improvement in farming

techniques through land consolidation , developping terraces, establishing irrigation, crop storing and drying grounds infrastructure, as well as improving animal productivity through cows insemination and vaccination and calves registration have been yielding some tangible results in farmers' lives. Few testimonies below from Rubavu District illustrate the said changes.

"Through Imihigo, we helped farmers to get agricultural infrastructure, such as storage of their produce, harvest drying facilities to name a few. These facilities have therefore significantly increased agricultural productivity, thus increasing family nutrition and reducing stunting rates" (KII with a sector official in charge of Imihigo, Rubavu District).

...."My land used to get flooded and eroded during rainy seasons; through Imihigo radical terraces were developed which prevented my land from erosion. This increased significantly my agricultural productivity which eventually provided me with greater capacity to support the schooling and food for my children" (KII with a farmer, Rubavu district).

Like in Rubavu District, agriculture imihigo have also impacted lives of farmers in Burera District. Some farmers shared their positive experience below:

"Thanks to land consolidation programme, I grew potatoes, corn and sorghum. We eat and sell the extra harvest. We have a potential trader who is our client and who delivers food to schools. Thanks to increase of productivity, I have been able to buy 2 sheep" (FGD with farmers, Burera District)

....."Both land consolidation and the development of radical terraces have significantly increased agriculture productivity and hence income. This enabled me not only pay for community health insurance for my family members [Mutuelle de santé] but also buy a cow" (FGD with farmers, Burera District).

Similar trend was observed in Kamonyi District.

"The vast land I own was useless not until we implemented agriculture imihigo in our lands. We constructed radical terraces in my land in

which I planted beans and cassava. Productivity has increased and provided me higher income that I used to buy some goats which in turn help me get organic manure. We used to buy food from the market but now we are the ones to produce foodstuffs and sell them at the market" (FGD with farmers, Kamonyi District).

"Before introducing radical terraces in our farms, I used to earn money through cultivating lands for better-off people in this area. But now I work in my own land and I saw productivity rising significantly. Thanks to gained income, I have been able to pay for community health insurance for my 6 children and we pay it in time. Additionally, I bought a cow and a solar energy system facility at Rwf110, 000. I was also able to pay school fees for my children." (FGD with farmers, Kamonyi District)

While such testimonies prove to be substantive, the qualitative nature of this study has not enabled us to assess the extent to which such an impact of district agriculture Imihigo is spread across all farmers and non-farmers in the three districts.

Furthermore, the above success stories from the participants do not imply that achieved results at outputs, outcomes and impact levels are optimal. The study raised several challenges and gaps that hinder the process of district agriculture imihigo and hence the achievement of intended change. The section below examines those hindrances.

4.4. Major factors hindering optimal achievement of district agricultural Imihigo

This section assesses the major issues and gaps that hamper the achievement of intended outcomes. The assessment takes into account issues raised by the participants and the researcher's analysis of the imihigo template used for the formulation.

- **Lacking indicators to track the outcomes**

Since their inception in 2006, district imihigo have been designed in a format that captures performance indicators for the set targets and in line with the expected outputs. The logic behind this way of designing imihigo could primarily be the fact that the set targets are to be achieved in one fiscal year to not only deliver on

expected outputs. However, beside the national and local priorities that district imihigo are aligned with, the latter are also tied to outcomes clearly specified in the imihigo forms that contain district imihigo. With regard to district agriculture imihigo, increasing agriculture productivity for priority crops and increasing/improving animal productivity stand among imihigo outcomes consistently captured under the agriculture sector in district imihigo across the three districts assessed.

Interestingly, it was found that the same forms contain only indicators to measure the achievement of expected outputs, but not those meant to measure the expected outcomes. Yet from a socioeconomic transformation perspective, outcomes indicate intermediate (medium-term) results toward ultimate goals (impact). Lacking the indicators that help track the extent of outcomes achievement is therefore a critical gap. This makes sense because the annual evaluation of district imihigo focuses on outputs (which can reasonably be achieved within one year timeline) which have clearly established measurement indicators. Yet, achieving specific outputs may not automatically lead to the achievement of outcomes they are aligned to. As a result, annual evaluation of imihigo tells much about the outputs achievement and less about the subsequently induced changes at both farmers and community levels.

- **Limited participation of farmers in the planning, budgeting, monitoring and evaluation.**

The findings show that farmers participate very largely in the implementation of imihigo mainly as land owners and the source of labour force in agriculture. Nevertheless, their participation in formulation, budgeting, monitoring and evaluation phases remains very limited. This implies that that in practice, the formulation of agriculture imihigo proves to be top-down. While imihigo are meant to integrate both national and local priorities, the top-down approach does not make it possible to collect and farmers' priorities. Moreover, limited participation of farmers is likely to jeopardise ownership of imihigo outputs and outcomes by these farmers and therefore hamper the intended socioeconomic transformation.

- **Delays in supply and insufficiency of agricultural inputs**

The study reveals consistent farmers' complaints about the delays in supplying agricultural inputs such as seeds and fertilisers. In some cases, the supply is

inadequate because farmers get fewer inputs than actually needed (compared to available land), as explained by the respondents in the following quotes:

“We don't get seeds on time, so it slows down our agricultural production, because sometimes they bring us seeds in the middle of the planting season” (KII with a cooperative leader, Rubavu District).....

.....“The seeds we give to farmers and cooperatives are not always enough because the quantity they need is often bigger than what we have for them. As for fertilisers, it became very expensive and the farmers could not get enough of it” (KII with district agronomist , Burera district).

Such delays and inadequate supplies adversely affect the production and expected productivity. Often, in case of delays, farmers either plant behind appropriate time or they simply refrain from planting. In some cases, farmers resort to inappropriate seeds that they find by their own. In most cases, the result is almost the same: Lack of productivity or drop of productivity. As a consequence, farmers lose income and incur related socioeconomic consequences.

- **Lack of markets for the harvest**

In agriculture, it is one thing to achieve expected productivity, quite another thing to find a market for produces. It was found that in in some cases, farmers get good productivity and eventually fail to get the market, as stated below:

“The problem is that sometimes when cooperatives get a high production, they lack markets and they eventually sell at a loss” (KII with a cooperative leader, Burera District)

“We don't always find markets for our produce, such as carrots and cabbages, which makes it difficult for farmers to make a living and for them and their families to progress” (KII with a cooperative leader, Rubavu District).

Harvest stores have been built in many sectors and can therefore help in keeping the harvest for a while as farmers wait for getting markets. However, stores are yet to be built in some sectors and cannot be a lasting solution for the issue associated with lack of markets.

- **Insufficient harvest drying and storage facilities**

While efforts have been made to establish drying and storing facilities through agriculture imihigo, the reality on the ground is that such facilities are not enough. Either they are inexistent in some areas or they are too small to contain available harvest.

“We face a critical problem of lacking a dry facility and a store for our harvest. As a result, we sell our produces at a loss because buyers argue that our produces are not dry and that it will take them a long time to dry them” (FGD with farmers, Kamonyi district).

- **Underuse or misuse of achieved outputs**

Achieving expected outputs is not an end itself. Outputs make more sense when they fit for purpose or serve in achieving outcomes. The findings reveal that often, agriculture outputs achieved through district imihigo are not used to the maximum. For example, some radical terraces are developed but not fully used by farmers due to different reasons. In Kamonyi District, it was observed that radical terraces were developed but only 5% of the land is cultivated. Even where land is cultivated, sometimes it does not increase productivity due to the lack of both organic and industrial manure. This was supposed to be the responsibility of district as indicated in their report on Imihigo. Yet they report that umuhigo was achieved at 100% (2019-2020 Kamonyi Imihigo Report).

5. CONCLUSION AND RECOMMENDATIONS

This assessment is a case study on Effectiveness of District Imihigo using an outcome-based approach with a focus on agricultural imihigo in Rubavu, Burera and Kamonyi for fiscal year 2018/2019, 2019/2020 and 2020/2021. It relied on a qualitative approach that involved four major methods including desk review, FGDs, KIs and direct observation. Participants included farmers, leaders of farmers' cooperatives and local leaders from the three districts. The key findings include but are not limited to the following:

- Overall, district agriculture imihigo are technically well designed based on SMART criteria. They are specific, measurable with clear and well formulated indicators, achievable through targets which require reasonable resources, relevant as they are aligned with national policies (e.g. NST1, Vision 2050, PSTA-4) and time-bound (designed on an annual basis). Imihigo are formulated in a template which clearly captures inputs, resources (budget), activities, outputs and outcomes which constitute major elements of results chain.
- District imihigo are designed, implemented and evaluated on annual basis (a short-term period) and are outputs-based. Performance indicators are also aligned with the outputs. However, it is hard to track the progress imihigo outcomes using the existing framework for imihigo formulation, budgeting, implementation, monitoring and evaluation. This implies that the existing framework needs to be revisited to integrate outcome indicators, capture and document medium and long-term changes induced by the district imihigo.
- From a process perspective, it was found that that district agriculture imihigo lie on a top-down approach. As a matter of fact, except for the implementation phase, other phases (formulation, budgeting, monitoring and evaluation) are very largely driven by the government (both national and local). Farmers' participation in the latter phases prove to be very limited. From this perspective, the quality of district imihigo can be questionable because they are not informed by the priorities voiced by citizens (farmers), yet participation is a core principle and value across national and local planning, budgeting, implementation, monitoring and evaluation of development interventions. The quality of imihigo is therefore not only about

the SMARTness of the indicators but also about the content. In decentralised and citizen-centred governance, a planning, budgeting, implementation, monitoring and evaluation process which does not genuinely engage citizens is unlikely to yield sustainable and owned impacts. Effective citizen participation in imihigo is not only an issue of rights but also an imperative of ensuring that the adopted imihigo are relevant to the core beneficiaries who are primarily the citizens.

- With regard to the agriculture imihigo designed and implemented in the three districts over the past three fiscal years, it was observed that the level of achievements of set targets for the sampled imihigo was very high (above 80%) in Kamonyi and Rubavu districts and much lower (below 70% except for 1 fiscal year) in Burera District. Table 13 summarises the performance per district and per fiscal year.

Table 13: Summary of district performance in sampled agriculture imihigo

District	Fiscal year	# indicators	# indicators Complete	% complete
Kamonyi	2018/2019	10	8	80
	2019/2020	11	10	91
	2020/2021	9	9	100
Burera	2018/2019	9	8	89
	2019/2020	11	7	64
	2020/2021	13	4	69
Rubavu	2018/2019	7	6	86
	2019/2020	8	7	87.5
	2020/2021	8	8	100

- It was also obvious that over the past three years, by achieving expected outputs, districts were able to achieve some changes in terms of both outcomes and impact at farmers' and community levels. The participants' testimonies corroborate on some changes that district agricultural imihigo brought about not only in increasing agriculture and animal productivity but also in the farmers' livelihoods. However, the qualitative nature of this study has not allowed to grasp the extent of such changes across all farmers and in the community at large.

- It also emerged from the study that a number of challenges and gaps hinder the process of achieving expected outputs and outcomes of district agriculture imihigo. Limited farmers' participation in the core phases of imihigo process, and delays in supply and insufficiency of agricultural inputs emerged among many other hindrances.

In consideration of identified challenges and gaps, the study formulates a set of mitigating strategies as in Table 14.

Table 14: Recommendations

Issue	Action	Responsible
Lacking indicators to track imihigo outcomes and impact	Revisit the logical framework of district imihigo to include indicators that allow tracking/measuring medium and long-term results at individual, household/family, community and national levels. The National Monitoring, Evaluation and Learning Guidelines could inform the revision of the existing imihigo template. Similarly, the Outcome Mapping Approach could equally be useful in this regard.	MINALOC, MINECOFIN
The National Monitoring , Evaluation and Learning Guidelines are still new (2021) and therefore district officials are not immersed with them	Disseminate these guidelines among various public officials involved in imihigo planning, budgeting, implementation, monitoring , evaluation and learning for the sake of enhancing awareness , ownership and practice among those officials	MINECOFIN, MINALOC
Limited participation of farmers in the planning, budgeting, monitoring and evaluation	Make citizen participation in district imihigo a statutory procedure for the approval of imihigo by hierarchical authorities. A check-list for citizens' signatures as a proof of participation imihigo planning, budgeting, monitoring and evaluation should be institutionalised at village and cell levels (direct participation). Concerning indirect participation, at both sector and district levels, district officials (council members and members of executive committees) should consult farmers' through their cooperatives. Consultation should be evidenced by consultation meeting reports/minutes highlighting priorities expressed by farmers, and participants' lists with signatures. Similar exercises should be done for other citizens' groups depending on imihigo transformation pillar and related sectors. As an enforcement measure, MINALOC should enact an order or	MINALOC, MINECOFIN, MINAGRI, CSOs, farmers' cooperatives.)

	an instruction making citizens' participation a statutory practice.	
Lack of markets for the harvest	Strengthen the partnership between relevant ministries, the Private sector and local government not only to find out markets from agricultural/livestock productivity but also to ensure adequacy between agricultural production and availability of markets.	MINICOM, MINAGRI, PSF
Insufficient harvest drying and storage facilities	Speed up the construction of drying and storage facilities for farmers	MINAGRI, District authorities
Delays in supply and insufficiency of agricultural inputs	Strengthen the coordination of importation and supply of agriculture inputs to farmers	MINAGRI, RAB, Private sector (agro-dealers)
	Advocate for establishing relevant infrastructure and facilitation as well as the capacitation to locally produce core agriculture inputs.	MINAGRI, RAB,

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APPENDIX

APPENDIX 1 : DATA COLLECTION TOOLS

I. INTERVIEW GUIDE FOR LOCAL LEADERS (District agronomist, District Veterinary, District Director of planning)

S.O.1. Evaluate the quality of District Performance contracts (with a focus on agriculture imihigo) at all level of formulation, implementation and evaluation in three Districts

1. What is the process of developing (formulation and approval) cell/sector/district imihigo in general?
2. What are the major criteria did (do)you consider in the formulation/design of district imihigo at large and agricultural imihigo in particular?
3. To what extent have these criteria been taken into account in the formulation of the district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years?
4. Which staff and or institutions have been involved in the drafting and the review of district imihigo documents for the 2018 -2021 in this district?
5. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, how were farmers' needs and priorities identified and channeled from farmers to the district authority? How did farmers participate? How did CSOs and the private sector participate?
6. Which role did those stakeholders (farmers, CSOs, private sector) play in the budgeting of agricultural imihigo for the same period? Can you share evidence of their participation at the stage (e.g. meeting minutes with attendance list, invitation letters...)? If those stakeholders (farmers, CSOs, councilors, Private sector) have participated at the stage, how has it impacted actual achievements? If they did not participate , did it affect the achievement in any way?
7. Which role did those stakeholders (farmers, CSOs, private sector) play in the implementation of agricultural imihigo for the same period? Can you share evidence of their participation at the stage? (e.g. monitoring reports with list of team members, attendance lists, invitation....) ? If those stakeholders (farmers, CSOs, councilors, Private sector) have participated at the stage, how has it impacted actual achievements? If they did not participate , did it affect the achievement in any way?
8. Which role did those stakeholders (farmers, CSOs, private sector) play in the monitoring and evaluation of agricultural imihigo for the same period? Can you share evidence of their participation at the stage? (e.g. monitoring reports with list of team members, attendance lists, invitation....) ? If those stakeholders (farmers, CSOs, councilors, Private sector) have participated at

the stage, how has it impacted actual achievements? If they did not participate, did it affect the achievement in any way?

S.O. 2. Evaluate (qualitatively) the level of agriculture-related imihigo performance in terms of outcome-based achievements in fiscal year 2019 -2020

1. To what extent has the quality of farmers' production increased over the past three years (July 2018- June 2022)?
2. To what extent has the quantity of farmers' production increased over the past three years (July 2018- June 2022)?
3. If there has been an increase of quality and quantity of production, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to productivity increase? Can you provide evidence of that connection?
4. To what extent has quality of animal productivity increased over the past three years (July 2018- June 2022)?
5. To what extent has quantity of animal productivity increased over the past three years (July 2018- June 2022)?
6. If there has been an increase in quality and quantity of animal productivity, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to increase of animal productivity? Can you provide evidence of that connection?
7. What are the major factors that shaped the extent to which the expected agricultural imihigo outcomes were achieved?

S.O. 3. To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts

1. What is the most significant change brought about by the district agriculture-related imihigo over the past three fiscal years?
2. To what extent have the district agriculture-related imihigo over the past three fiscal years? shaped food security in this district? *[probe for tangible examples]*
3. To what extent have the district agriculture-related imihigo over the past three fiscal years improved income of farmers' households ? *[probe for tangible examples]*
4. Have there been any community infrastructures that were set up as a result of the implementation of the district agriculture-related imihigo over the past three fiscal years? If any how are those infrastructures/facilities shaping the

lives of the farmers and community members at large? *[probe for tangible examples]*

5. Have there been any positive changes in the lives of individual farmers and non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for tangible examples]*
6. Have there been any negative changes in the lives of individual farmers and non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for food, education, health, housing, business investment with tangible examples]*

S.O. 4. Highlighting the challenges and factors hindering the achievement of agriculture-related Imihigo

1. What are the imihigo targets that were not achieved over the past three fiscal years?
2. What are the imihigo outcomes that were not achieved over the past three fiscal years? Which challenges have the district authorities faced that may have hampered full achievement of district agriculture-related imihigo over the past three fiscal years?? *[probe for the formulation , implementation, monitoring and evaluation phases], also probe resources (human, material/technical, financial) and partners' role]*
3. What remedial actions have the district authorities and stakeholders taken to overcome those challenges?
4. Were those challenges fully overcome?
5. To you, did the budget adequately match the imihigo targets and expected outputs?

S.O. 5. Propose an adequate framework to modernize Imihigo process cycle to achieve outcome-based performance.

1. What did not go well in the agriculture-related imihigo that you think could have been done differently to achieve the expected imihigo outcome?
2. How best should district agriculture-related imihigo be designed, implemented, monitored and evaluated to achieve expected outcomes in the future?

II. INTERVIEW GUIDE FOR COOPERATIVE LEADERS

S.O.1. Evaluate the quality of District Performance contracts (with a focus on agriculture imihigo) at all level of formulation, implementation and evaluation in three Districts

1. What is the process of developing (formulation and approval) cell/sector/district imihigo in general?
2. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, how were farmers' needs and priorities identified and channeled from farmers to the district authority? How did you participate as farmers? Which role did your respective cooperatives play?
3. As farmers' cooperatives, have you been engaged with district/sector councilors in voicing farmers' needs and priorities? Which role did CSOs play? If cooperatives played any role, were your needs/priorities taken into account in the district approved Imihigo? Which is the evidence that your views were considered?
4. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did farmers' cooperatives play in the budgeting process? If you played any role, were your views taken into account in the district approved Imihigo budget? Which is the evidence that your views were considered? How effective was your participation in shaping the quality of the budgeting?
5. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did farmers' cooperatives play in the implementation of those imihigo? Which role did your cooperatives play? How effective was your participation in shaping the quality of implementation?
6. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did farmers' cooperatives play in the monitoring and evaluation of those Imihigo? Which actors involved you in that process if any? How effective was your participation in shaping the quality of monitoring and evaluation?
7. To what extent have cooperatives been engaged with CSOs in the process of formulation, budgeting, implementation, monitoring and evaluation of agricultural imihigo over the past three fiscal years? If any engagement, how effective has that engagement in shaping the quality and the achievements of imihigo?

S.O. 2. Evaluate (qualitatively) the level of agriculture-related Imihigo performance in terms of outcome-based achievements in fiscal year 2019 -2020

1. To what extent has the quality of farmers' production increased over the past three years (July 2018- June 2022)?
2. To what extent has the quantity of farmers' production increased over the past three years (July 2018- June 2022)?

3. If there has been an increase of quality and quantity of production, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to productivity increase? Can you provide evidence of that connection?
4. To what extent has quality of animal productivity increased over the past three years (July 2018- June 2022)?
5. To what extent has quantity of animal productivity increased over the past three years (July 2018- June 2022)?
6. If there has been an increase in quality and quantity of animal productivity, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to increase of animal productivity? Can you provide evidence of that connection?
7. What are the major factors that shaped the extent to which the expected agricultural imihigo outcomes were achieved?

S.O. 3. To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts

1. What is the most significant change brought about by the district agriculture-related imihigo over the past three fiscal years?
2. To what extent have the district agriculture-related imihigo over the past three fiscal years shaped food security in this district? *[probe for tangible examples]*
3. To what extent have the district agriculture-related imihigo over the past three fiscal years improved income of farmers' households? *[probe for tangible examples]*
4. Have there been any community infrastructures that were set up as a result of the implementation of the district agriculture-related imihigo over the past three fiscal years? If any how are those infrastructures/facilities shaping farmers' lives and those of other community members at large? *[probe for tangible examples]*
5. Have there been any positive changes in farmers' lives and those of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for tangible examples]*
6. Have there been any negative changes in farmers' lives and those of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for food, education, health, housing, business investment with tangible examples]*

S.O. 4. Highlighting the challenges and factors hindering the achievement of agriculture-related Imihigo

1. What are the agricultural imihigo targets that were not achieved over the past three fiscal years?
2. What are the agricultural imihigo outcomes that were not achieved over the past three fiscal years? Which challenges have the district authorities faced that may have hampered full achievement of district agriculture-related imihigo over the past three fiscal years?? *[probe for the formulation , implementation, monitoring and evaluation phases], also probe resources (human, material/technical, financial) and partners' role]*
3. What remedial actions have the district authorities and cooperatives taken to overcome those challenges?
4. How were those challenges overcome?

S.O. 5. Propose an adequate framework to modernize Imihigo process cycle to achieve outcome-based performance.

1. What did not go well in the agriculture-related imihigo that you think could have been done differently to achieve the expected imihigo outcome?
2. How best should district agriculture-related imihigo be designed, implemented, monitored and evaluated to achieve expected outcomes in the future?

III. INTERVIEW GUIDE FOR CSOs

S.O.1. Evaluate the quality of District Performance contracts (with a focus on agriculture imihigo) at all level of formulation, implementation and evaluation in three Districts

1. What is the process of developing (formulation and approval) cell/sector/district imihigo in general?
2. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did farmers' play in the formulation, budgeting, implementation, monitoring and evaluation of those imihigo? If you played any role, were your views taken into account in the district approved Imihigo budget? Which is the evidence that your views were considered? How effective was your participation in shaping the quality of the budgeting?
3. As CSOs, which role did you play in the process of formulation, budgeting, implementation, monitoring and evaluation of District agricultural imihigo over the past three fiscal years? Did you engage farmers or farmers cooperatives or local leaders over the past three years on issues pertaining

to agricultural imihigo? What was the engagement about if any? What was the outcome of that engagement?

S.O. 2. Evaluate (qualitatively) the level of agriculture-related Imihigo performance in terms of outcome-based achievements in fiscal year 2019 -2020

1. To what extent has the quality of farmers' production increased over the past three years (July 2018- June 2022)?
2. To what extent has the quantity of farmers' production increased over the past three years (July 2018- June 2022)?
3. If there has been an increase of quality and quantity of production, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to productivity increase? Can you provide evidence of that connection?
4. To what extent has quality of animal productivity increased over the past three years (July 2018- June 2022)?
5. To what extent has quantity of animal productivity increased over the past three years (July 2018- June 2022)?
6. If there has been an increase in quality and quantity of animal productivity, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to increase of animal productivity? Can you provide evidence of that connection?
7. What are the major factors that shaped the extent to which the expected agricultural imihigo outcomes were achieved?

S.O. 3. To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts

1. What is the most significant change brought about by the district agriculture-related imihigo over the past three fiscal years?
2. To what extent have the district agriculture-related imihigo over the past three fiscal years shaped food security in this district? *[probe for tangible examples]*
3. To what extent have the district agriculture-related imihigo over the past three fiscal years improved income of farmers' households? *[probe for tangible examples]*
4. Have there been any community infrastructures that were set up as a result of the implementation of the district agriculture-related imihigo over the past three fiscal years? If any how are those

- infrastructures/facilities shaping farmers' lives and those of other community members at large? *[probe for tangible examples]*
5. Have there been any positive changes in farmers' lives and those of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for tangible examples]*
 6. Have there been any negative changes in farmers' lives and those of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for food, education, health, housing, business investment with tangible examples]*

S.O. 4. Highlighting the challenges and factors hindering the achievement of agriculture-related Imihigo

1. What are the agricultural imihigo targets that were not achieved over the past three fiscal years?
2. What are the agricultural imihigo outcomes that were not achieved over the past three fiscal years? Which challenges have the district authorities faced that may have hampered full achievement of district agriculture-related imihigo over the past three fiscal years?? *[probe for the formulation , implementation, monitoring and evaluation phases], also probe resources (human, material/technical, financial) and partners' role]*
3. What remedial actions have the district authorities and cooperatives taken to overcome those challenges?
4. How were those challenges overcome?

S.O. 5. Propose an adequate framework to modernize Imihigo process cycle to achieve outcome-based performance.

1. What did not go well in the agriculture-related imihigo that you think could have been done differently to achieve the expected imihigo outcome?
2. How best should district agriculture-related imihigo be designed, implemented, monitored and evaluated to achieve expected outcomes in the future?

IV. FOCUS GROUP DISCUSSION GUIDE FOR FARMERS' COOPERATIVE MEMBERS

1. What is the process of developing (formulation and approval) cell/sector/district imihigo in general?
2. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, how were farmers' needs and priorities identified and channeled from farmers to the district authority? How did you participate as farmers? Which role did your respective cooperatives play? As farmers, have you been engaged with councilors in voicing your agricultural needs and priorities? Which role did CSOs play? If you played any role, were your needs/priorities taken into account in the district approved Imihigo? Which is the evidence that your views were considered?
3. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did you play in the budgeting process? If you played any role, were your views taken into account in the district approved Imihigo budget? Which is the evidence that your views were considered? How effective was your participation in shaping the quality of the budgeting?
4. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did you play in the implementation of those imihigo? Which role did your cooperatives play? How effective was your participation in shaping the quality of implementation?
5. Thinking of district agriculture-related imihigo from 2018/2019 to 2020/2021 fiscal years, which role did you play in the monitoring and evaluation of those Imihigo? Which actors involved you in that process if any? How effective was your participation in shaping the quality of monitoring and evaluation?
6. To what extent have you as farmers and cooperatives been engaged with CSOs in the process of formulation, budgeting, implementation, monitoring and evaluation of agricultural imihigo over the past three fiscal years? If any engagement, how effective has that engagement in shaping the quality and the achievements of imihigo?

S.O. 2. Evaluate (qualitatively) the level of agriculture-related imihigo performance in terms of outcome-based achievements in fiscal year 2019 -2020

1. To what extent has the quality of farmers' production increased over the past three years (July 2018- June 2022)?
2. To what extent has the quantity of farmers' production increased over the past three years (July 2018- June 2022)?
3. If there has been an increase of quality and quantity of production, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to productivity increase? Can you provide evidence of that connection?
4. To what extent has quality of animal productivity increased over the past three years (July 2018- June 2022)?
5. To what extent has quantity of animal productivity increased over the past three years (July 2018- June 2022)?
6. If there has been an increase in quality and quantity of animal productivity, is there any link to agricultural imihigo that were implemented during the same period? What changed in agricultural practices and/or processes that could have eventually led to increase of animal productivity? Can you provide evidence of that connection?
7. What are the major factors that shaped the extent to which the expected agricultural imihigo outcomes were achieved?

S.O. 3. To assess socio-economic development of direct and indirect beneficiaries associated with District Performance contracts' agriculture projects in three Districts

1. What is the most significant change brought about by the district agriculture-related imihigo over the past three fiscal years?
2. To what extent have the district agriculture-related imihigo over the past three fiscal years shaped food security in this district? *[probe for tangible examples]*
3. To what extent have the district agriculture-related imihigo over the past three fiscal years improved income of your households? *[probe for tangible examples]*
4. Have there been any community infrastructures that were set up as a result of the implementation of the district agriculture-related imihigo over the past three fiscal years? If any how are those infrastructures/facilities shaping your lives as farmers and the lives of other community members at large? *[probe for tangible examples]*
5. Have there been any positive changes in your lives as farmers and in the lives of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is

the link between those changes and Imihigo? *[probe for tangible examples]*

6. Have there been any negative changes in your lives as farmers and in those of non-farmer community members as a result of the district agriculture-related imihigo over the past three fiscal years? If any, what is the link between those changes and Imihigo? *[probe for food, education, health, housing, business investment with tangible examples]*

S.O. 4. Highlighting the challenges and factors hindering the achievement of agriculture-related Imihigo

1. What are the agricultural imihigo targets that were not achieved over the past three fiscal years?
2. What are the agricultural imihigo outcomes that were not achieved over the past three fiscal years? Which challenges have the district authorities faced that may have hampered full achievement of district agriculture-related imihigo over the past three fiscal years?? *[probe for the formulation , implementation, monitoring and evaluation phases], also probe resources (human, material/technical, financial) and partners' role]*
3. What remedial actions have the district authorities and stakeholders taken to overcome those challenges?
4. How were those challenges overcome?

S.O. 5. Propose an adequate framework to modernize Imihigo process cycle to achieve outcome-based performance.

1. As farmers, what did not go well in the agriculture-related imihigo that you think could have been done differently to achieve the expected imihigo outcome?
2. How best should district agriculture-related imihigo be designed, implemented, monitored and evaluated to achieve expected outcomes in the future?



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